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NATIONAL TIMBER SUPPLY ACT

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HEARING

BEFORE THE

SUBCOMMITTEE ON SOIL CONSERVATION AND FORESTRY

OF THE

COMMITTEE ON AGRICULTURE AND FORESTRY UNITED STATES SENATE

NINETY-FIRST CONGRESS

FIRST SESSION

ON

S. 1832

A BILL TO PROVIDE FOR THE MORE EFFICIENT DEVELOPMENT AND IMPROVED MANAGEMENT OF NATIONAL FOREST COMMERCIAL TIMBERLAND, TO ESTABLISH A HIGH TIMBER YIELD FUND, AND FOR OTHER PURPOSES

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NATIONAL TIMBER SUPPLY ACT

TUESDAY, OCTOBER 21, 1969

U.S. SENATE,
SUBCOMMITTEE ON SOIL CONSERVATION AND FORESTRY
OF THE COMMITTEE ON AGRICULTURE AND FORESTRY,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:30 a.m., in room 324, Old Senate Office Building, Senator Everett B. Jordan of North Carolina presiding.

Present: Senators Jordan and Bellmon.

Senator JORDAN. The subcommittee will please come to order.

Good morning, ladies and gentlemen. The subcommittee is holding hearings today on S. 1832, a bill to provide for the more efficient development and improved management of national forest commercial timberlands, to establish a high-timber-yield fund, and for other purposes.

Under this bill uncommitted receipts from the sale of timber and forest products from the national forests during the period July 1, 1969, through June 30, 1994, would be deposited in a high-timber-yield fund, to be withdrawn only by appropriation and then to be available until expended for increasing timber yields in the national forests from which the fund was derived. Any money in the fund not appropriated within 2 fiscal years following the fiscal year in which it was credited to the fund would be transferred to miscellaneous receipts of the Treasury.

The Department of Agriculture has suggested that action on S. 1832 be delayed until the President's Task Force on Lumber has made its recommendations, but if this is not done that consideration be given to a substitute prepared by the Department. Another version of the bill is contained in a House committee print of H.R. 12025 and the committee also has before it an amendment to be proposed by the Senator from Massachusetts (Mr. Brooke) and three amendments to be proposed by the Senator from Utah (Mr. Bennett).

Copies of the bill, the Department reports, the Department substitute, the committee print of H.R. 12025, and the amendments just mentioned will be inserted in the record at this point.

(The documents are as follows:)

[S. 1832, 91st Cong., first sess.]

A BILL To provide for the more efficient development and improved management of national forest commercial timberlands, to establish a high-timber-yield fund, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Timber Supply Act of 1969".

STATEMENT OF FINDINGS

SEC. 2. The Congress hereby finds that it is necessary to increase substantially the timber yield from national forest commercial timberlands in order to increase the supply of wood products which are needed to meet increasing national demands, including the demand for home construction. The Congress further finds that it is necessary to provide a reliable and adequate source of funds required to increase timber yield rates on such national forest commercial timberlands.

DEFINITION

SEC. 3. As used in this Act the term "commercial timberlands" includes timberlands classed as commercial in the Forest Survey conducted under the Act of May 22, 1928, as amended (16 U.S.C. 581—581–i) and which are not withdrawn or reserved from commercial timber production.

HIGH TIMBER YIELD FUND

SEC. 4. There is hereby established in the Treasury of the United States a high timber yield fund, hereinafter referred to as the "fund". Except as hereinafter provided, during the period beginning July 1, 1969, and ending June 30, 1994, there shall be credited to the fund all receipt from the sale of timber and other forest products from the national forests. The foregoing shall not be construed as amending or repealing any provision of law that authorizes and directs that income from the sale of timber and other forest products from national forests be used for a specific purpose. Such income shall continue to be utilized for the purposes so specified by law and shall not be deposited into the high-timber-yield fund.

APPROPRIATIONS

SEC. 5. Moneys credited to the fund shall be available for expenditure for the purposes of this Act only when appropriated therefor. Such moneys as may be appropriated shall be available until expended. Any money credited to the fund and not subsequently authorized for expenditure by the Congress within two fiscal years following the fiscal year in which such money was credited to the fund shall be transferred to miscellaneous receipts of the Treasury.

ALLOCATION OF MONEY IN THE FUND

SEC. 6. Moneys appropriated from the fund shall, unless otherwise allocated for the purposes of this section in the appropriation Act making them available, be allocated in each fiscal year for expenditure in each national forest in substantially the same proportion as the amount of money contributed to the fund from such national forest in the immediately preceding two fiscal years bears to the total amount of money contributed to the fund from all the national forests in such preceding two fiscal years. Money allocated to any national forest under this section shall be used only for increasing timber yield in such national forest by——

(1) obtaining regeneration at the earliest practical date after harvesting, and for reforesting unsatisfactorily stocked high site lands;

(2) precommercial thinning to control spacing or stand composition;

(3) semicommercial thinning both to control spacing or stand composition and to produce material with commercial value in excess of the additional costs required for its harvesting and processing;

(4) pruning, if justified by a subsequent reduction in age at which the trees become marketable;

(5) preparation, including marking, for thinning, salvage, and understory-removal sales;

(6) road construction in advance of planned harvest cutting to standards necessary for facilitating thinning, salvage, and understory-removal sales;

(7) fertilization;

(8) development and procurement of seed or stock with superior growth characteristics; and

(9) such other timber production improvement practices as the Secretary of Agriculture deems appropriate.

IMPLEMENTATION

SEC. 7. The Secretary of Agriculture shall immediately establish programs to carry out the policy and purposes of this Act and shall specifically——

(1) develop into optimum timber productivity as soon as possible the national forest commercial timberlands; and

(2) revise the allowable annual harvesting rates in national forests to take into account (A) rotation ages appropriate for conversion technology and anticipated market requirements at the expected time of harvest, (B) the need for and benefits from use of high level current harvest rate options available within sustained yield limitations, and (C) increased timber yields which will result from application of the measures authorized by section 6 of this Act.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, June 27, 1969.

Hon. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate.

DEAR MR. CHAIRMAN: As requested in your letter of April 21, 1969, this is our report on S. 1832, which would be known as the National Timber Supply Act of 1969.

The purpose of S. 1832 would be to increase the timber yield from National Forest commercial timber lands. In order to provide a reliable and adequate source of funds the High-Timber-Yield-Fund would be established from July 1, 1969, to June 30, 1994. All uncommitted receipts, from the sale of timber and other forest product from the National Forests would go into the fund to be available when appropriated. Appropriations, unless otherwise provided in the appropriations Act, would be allocated for expenditure in the National Forests from which the moneys were derived and would be used only for increasing timber yield by practice described in the bill.

The Secretary would be directed to develop into optimum timber productivity as soon as possible the National Forest commercial timber lands. He would also be directed to revise immediately the allowable annual harvest rates on such lands taking into consideration among other things the increased timber yields which would result from the application of the authorized forestry measures.

We agree and embrace the idea that the national timber supply needs to be developed and increased. We endorse completely the principle of responding to this urgent need for greater supplies of lumber and other timber products. These are the types of concerns that led the President to establish the Ad Hoc Task Force on Lumber to study the supply-demand situation in the lumber and plywood industry.

Enactment of S. 1832 at this time would be premature in that the President's Task Force is scheduled to make recommendations for the solution of the long-run timber supply-demand problem later this year. It would be desirable to await the outcome of the review and the evaluation of the Task Force's recommendations before legislative action is taken.

With reference, however, to S. 1832, it focuses only on the National Forest commercial forest lands. These comprise 97 million acres or 19 percent of the 510 million acres of commercial forest land in the United States.

Efforts to increase timber yields on the National Forests must take into account the fact that these lands cannot be managed solely for optimum timber productivity. The range, water, fish and wildlife, recreation and other renewable resources of the National Forests must be managed to serve a variety of needs under principles of multiple use and sustained yield as set forth in the Multiple Use-Sustained Yield Act of 1960 (16 U.S.C. 528–531). Any legislation to provide for increasing the timber yield should so recognize.

Potentially there are distinct problems and disadvantages in earmarking receipts for specific purposes. If the Forest Service receives substantial amounts of its overall funding through earmarking for timber programs there could be difficulty financing other National Forest development programs that are just as vital.

However, should the Committee decide to favor legislation at this time we would recommend consideration of the attached substitute draft bill in lieu of S. 1832.

Some of the principal features of this substitute are (1) it would be known as the National Forest Timber Supply Act of 1969; (2) it would give full recognition to the multiple use-sustained yield concept; (3) it would avoid the intolerable imbalance which would result from allocation of funds to the National Forests from which the money was derived due to the fact that much of the development work is needed on National Forests that are now producing low receipts; and (4) it would continue to base the rate of timber cutting on sound conservation practices as they are actually accomplished on the land.

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

Sincerely,

CLIFFORD M. HARDIN,
Secretary, Agriculture.

A BILL To provide for the more efficient development and improved management of national forest commercial forest land, to establish a high timber yield fund, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Forest Timber Supply Act of 1969".

STATEMENT OF FINDINGS

SEC. 2. The Congress hereby finds that in order to meet increasing national demands for lumber and other wood products, including that needed for home construction, it is necessary to increase substantially the timber yield from the commercial forest land of the nation including that in the national forests; that, through intensified development and management such land is capable of producing a substantially increased yield; that the national forests are the source of a substantial part of the present and future supply of timber within the policy of the Congress stated in the Multiple Use-Sustained Yield Act approved June 12, 1960 (74 Stat. 215); that increased annual harvests from national forest commercial forest land may be permitted under sound conservation principles on the basis of short range accomplishments so long as long range goals are assured; and that to accomplish increased annual harvests it is necessary to provide a reliable and adequate source of funds.

DEFINITION

SEC. 3. As used in this Act the term "commercial forest land" means forest land which is producing or is capable of producing crops of industrial wood and not withdrawn from timber utilization by statute or administrative regulation.

HIGH TIMBER YIELD FUND

SEC. 4. There is hereby established in the Treasury of the United States a high timber yield fund, hereinafter referred to as the "fund". Except as hereinafter provided, beginning July 1, 1969, there shall be credited to the fund all receipts from the sale of timber and other forest products from the national forests; *Provided,* however, That the foregoing shall not modify or repeal any provision of law that authorizes and directs that deposits in connection with or receipts from the sale of timber and other forest products from national forests be used for a specific purpose, and such deposits and receipts shall continue to be utilized for the purposes so specified by law and shall not be deposited into the high timber yield fund.

APPROPRIATIONS

SEC. 5. Moneys credited to the fund shall be available for expenditure for the purposes of this Act only when appropriated therefor. Such moneys as may be appropriated shall be available until expended. Any money credited to the fund and not subsequently authorized for expenditure by the Congress within two fiscal years following the fiscal year in which such money was credited to the fund shall be transferred to miscellaneous receipts of the Treasury.

DEVELOPMENT AND MANAGEMENT OF NATIONAL FOREST COMMERCIAL FOREST LAND

SEC. 6. Moneys appropriated from the fund shall be available to the Secretary of Agriculture for more efficient development and improved management of the national forest commercial forest land and thereby, among other things, to increase the timber yield therefrom by——

(1) obtaining regeneration at the earliest practicable date after harvesting and reforesting unsatisfactorily stocked lands;

(2) thinning and other cultural measures, including salvage, to improve the quantity and quality of yield;

(3) fertilization;

(4) development, production, and procurement of seed or stock with superior growth capabilities or characteristics;

(5) timber sale administration and timber management planning; and

(6) such other timber management and production improvement practices as the Secretary of Agriculture deems appropriate.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, August 8, 1969.

Hon. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate

DEAR MR. CHAIRMAN: This will supplement the report we sent to you on June 27, 1967, on S. 1832 which would become the National Timber Supply Act of 1969.

There should have been added to the statement as to the advice of the Bureau of the Budget, that the Bureau recommends that action on legislation such as S. 1832 be deferred until after the President's Task Force has had an opportunity to make its report. The Bureau is also concerned, in a time of necessary budgetary restraint, about the substantial additional outlays which could result from enactment of such legislation and is further concerned about the budgetary inflexibility that would result from adoption of the earmarking proposed in the legislation.

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

[S. 1832, 91st Cong., first sess.]

(Amdmt. No. 51)

AMENDMENTS Intended to be proposed by Mr. BENNETT to S. 1832, a bill to provide for the more efficient development and improved management of national forest commercial timberlands, to establish a high-timber-yield fund, and for other purposes, viz:

On page 3, line 11, strike out "SEC. 6. Moneys" and insert in lieu thereof the following: "SEC. 6. (a) Except as provided in subsection (b) of this section,".

On page 4, between lines 19 and 20, insert the following:

"(b) Whenever the Secretary of Agriculture determines that any amount of the funds allocated to any national forest under subsection (a) of this section is in excess to the needs of such national forest under this Act, he may reallocate such amount for use in another national forest if he determines that the allocations to such other national forest under subsection (a) of this section are inadequate to meet the expense of increasing timber yields in such other national forest."

[S. 1832, 91st Cong., first sess.]

(Amdmt. No. 52)

AMENDMENT Intended to be proposed by Mr. BENNETT to S. 1832, a bill to provide for the more efficient development and improved management of national forest commercial timberlands, to establish a high-timber-yield fund, and for other purposes, viz: At the end of the bill add the following:

ANNUAL REPORT TO CONGRESS

SEC. 8. The Secretary of Agriculture shall submit a report to the Congress not later than January 31 of each year regarding the expenditure of funds under this Act in the preceding fiscal year and a review of the effectiveness of such expenditures. Such report shall also include plans and estimates for expenditures under this Act for the next fiscal year.

(Amdmt. No. 133)

AMENDMENTS Intended to be proposed by Mr. BROOKE to S. 1832, a bill to provide for the more efficient development and improved management of national forest commercial timberlands, to establish a high-timber-yield fund, and for other purposes, viz:

On page 1, line 6, beginning with the word "hereby," strike all through page 2, line 5, and insert the following:

"finds that—

(1) it is necessary to increase funds for effective conservation, planning, and management of national forest commercial timberlands;

"(2) it is necessary to increase substantially the timber yield from national forest commercial timberlands in order to increase the supply of wood products which are needed to meet increasing national demands, including the demand for home construction;

"(3) it is necessary to provide a reliable and adequate source of funds required to increase timber yield rates on such national forest commercial timberlands; and

"(4) a substantially increased yield of timber can be produced from the national forests within the policy of the Congress stated in the Multiple Use-Sustained Yield Act of June 12, 1960 (74 Stat. 215)."

On page 4, strike out lines 9 through 13 and insert in lieu thereof the following:

"(5) planning, preparation, and supervision, including marking, thinning, salvage, understory and overstory removal, and harvest sales;".

On page 4, lines 14, 15, and 17, change "(7)", "(8)", and "(9)" to "(6)", "(7)", and "(8)", respectively.

On page 5, line 10, strike out "which will result from" and insert in lieu thereof "expected to result when there is".

[COMMITTEE PRINT]

SEPTEMBER 11, 1969

[H.R. 12025, 91st Cong., first sess.]

[Omit the part in black brackets and insert the part printed in italic]

A BILL To provide for the more efficient development and improved management of national forest commercial forest land, to establish a high timber yield fund, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Forest [Timber Supply] *Conservation and Management* Act of 1969."

STATEMENT OF FINDINGS

SEC. 2. The Congress hereby finds that in order to meet increasing national demands for lumber and other wood products, including that needed for home construction, it is necessary to increase substantially the timber yield from the commercial forest land of the Nation including that in the national forests; that, through intensified development and management, such land is capable of producing a substantially increased yield; that the national forests are the source of a substantial part of the present and future supply of timber within the policy of the Congress stated in the Multiple Use-Sustained Yield Act approved June 12, 1960 (74 Stat. 215, *16 U.S.C. 528–531*); that increased annual harvests from national forest commercial forest land may be permitted under sound conservation principles on the basis of short-range accomplishments so long as long-range goals are assured; and that to accomplish increased annual harvest it is necessary to provide a reliable and adequate source of funds.

DEFINITION

SEC. 3. As used in this Act the term "commercial forest land" means forest land which is producing or is capable of producing crops of industrial wood and not withdrawn from timber utilization by statute or administrative regulation.

HIGH TIMBER YIELD FUND

SEC. 4. There is hereby established in the Treasury of the United States a high timber yield fund, hereinafter referred to as the "fund". Except as hereinafter provided, beginning July 1, 1969, there shall be credited to the fund all receipts from the sale of timber and other forest products from the national forests: *Provided, however,* That the foregoing shall not modify or repeal any provision of law that authorizes or directs that deposits in connection with or receipts from the sale of timber and other forest products from national forests be used for a specific purpose, and such deposits and receipts shall continue to be utilized for the purposes so specified by law and shall not be deposited into the high timber yield fund.

APPROPRIATIONS

SEC. 5. Moneys credited to the fund shall be available for expenditure for the purposes of this Act only when appropriated therefor. Such moneys as may be appropriated shall be available until expended. Any money credited to the fund and not subsequently authorized for expenditure by the Congress within two fiscal years following the fiscal year in which such money was credited to the fund shall be transferred to miscellaneous receipts of the Treasury.

DEVELOPMENT AND MANAGEMENT OF NATIONAL FOREST COMMERCIAL FOREST LAND

[SEC. 6. Moneys appropriated from the fund shall, unless otherwise allocated for the purposes of this section in the appropriation Act making them available, be allocated in each fiscal year for expenditure in each national forest in substantially the same proportion as the amount of money contributed to the fund from such national forest in the immediately preceding two fiscal years bears to the total amount of money contributed to the fund from all the national forests in such preceeding two fiscal years.]

SEC. 6. Moneys appropriated from the fund shall be allocated in each fiscal year for expenditure as determined by the Secretary of Agriculture or the appropriation Acts making them available. Money allocated to any national forest under this section shall be used *in conformity with the provisions of the Act of June 12, 1960, (74 Stat. 215, 16 U.S.C. 528–531)* only for increasing timber yield in such national forest by——

(1) obtaining regeneration at the earliest practical date after harvesting, *or after deforestation by fire or other catastrophe of better site lands,* and for reforesting unsatisfactorily stocked better site lands;

(2) precommercial thinning to control spacing or stand composition;

(3) semicommercial thinning both to control spacing or stand composition and to produce material with commercial value in excess of the additional costs required for its harvesting [and processing;]

(4) pruning, if justified by a subsequent reduction in age at which the trees become marketable;

(5) preparation, including marking, for thinning, salvage, and understory-removal sales;

[(6) road construction in advance of planned harvest cutting to standards necessary for facilitating thinning, salvage, and understory removal sales;]

[(7)](*6*) fertilization;

[(8)](*7*) development, production, and procurement of seed or stock with superior growth capabilities or characteristics; and

[(9)] (*8*) such other timber production improvement practices as the Secretary of Agriculture deems appropriate.

IMPLEMENTATION

SEC. 7. The Secretary of Agriculture, *subject to the provisions of the Act of June 12, 1960 (74 Stat. 215, 16 U.S.C. 528–531)* shall immediately establish programs to carry out the policy and purposes of this Act and shall specifically——

(1) develop into optimum timber productivity as soon as possible the national forest commercial timberlands; and

(2) revise the allowable annual harvesting rates in national forests to take into account (A) rotation ages estimated to be appropriate for markets and technology at the expected time of harvest, (B) the need for and benefits from use of high level current harvest rate options available within sustained yield limitations, and (C) increased timber yields which will result from application of the measures authorized by section 6 of this Act, *as rapidly as possible after such measures have been undertaken: Provided,* That appropriate reduction in allowable harvesting rates will be made if planned measures are not satisfactorily accomplished.

(3) submit to the Congress within one year from date of enactment (A) a program for the development and management of all national forest resources and (B) a program for the development of all the Nation's commercial forest lands for high sustained timber yield including reference to farm and other small woodlands; and

(4) report annually to the Committee on Agriculture and Forestry of the Senate and the Committee on Agriculture of the House of Representatives on the operation and effectiveness of this Act.

[S. 1832, 91st Cong., first sess.]

(Amdmt. No. 50)

AMENDMENTS Intended to be proposed by Mr. BENNETT to S. 1832, a bill to provide for the more efficient development and improved management of national forest commercial timberlands, to establish a high-timber-yield fund, and for other purposes, viz:

On page 3, beginning with line 1, strike out all down through line 9, and insert in lieu thereof the following:

"AVAILABILITY OF FUNDS

"SEC. 5. Moneys credited to the fund shall be available for expenditure by the Secretary of Agriculture for the purposes of this Act, but the availability of such moneys for such purposes may be suspended in whole or in part by legislation hereafter enacted."

On page 3, strike out lines 11, 12, and 13, and insert in lieu thereof the following:

"SEC. 6. Moneys available from the fund shall be allocated in each".

Senator JORDAN. Mr. Cliff, we will be glad to hear you, sir.

Let me make this announcement. I do not know how many people here want to be heard this morning. This committee is going to have to close at 12 o'clock today because the Senate is going in at 12 o'clock, and we are going to hear as many as we can, but I hope that you will give us your evidence and submit your whole statement. It will all be in the record in its entirety, but if you can scan it and go through it quickly I would appreciate it.

STATEMENT OF EDWARD P. CLIFF, CHIEF, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. CLIFF. Mr. Chairman and members of the committee, we are pleased to be here with you today and to make a statement on S. 1832, the National Timber Supply Act of 1969.

We in the Department of Agriculture are concerned over the problem of the supply of timber and other forest products coming from the national forests. In fact, we are deeply concerned about this and the supply of timber and forest products coming from other public and from private forest ownerships. The Department of Agriculture, through the Forest Service, and in cooperation with other public and private agencies and groups is anxious to do whatever is feasible and

appropriate to assure an adequate supply of timber and other forest products in this Nation.

We can share heavily in this effort through our role in managing the national forests and in our State and private cooperative forestry programs, and through forestry research.

The President has appointed a special Cabinet level task force to study the supply-demand situation of softwood timber and forest products for housing and other essential requirements. The report of this task force will need to be considered in the light of broad administration policies and objectives. There is concern in this period of budgetary restraint about the substantial additional outlays that would result under S. 1832. Also, there is concern that the earmarking proposal would result in budgetary inflexibility.

The task force will make its recommendations to the Cabinet Committee on Economic Policy shortly. We believe that action on legislation such as S. 1832 should be deferred pending the decisions of the Cabinet Committee. However, if your committee decides to go ahead we would recommend consideration of a substitute bill.

As background for discussing possible legislation it is important to understand that both the timber supply-demand situation and outlook in the United States and the need for forestry intensification programs, both on national forests and other commercial forest lands.

My prepared statement discusses these matters in considerable detail. It is a rather lengthy statement, Mr. Chairman, and with your permission I would like to have the whole statement printed in the record, and present a summary of it.

Senator JORDAN. It will be incorporated in the record at this point as you wish.

(The prepared statement of Mr. Cliff is as follows:)

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The Task Force will make its recommendations to the Cabinet Committee on Economic Policy shortly. We believe that action on legislation such as S. 1832 should be deferred pending the decisions of the Cabinet Committee. However, if your Committee decides to go ahead we would recommend consideration of a substitute bill.

Before discussing possible legislation, I would like to set forth the timber demand/supply situation and the outlook in the United States. Then, I would like to discuss the need for forestry intensification programs not only on the National Forests but on other commercial forest lands. Finally, I would like to discuss the bill from the perspective of this background material.

Demand for timber and forest products in domestic and export markets has been growing steadily. We foresee very substantial further increases in the years ahead. At the present time our expanding markets for timber and forest products are being supplied by harvesting young-growth forests from stands located east of the Plains, by liquidation of old-growth stands in the West, and by net importation of about 10 percent of our total wood use.

New housing starts in 1968 were close to 1.5 million units—about the same as the 1960–65 average, but significantly above the 1.2 million units started in 1966 and 1.3 million started in 1967. Most forecasts indicate some decline in 1969. The drop has been concentrated in single-family homes—the Nation's largest market for softwood lumber and plywood.

The decline in residential construction has apparently been caused by buyer resistance to high interest rates and scarcity of money for builders. It is difficult today to foresee how long this situation will last. It seems reasonably clear, however, that in a relatively short time housing starts will show a major rise. This will reflect the pressure from new household formations and the growing need for housing replacements. For example, by the mid-1970s new household formations may reach 1.4 million a year—some 500,000 above the average in the 1960 through 1965 period. Replacement of existing dwelling units is also likely to expand rapidly in an increasingly wealthy economy and with the housing programs that are in prospect in large metropolitan areas. Housing goals which I will mention later have been set to meet these needs.

The projected increases in population, economic activity, and income indicate very rapid growth in construction and industrial outputs—the chief determinants of the demand for industrial raw materials, including timber.

Because of the growing concentration of people in large metropolitan centers where land costs are rising and transportation problems are intensifying, a growing proportion of the housing units are likely to be in multi-family structures. This will tend to hold down the demand for timber products because multi-family units require only about two-fifths as much lumber and plywood as single-family units. There also may be some further growth in the proportion of single-family houses built on slab foundations where girders, sills, and floor joists are eliminated. Nonetheless, an increase in housing starts of the numbers expected, along with some increase in the average size of units, suggests a major rise in the demand for construction lumber and plywood.

Other markets for wood products are also expanding. The projected increases in households and income are likely to cause a large expansion in the markets for pulp and paper products and for lumber in furniture manufacture. Projected growth in industrial production is expected to cause an expansion in the markets for lumber needed in shipping, especially in pallets.

Population growth from 1920 to 1965 and recent projections of possible population growth by the Bureau of the Census are shown in figure 1. On the basis of current trends in birth rates, it appears that population in the year 2000 will be somewhere in the lower range of the series of projections shown in figure 1. This means a population of around 300 million—a 50 percent increase over our present population.

Figure 2 shows the historical growth in the gross national product and a series of projections based on different assumptions about rates of growth. At even the lowest rates there will be very large increases in the output of goods and services in the decades ahead. Disposable personal income, an important determinant of the demand for many timber products, will follow the same general trend as the gross national product.

FIGURE 1

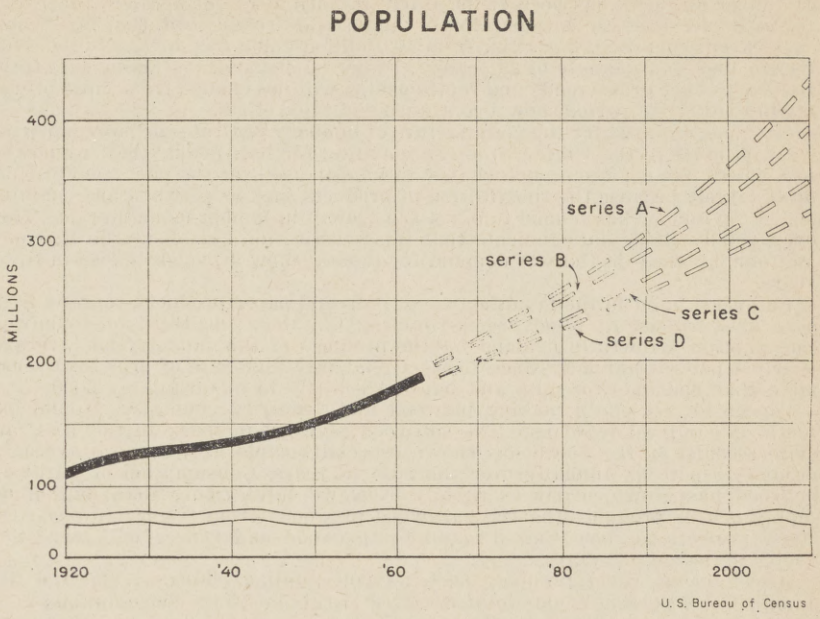
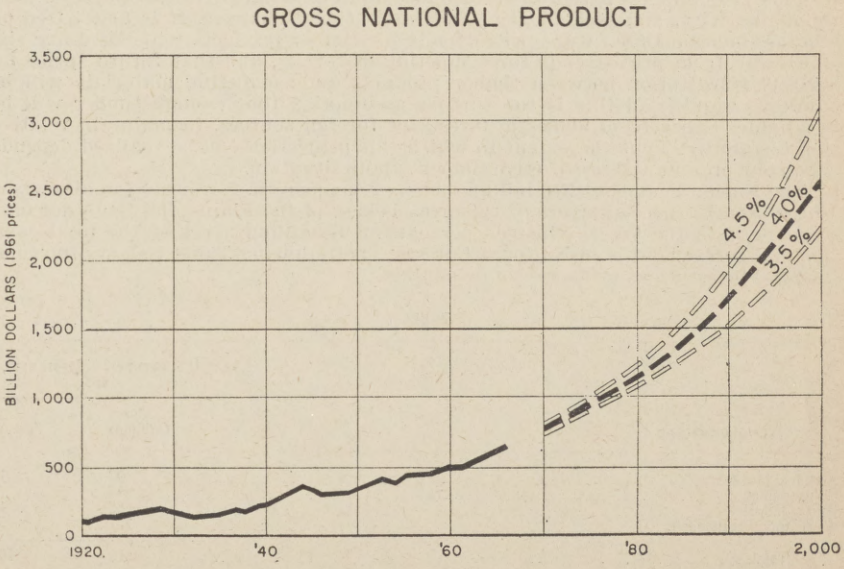


FIGURE 2



With this background, I would like to turn now to recent trends in the consumption of timber products and our latest projections of demands. Consumption of timber products has been rising fairly rapidly in recent decades. Since 1950, for example, domestic consumption of "industrial" roundwood, that is, all products except fuelwood, has risen from 10.0 billion cubic feet to 12.3 billion cubic feet in 1968—an increase of 23 percent. Projected demands, assuming that future timber product price trends and relationships will not change from those prevailing in the 1962–67 period show a continued and rapid climb.

Saw logs required for the manufacture of lumber constitute the most important wood product in the United States, accounting for half of our total roundwood use. There has not been much change in lumber use over the past couple of decades, largely because the substitution of products such as plywood and container board for lumber has tended to offset the growth in lumber-using markets. However, the available data indicate that this substitution has about run its course and our latest projections of demand for lumber show a moderate rise in future years.

Pulpwood, used in the manufacture of pulp and paper products, represents the next most important wood use, accounting for about one-third of roundwood consumption. Growth in demand for the products of this industry has averaged nearly 4 percent annually since 1950—a relatively high rate of growth. We estimate that demands for pulp and paper are likely to quadruple by 2000.

Veneer logs, used in making plywood and veneer, account for around one-tenth of our total wood use. The softwood plywood industry in the West and more recently in the South has shown especially rapid growth rates averaging around 10 percent annually over the past 18 years. Consumption of hardwood plywood has grown nearly as rapidly. Now we obtain more than half of our supply of this product—that is, hardwood plywood—from tropical forests. Our latest projections show that demand for plywood and veneer will more than double in the next 30 years.

Miscellaneous wood products such as poles, piling, shingles, and the like, account for 4 percent of our total wood use. In recent years consumption of this group of products has been relatively stable.

Fuelwood use—currently running around 1 billion cubic feet a year—has been declining and this trend is expected to continue.

For all timber products combined, our latest projection of demand rises from over 13 billion cubic feet—this is for all timber products—at the present time to over 18 billion cubic feet by 1985.

This projection is based on certain assumptions on growth in population, economic activity, and technological and institutional changes. It is also based on the assumption that future price trends for timber products will not differ significantly from price trends for competing materials, and that future "price induced" substitution between timber products and competing materials will be limited. Implicit in this is the further assumption that enough timber will be available, either from domestic forests or foreign sources, to maintain relative price stability. Thus the extent to which this projection can be realized depends upon our present and prospective timber supply situation.

The Nation has about 510 million acres of commercial forest land in all ownerships. Nearly three-quarters of this area is east of the Plains and the other one-quarter is in the West. Nineteen percent, or 97 million acres of the total commercial forest land is in National Forests. The following Table 1 shows the commercial forest areas by classes of ownership.

TABLE 1

Type of ownership	U.S. commercial forest area, 1968	
	Acres (million)	Percent
National forest	97	19
Other public	45	9
Forest industry	65	13
Farm and miscellaneous	303	59
Total	510	100

The commercial forests contain nearly 650 million cubic feet of growing stock—about two-thirds softwoods and one-third hardwoods. The forests of the western States contain three-quarters of our softwood timber, the source of most of the lumber and plywood used on construction. The forests of the States east of the Great Plains contain one-quarter of the softwoods and about 90 percent of the hardwoods. The largest forest area of these eastern States provides a great potential for increasing forest production.

In our latest studies of the timber situation we have estimated that the current net annual growth of softwood growing stock amounts to about 10 billion cubic feet—in contrast to about 8.9 billion cubic feet of removals. The current net annual growth of hardwood growing stock amounts to 7.4 billion cubic feet and removals 4.4 billion cubic feet.

The net annual growth of softwood sawtimber—the timber large enough for the manufacture of lumber and veneer—is 36 billion board feet which is substantially under the removals of 44 billion board feet. On the other hand, the net annual hardwood sawtimber growth of 17.5 billion board feet is significantly above the removals of 13.4 billion board feet.

The following tables show this information in more detail.

TABLE 2

[In billion cubic feet]

Type of ownership	Softwood growing stock		
	Inventory	Removals	Growth
National forest	210.7	2.3	1.9
Other public	48.8	.7	.9
Forest industry	70.5	2.7	2.5
Farm and miscellaneous	107.3	3.2	4.7
Total	437.3	8.9	10.0

TABLE 3

[In billion cubic feet]

Type of ownership	Hardwood growing stock		
	Inventory	Removals	Growth
National forest	17.9	0.1	0.5
Other public	18.7	.2	.6
Forest industry	28.0	.6	.9
Farm and miscellaneous	142.9	3.5	5.4
Total	207.5	4.4	7.4

TABLE 4

[In billion board feet]

Type of ownership	Softwood sawtimber		
	Inventory	Removals	Growth
National forest	1,064.1	13.4	7.0
Other public	232.7	4.2	3.3
Forest industry	325.1	14.4	10.0
Farm and miscellaneous	381.1	12.1	15.9
Total	2,003.0	44.1	36.2

TABLE 5

[In billion board feet]

Type of ownership	Hardwood Sawtimber		
	Inventory	Removals	Growth
National forest	37.4	0.4	1.0
Other public	37.8	.6	1.4
Forest industry	70.3	1.8	2.1
Farm and miscellaneous	341.9	10.6	13.0
Total	487.4	13.4	17.5

A little more than half of the total inventory of softwood sawtimber is located on National Forests, chiefly in the West. These forests supply about 30 percent of the current harvest of softwood sawtimber and about 20 percent of the current sawtimber growth in the Nation.

The removal estimates for both softwoods and hardwoods, while mainly log harvest, include the reduction in inventory associated with clearing land for agriculture, urban expansion, highway development, and recreation use. Not included, however, is the timber held off the market because of the use of commercial forest land for nontimber purposes such as recreation and homesites, that are not wholly compatible with timber production. These nontimber uses, while not reducing the total commercial forest land acreage or inventory, in many cases definitely cause a reduction in the effective production from such lands.

The growth figures, particularly for hardwoods, include a large portion of growth in small trees and low-value species. Removals, of both hardwoods and softwoods, consist mainly of larger diameter trees and preferred species. A steady decline in inventories of high-quality old-growth softwood timber in the West, and a serious shortage of hardwood veneer logs in the East, are examples of these increasingly serious problems of supply of quality timber.

There are also large differences in the timber supply situation among the major forest regions. As an illustration, we find that in the South there is a significant excess of softwood growth over softwood removals at the present time. Growth and removals of hardwood in the South are currently nearly in balance partly because removals have been increased by extensive land clearing.

Some expansion of forest industries based on softwoods thus could be supported in the South. As in other regions, much of the timber available is of a size and quality primarily suitable for the pulp and paper industry. But more could be made available for the lumber and plywood industry. There is a large potential for expanding this opportunity.

On the Pacific coast the current supply of timber is nearly in balance with current removals, and there are few opportunities for expansion of the forest industries in this area. On private lands timber supplies are declining quite rapidly as a result of continued heavy cutting. On Federal lands the present timber harvest is close to the allowable cuts that can be supported under present levels of forest management. In the Rocky Mountains timber harvest for softwood lumber and pulpwood could be increased although by relatively small amounts under present management levels.

The hardwood forests of the North could also support further industrial expansion, although at the present time much of the timber available is primarily suitable for pulp and paper. As in the South, there are also some opportunities for expanding lumber and plywood production.

Projected timber supplies—assuming a continuation of recent trends in management intensification and increased imports—continue to rise over the next couple of decades. However, the projected increases are not large enough to meet demands for very long. Projected softwood sawtimber supplies, for example, fall below projected demands in the early 1970's.

The prospective shortfall in timber supplies points to increasing competition for the available timber and rising stumpage prices for private and public timber. Declines in timber quality and the necessity of utilizing the timber in low-volume stands and remote locations also suggest rising production costs, especially in the lumber and veneer industries which depend on relatively large-sized and high-quality timber for low-cost processing.

Increase in prices of lumber and other timber products also can be expected, which in turn increases the cost of housing, furniture, and other consumer products.

We have been quite concerned about this outlook and have been studying ways of increasing timber supplies, especially of softwood sawtimber. These studies have indicated that we could meet projected demands over the next decade at prices fairly close to those prevailing in the 1962–67 period. This would require substantial increases in investments in such measures as planting, thinning, stand improvement, protection, and access road construction.

In addition to price stability, there are two other national goals which tend to focus attention on the supply of timber and other forest products. The Congress enacted the Housing and Urban Development Act of 1968 (P.L. 90–448), reaffirming the national goal of the 1949 Housing Act of "A decent home and a suitable living environment for every American family." The goals established in this Act provide for 26 million housing units to be built or rehabilitated over the next 10-year period. This will include an average of 2.4 million new housing starts each year. Contrasted to the 1.5 million units of new housing starts in 1968, this is a material increase.

Another national goal is the achievement of a favorable balance of payments in international trade. The United States is the world's leading importer of timber products. In 1968, for example, the value of timber products imported was $2.4 billion. This represented about 7 percent of all imports for consumption. Exports of timber products were valued at $1.4 billion—about 4 percent of all exports.

The volume of imports of timber products in 1968 was about 2.4 billion cubic feet—1.6 times imports in 1950. If demands for timber products increase as we expect, some further rise in imports can be expected from Canada and from the tropical hardwood regions of the world. Canada has a very sizeable timber resource, at least equal in total volume to the standing timber inventory in the United States. The tropical hardwood areas also contain huge volumes of timber suitable for the manufacture of high-quality hardwood lumber, plywood, and veneer.

The United States is also a major and growing exporter of timber products. Exports in 1968 were about 1.2 billion cubic feet—around ten times shipments in 1950. Logs made up about a third of the 1968 exports and woodpulp, paper and board, and lumber most of the remainder.

Parenthetically, softwood log exports from the Pacific Coast to Japan in 1968 reached a peak of 2.1 billion board feet. During the first eight months of 1969, exports to Japan from the Pacific Coast were 6 percent below the corresponding period in 1968.

As the demand for timber products increases in Japan, and in the major markets in Western Europe, exports are expected to show continued growth. This growth will partly offset the expected increase in timber imports. This means that domestic forests must continue to be the primary source of supply.

Opportunities for increasing yields on national forests

Efforts to increase timber harvests on the National Forests must take into consideration that these lands cannot be managed solely for optimum timber productivity. There would be an immediate and basic conflict with the longstanding conservation principles of multiple use and sustained yield.

The Forest Service of the Department of Agriculture has been dedicated for years to these conservation principles. This is in keeping with its traditional objective of serving the greatest good of the greatest number of people in the long run. As stated in the Multiple Use-Sustained Yield Act of 1960 (16 U.S.C. 528–531):

"Multiple use" means: The management of all the various renewable surface resources of the national forests so that they are utilized in the combination that will best meet the needs of the American people; making the most judicious use of the land for some or all of these resources or related services over areas large enough to provide sufficient latitude for periodic adjustments in the use to conform to changing needs and conditions; that some land will be used for less than all of the resources; and harmonious and coordinated management of the various resources each with the other without impairment of the productivity of the land with consideration being given to the relative values of the various resources and not necessarily the combination of uses that will give the greatest dollar return or the greatest unit output.

"Sustained yield of the several products and services" means: The achievement and maintenance in perpetuity of a high-level annual or regular periodic output of the various renewable resources of the national forests without impairment of the productivity of the land.

In managing timber resources the National Forests are organized into units termed "working circles," each with its own sustained-yield "allowable cut" expressed in board feet. The total average annual allowable cut on the National Forests has been doubled since 1950 as shown in this table:

TABLE 6.—ANNUAL ALLOWABLE CUT OF SAWTIMBER [1]

[In billion board feet local log scale]

Fiscal year:	
1950	5.6
1955	7.2
1960	9.2
1965	11.1
1968	11.3
1969	[2] 11.4

[1] The sawtimber allowable cut does not include several million cords of smaller sized timber available for pulpwood or other miscellaneous products.

[2] In terms of lumber tally, this is roughly 14,800,000,000 board feet. There can be as much as 25 percent difference in the actual volume of wood contained in the common units used to measure timber. For example, there is about 20 percent difference between Scribner Rule scale and the International Rule scale.

These increases reflect steady accomplishment over the years in construction of access roads, improved inventory data, changes in utilization standards, more effective protection of forests from fire, insects, and disease, and reforestation and timber stand improvement. Substantial additional increases in timber harvests will be possible with further accomplishments. For example, under an accelerated management program that is well balanced in all respects, we could increase timber harvests on the National Forests over 7 billion board feet in the next decade.

One opportunity which could contribute greatly to increasing the timber supply from the National Forests over 7 billion board feet, as mentioned above, is to accomplish needed reforestation and timber stand improvement work. This backlog consists of 4.8 million acres in need of reforestation and over 13 million acres of young timber stands needing thinning or release. Accomplishment of this backlog of work would cost nearly $900 million at present costs with an expected increase in sawtimber harvests of some 5 billion board feet annually. Further delay in eliminating this backlog means not only higher costs of doing the work, but losses of the potential increase in timber production for the period of delay. It means the possible complete loss for the whole rotation of the opportunity to increase production by thinning and release in some young stands.

Allowable cuts are based on sound silvicultural and resource management principles which assure a perpetual high-level annual or regular output of timber resources. They cannot be calculated just as a percentage of inventory or based on another arbitrary or rigid formula. They also reflect, and must continue to do so, the forward looking conservation requirements of the Multiple Use-Sustained Yield Act of 1960.

Opportunities for increasing yields on other commercial forest lands

The holdings of forest industries in the aggregate account for 13 percent of the commercial forest land. Many of the industrial forests are now under good management and substantial investments are being made in timber growing programs.

There are good opportunities to increase yields on other public forest ownerships which account for 9 percent of the total commercial forest lands.

The forest properties of farm and miscellaneous private owners, which include 59 percent of the Nation's commercial forest land, have a major potential for producing increased supplies of both softwood and hardwood timber. Management of these lands is presently limited and average growth per acre is considerably below attainable levels. Increasing timber production on these lands will also require very sizeable investments of capital on such measures as timber stand improvement and thinning and planting as well as protection and improved harvesting practices.

Forest Service cooperative forestry programs, with State forestry organizations, provide technical assistance in growing and marketing timber on State and privately owned lands and in the harvesting and processing of forest products. In addition, they provide assistance in the protection of these lands from wild fire, insects and disease. These existing programs include cost-sharing incentives, cooperation with wood-using industries, extension of forestry research findings, arrangements to combine small ownerships into productive management units, and other means of stimulating timber production.

All of these cooperative efforts are essential in maintaining and increasing timber supplies from private timberland. However, there is a clear need for imaginative new approaches by both the public and private sector that will capture much more of the potential for timber production on farm and miscellaneous private holdings.

One example of a step in the right direction is the recent Southern Forest Resource Analysis made by the leaders of the forest industry in the South. This report identifies the importance of these lands as the prime source of present and future timber supplies in that region. It also outlines the type of cooperative approach that is needed to meet the challenge of increasing the productivity of private lands—which include more than 90 percent of all commercial forest land in the South. A "Southern Forest Resource Council" has been organized to implement what industry refers to as "the most far-reaching plan for timber resource development in history." The plan is designed to double the annual rate of timber growth in the South by the year 2000. Another promising development in the recent establishment of the "Trees For People" working group chaired by Ken Pomeroy, Chief Forester of the American Forestry Association. This group combines the efforts of public and private foresters and others in directing new attention to the opportunities for improving the performance of non-industrial private lands with regard to timber supply and other forest uses.

Opportunities for increased yields through forestry research

To this point I have been talking mostly about things that can be done with our present technology. Research, while not a basic part of this bill, can make significant contributions toward increasing supplies. By inventing new technology for extending supplies and discovering new ways to reduce the cost of timber production, new timber investment opportunities are created.

We are now developing techniques to apply fertilizers to forest stands. Preliminary investigations suggest that intensive cultivation with the application of fertilizers could increase growth of southern pines by 20–30 percent and that a single fertilization of young growth Douglas-fir will increase growth substantially over a five year period.

In genetic improvement, the results of research are equally promising.

About 14 billion board feet of softwood timber is lost annually to insects, diseases, and fire. With intensification of timber management, these losses can be reduced substantially.

Lightning caused 49 percent of all fire losses to Forest Service timber in 1967. Our research has found that seeding storm clouds with high-output silver iodide generators may greatly reduce the numbers of lightning fires.

Studies already underway indicate many ways to extend timber supplies through the more efficient use of wood in construction and through use of material that is now wasted. Research currently underway is aimed at developing ways to use thinner saws. Improved drying criteria, and information on size tolerances will make possible better use of wood.

Engineering research also is aimed at increasing the timber supply by new logging methods such as balloon and skyline logging. The development of improved harvesting methods, including road design, would make it possible to harvest more timber without adverse effects on recreation, water, and other resource values.

Comprehensive and continuing analyses of timber resources are made to evaluate the changing timber situation, to aid the development of forest industries and to provide guidelines for forestry programs.

I will be glad to make available a more detailed and comprehensive statement on the research opportunities for increasing timber supplies.

Legislative provisions

I would now like to discuss the points we feel are important to call to the attention of the Committee in your consideration of S. 1832 or other proposals to increase timber yields on the National Forests.

In order to incorporate all of the thoughts we had on this subject, we developed and sent to the Committee for your consideration with our report a draft substitute bill.

The bill should be called the National Forest Timber Supply Act of 1969 because this proposal deals with National Forest lands rather than all commercial forest lands.

S. 1832 omits reference to the multiple purposes for which National Forests are managed under the Multiple Use-Sustained Yield Act approved June 12, 1960. We believe it is essential that there be language which directs that activities to intensify timber management on the National Forests be carried on under sound conservation principles and in a manner that is consistent with the basic policy of the Multiple Use-Sustained Yield Act.

If a High Timber Yield Fund should be set it should be without a termination date. The work which should be financed by appropriation from such a fund will be as urgent after 1994 as it is today.

One of our very serious and fundamental objections is to the provision in S. 1832 that "expenditure in each national forest in substantially the same proportion as the amount of money contributed to the fund from such national forest in the immediately preceding two fiscal years bears to the total amount of money contributed to the fund from all the national forests in such preceding two fiscal years."

This constraint would severely hamper efficient use of the High Timber Yield Fund to increase intensified timber management where it is really needed on the National Forests. A great deal of development work is needed in National Forests that are producing low receipts today and will have a low level of receipts for some time. If funds were required to be spent on the National Forests where earned there would be a loss of effective use of some of the money from the fund after a few years when the immediately needed high-priority work has been accomplished on those National Forests which now have a high level of receipts. The following Table shows where the timber management intensification opportunities are on the National Forests.

TABLE 7.—TIMBER MANAGEMENT INTENSIFICATION OPPORTUNITIES BY TIMBER TREND REGIONS

[In millions]

Timber trend region	Reforestation acres	Thinning acres	Release acres	Total thinning and release acres
Rocky Mountain (R-1, 2, 3, 4)	1,169	7,045	1,367	8,412
Pacific (R-5, 6)	1,270	1,362	605	1,967
South (R-8)	1,554	222	1,266	1,488
North (R-9)	796	493	1,044	1,537
Total	4,789	9,122	4,282	13,404

Note: This backlog of opportunities does not contain management work required by current harvest activities.

We would expect as a matter of regular, prudent expenditure of funds to complete work on highly productive sites before commencing work on sites of less productivity. We think this is the philosophy which any legislation should incorporate.

Section 6 of S. 1832 lists a number of practices that could be financed with money appropriated from the High Timber Yield Fund. We agree with the objective of obtaining regeneration both after harvesting and for the reforestation of nonstocked and unsatisfactorily stocked lands. We agree with the purpose of various kinds of thinning and pruning set forth, including administration of thinning sales. We agree that fertilization should be included and that the use of seed or planting stock with superior growth characteristics is properly included. We also believe the provisions should be retained for the Secretary of Agriculture to establish any other kinds of timber production improvement practices. However, we think it would be preferable to omit reference to construction of the limited kind of road S. 1832 would cover. The Department now has adequate authority in our regular road and trail program to do the necessary road work. The problem with roads has been to fit the needs with the opportunities under the budget from year to year. We think it is better to treat roads as a separate matter.

We also think that the activities properly financed from the High Timber Yield Fund should include the cost of inventory and timber management planning, and the cost of sale preparation and sale administration. These activities constitute such an essential part of timber management in the National Forests that to exclude this group of activities from financing under the High Timber Yield Fund could lead to serious imbalances.

There is one other portion of S. 1832 which gives us serious concern and that is the set of provisions in section 7 which tells the Secretary of Agriculture what he must do in administering National Forest commercial forest lands. We think that the Congressional policy statement which should be properly given on this subject to the Secretary of Agriculture is set forth in the wording proposed in section 2 of the substitute bill.

There are some other provisions of S. 1832 which we believe should be changed or expressed in a different way. In order to facilitate consideration, we incorporated these other matters as well as the main points I have just discussed in the draft substitute bill which we forwarded with our report.

A modified version of a companion bill to S. 1832 has been approved by the Forests Subcommittee of the House Agriculture Committee and is now pending before the full committee. This bill (H.R. 12025) substantially incorporates the recommendations embodied in our substitute bill. We believe it desirable that this bill be further amended to include costs of planning and carrying out sales as items to be financed with the High Timber Yield Fund. However, an Administration position on this bill must await the decisions of the Cabinet Committee on Economic Policy.

Mr. CLIFF. Demand for timber and forest products in domestic and export markets has been growing steadily. We foresee very substantial further increases in the years ahead. Projected timber supplies, assuming a continuation of recent trends in management intensification and increased imports continue to rise over the next couple of decades.

However, the projected increases are not large enough to meet demands for very long. Projected softwood sawtimber supplies, for example, fall below projected demands untl early 1970's. The prospective shortfall in timber supply points to increasing competition for the available timber and rising stumpage prices for private and public timber.

Declines in timber quality and the necessity of utilizing the timber in low-volume stands in remote locations also suggests rising production costs, especially in the lumber and veneer industries which depend on relatively large-size and high-quality timber for low-cost processing.

Increasing prices of lumber and other timber products also can be expected, which in turn increases the cost of housing, furniture, and other consumer products.

We have been quite concerned about this outlook and have been studying ways and means of increasing timber supplies, especially of softwood sawtimber. These studies have indicated we could meet projected demands over the next decade at prices fairly close to those prevailing in the 1962–67 period.

This would require substantial increases in investments, in measures such as planting, thinning, stand improvement, protection, and access road construction.

In addition to price stability, there are two other national goals which tend to focus attention on the supply of timber and other forest products. The Congress enacted the Housing and Urban Development Act of 1968, establishing a goal of 26 million housing units to be built or rehabilitated over the next 10-year period.

Another national goal is the achievement of a favorable balance of payments in international trade.

There are substantial opportunities on the national forests to make a contribution to the increase of timber supplies needed to meet future demands. However, efforts to increase timber harvests must take into consideration that these lands cannot be managed solely for optimum timber productivity. There would be an immediate and basic conflict with the longstanding conservation principles of multiple-use and sustained yield.

In managing timber resources, the national forests are organized into units termed working circles, each with its own sustained yield allowable cut expressed in board feet. The total average annual allowable cut on the national forests has been doubled since 1950.

These increases reflect steady accomplishment over the years in construction of access roads, improved inventory data, changes in utilization standards, more effective protection of forests from fire and disease and reforestation and timber stand improvement.

Substantial additional increases in timber harvests will be possible with further accomplishments. For example, under an accelerated management program, that is well balanced in all respects, we could increase timber harvest on the national forests over 7 billion board feet in the next decade.

One opportunity which could contribute greatly to this increase in harvests is to accomplish the backlog of needed reforestation and timber stand improvement work. This work would cost nearly $900 million, at present costs, with an expected increase in sawtimber harvests of some 5 billion board feet annually.

Further delay in eliminating this backlog means not only higher costs of doing the work but losses of potential increases in timber production for the period of delay. It means the possible complete loss for the whole rotation of the opportunity to increase production by thinning and releasing in some young stands.

Allowable cuts are based on sound resource management principle which assure a high perpetual annual or regular output of timber resources. They cannot be calculated just as a percentage of inventory or based on another arbitrary or rigid formula. They also reflect and must continue to do so the forward-looking conservation requirements of the Multiple Use Sustained Yield Act of 1960.

As described in my statement, there is major potential for producing increased timber supplies on the forest properties of farm and miscellaneous private owners which includes 59 percent of the Nation's commercial forest land. Also forestry research can make significant contributions in increasing supplies.

I would like now to discuss the points we feel are important to call to the attention of the committee in your consideration of S. 1832 or other proposals to increase timber yields on the national forests.

In order to incorporate all of the thoughts we had on this subject, we developed and sent to the committee for your consideration, with our report, a draft substitute bill. The bill should be called the National Forest Timber Supply Act of 1969 because this proposal deals with national forest lands rather than all commercial forest lands.

S. 1832 omits reference to the multiple purposes for which national forests are managed under Multiple Use Sustained Yield Act approved in June 1960.

We believe it is essential that there be language which directs that activities to intensify timber management on the national forests be carried on under sound conservation principles and in a manner that is consistent with the basic policy of the Multiple Use Sustained Yield Act.

If a high timber yield fund should be set, it should be without a termination date. The work which should be financed by appropriation from such a fund will be as urgent after 1994 as it is today.

One of our very serious and fundamental objections is the provision in S. 1832 that "expenditures in each national forest in substantially the same proportion as the amount of money contributed to the fund for such national forests in the immediately preceding 2 fiscal years bears to the total amount of money contributed to the fund in all national forests in such preceding fiscal years."

This constraint would severely hamper efficient use of the high timber yield fund, to increase intensified timber management where it is really needed in the national forests.

A great deal of development work is needed in national forests that are producing low receipts today and will have a low level of receipts for some time. If funds were required to be spent on the national forests where earned there would be a loss of effective use from some of the money in the fund after a few years when the immediately high priority work has been accomplished on those national forests which now have high level of receipts.

We would expect as a matter of regular prudent expenditure of funds to complete work on highly productive sites before commencing work on sites of less productivity. We think this is the philosophy which any legislation should incorporate.

Section 6 of S. 1832 lists a number of practices that could be financed with money appropriated from the high timber yield fund. We agree with the objective of obtaining regeneration both after harvesting and for the reforestation of nonstocked and unsatisfactorily stocked stands.

We agree with the purpose of various kinds of thinning and pruning set forth, including administration of thinning sales.

We agree that fertilization should be included, and that the use of seed or planting stock with superior growth characteristics is properly included. We also believe that provisions should be retained for the Secretary of Agriculture to establish any other kind of timber production improvement practices.

However, we think it would be preferable to omit references to construction of the limited kind of road S. 1832 would cover.

The department now has adequate authority in our regular road and trail program to do the necessary road work. The problem with roads has been to fit the needs with the opportunities under the budget from year to year. We think it is better to treat roads as a separate matter.

We also think that the activities properly financed from the high timber yield funds should include the cost of inventory and timber management planning, and the cost of sale preparation and sale administration. These activities constitute such an essential part of timber management in the national forests that to exclude this group of activities in financing under the high timber yield fund could lead to serious imbalance.

There is one other portion of S. 1832 which gives us serious concern and that is the set of provisions in section 7 which tells the Secretary of Agriculture what he must do in administering the national forest commercial forest lands. We think that congressional policy statement which should properly be given on this subject to the Secretary of Agriculture is set forth in the wording proposed in section 2 of the substitute bill.

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However, an administration position on this bill must await the decisions of the Cabinet Committee on Economic Policy.

That concludes my statement, Mr. Chairman. I will be glad to try to answer any questions that you may have.

Senator JORDAN. Mr. Cliff, I think you covered pretty well your objections to the present bill as it is outlined here, and I assure you it will be taken into consideration and we will try to work out a bill.

I have just one question. What proportion of your forests are low yield?

Mr. CLIFF. We have 154 national forests. The bulk of our receipts comes from about 41. I would say that at least half of them could be considered low yield at present. Most of these are in the Northeast and in the Rocky Mountain areas, a few in the South. The eastern forests you must remember were lands which were mainly cutover lands which were purchased and are being rehabilitated. Some of them are now coming into full productivity, but many of them are still in the building process and there is still a lot of work to be done to bring them into full yield.

Senator JORDAN. Is fertilization a practical thing in our forests?

Mr. CLIFF. Fertilization is still largely in an experimental stage. It is being applied in some places on a program basis. We still have quite a bit to learn about the kinds of fertilizers, and the rates of application.

There is some concern about what fertilizing the upstream watersheds would do to the water quality, and we have to know more about that. But our research and industrial research indicates that fertilization can play an important part in increasing growth on the better forest sites.

In some other countries, as in Japan, they fertilize very extensively, and they get response that is quite remarkable from fertilizing their forests, especially their plantations.

Senator JORDAN. They do not have very much land though and they have to get a lot of timber per acre. They have got an entirely different

proposition from ours I think. They have got an entirely different wage scale, too.

Mr. CLIFF. We are testing fertilization on a larger scale each year, and we are still experimenting with it. It shows considerable promise, but as I say, we still have some knowledge to gain.

Senator JORDAN. I imagine that in your surveys you are trying to determine what type of tree grows best in certain areas. For instance, I know a good deal about timberlands, and I know in some places you see scrub oak. It will not get any bigger than that. You do not get a 2 by 4 out of it. And you also see giant pines. They just flourish and grow in the same soil, and that is the kind of thing that we need to do a lot of work on. Weed out the stuff that will not grow and give room to the stuff that will grow.

Mr. CLIFF. That is absolutely correct. That is exactly what we are talking about when we talk about timber stand improvement, and regeneration to better species and to genetically improved trees.

There are a lot of opportunities to increase growth by planting genetically superior trees, and in the South now we are getting to the point where a large proportion of the trees that are planted are produced from genetically improved seeds.

Senator JORDAN. Yes; I knew that.

Mr. CLIFF. Especially in pine.

Senator JORDAN. I know that.

Mr. CLIFF. We are working on it in other areas, too. This, of course, is a long-range program. Some of the things that we can do will bring us short-range results, so that we can increase our timber harvest as a result of things that we can do right now.

Senator JORDAN. There is a very fine forest research lab in the Research Triangle of North Carolina that is doing a good job down there.

Mr. CLIFF. Yes.

Senator JORDAN. They have for about 5, 6, 7 years.

Mr. CLIFF. Yes. Our research program there is a very fine one. I had the pleasure of helping dedicate that lab a few years ago, and if I am not mistaken I think you were there too; were you not?

Senator JORDAN. That is right. I was right there at that dedication that day. I noticed another thing that we, like a good many of the other Western States, have and that is some rather high mountains. Timber yield varies very rapidly as it goes up in height, and with the depth of the soil and the type of timber that will grow there, and yet you see timber scattered all through there that cannot grow but it is in there instead of timber that will grow at those high altitudes.

Mr. CLIFF. You are very correct, Mr. Chairman, there is a great variation in what we call site quality. The good sites, the high quality sites will grow timber much faster than the low quality sites. This varies with the depth of the soil, the amount of moisture, the elevation, the amount of rock, and other factors that have to do with tree growth.

Senator JORDAN. I believe that answers the question I have right now. Thank you very much. I appreciate your being here.

Let me make an announcement that I am glad to be able to make to you. Senator Bellmon of Oklahoma has agreed to carry this hearing on this afternoon and I am grateful to him because all of the

witnesses can be heard. This is Senator Eastland's committee and I am pinch-hitting for Senator Eastland.

Senator Bellmon is going to come over this afternoon.

Mr. CLIFF. Thank you, Mr. Chairman.

Senator JORDAN. Thank you very much.

(Supplementary statement filed by Mr. Cliff is as follows:)

U.S. DEPARTMENT OF AGRICULTURE,
Washington, D.C. October 27, 1969.

Hon. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate

DEAR MR. CHAIRMAN: At the recent hearing of your Subcommittee on Soil Conservation and Forestry on S. 1832, Senator Jordan asked for comments on Amendments No. 50–52 and No. 133, intended to be proposed by Senators Bennett and Brooke to S. 1832. We are pleased to provide this information as a supplement to my prepared statement on the legislation.

Amendment No. 50 would make the moneys from the High Timber Yield Fund available directly to the Secretary of Agriculture for the purposes of the Act, thus bypassing the regular appropriations process. We recognize that this would further assure that funds would be available for intensive timber management. However, we believe that the regular appropriation process is useful in keeping the funding of the various National Forest activities in balance.

Amendment No. 51 would allow the Secretary, whenever he determines that any amount of funds allocated to any National Forest under amended subsection 6(a) of the bill is in excess to the needs of that Forest, to reallocate the amounts to another National Forest for increasing timber yields. We note that this amendment was also recommended by the National Forest Products Association at the recent hearings. This amendment would not eliminate the requirement that funds be allocated to the forests of origin. To a limited degree it would lessen the problems arising from such allocation. However, it would not overcome our basic concern that the "forest of origin" constraint would hamper balanced use of the Fund in National Forests where good investment opportunities exist.

We would have no objection to amendment No. 52 which would require the Secretary of Agriculture to report annually on past and planned expenditures under the Act.

Amendment No. 133 would accomplish the same purposes as would the Committee Print of H.R. 12025 as we have recommended it be further amended. We have no objection to the amendment as far as it goes. It would make it clear that (1) the bill would not impair multiple use principles, (2) the fund could be used for sale preparation and administration, and (3) allowable cuts would be increased when justified by expected results when intensive management practices are applied. However, Amendment No. 133 would not eliminate the requirement of the bill that funds be allocated to the "forest of origin". As indicated above we have basic objections to this provision.

Sincerely,

EDWARD P. CLIFF,
Chief, Forest Service.

Senator JORDAN. Mr. Stewart and Mr. Crowell are our next witnesses—if you will give your names and whom you represent.

STATEMENT OF LORAN L. STEWART, PRESIDENT, NATIONAL FOREST PRODUCTS ASSOCIATION, CULP CREEK, OREG.

Mr. STEWART. I am Loran L. Stewart, president of Bohemia Lumber Co. and also president of the National Forest Products Association. Rather a coincidence here, Mr. Chairman, is that I once worked for the previous witness, Chief Cliff, as a professional forester. Before I went to World War II, he was my forest supervisor.

It is really interesting to hear him testify and to follow him today. It has been a good many years.

I am also chairman of the State Parks and Recreation Advisory Committee in Oregon, and know intimately the needs and demands of the recreationist, so I think I have a rounded background to comment on this legislation.

I am accompanied by Mr. John B. Crowell, chairman of the National Forest Advisory Committee, who will discuss the technical aspects of the legislation designed to enable the Forest Service to apply modern management techniques for the commercial timberlands under its jurisdiction.

Mr. Crowell has worked with both public and industry authorities on timber supply problems for many years.

I would like to brief my remarks and ask Mr. Crowell to comment in detail upon the several bills before the Congress, and ask that my full comments be included in the record.

Senator JORDAN. They will be included at this point.

(The prepared statement of Mr. Stewart is as follows:)

STATEMENT OF L. L. STEWART, PRESIDENT, NATIONAL FOREST PRODUCTS ASSOCIATION

Mr. Chairman, I am Loran L. Stewart. I am a graduate forester, President of Bohemia Lumber Company, Culp Creek, Oregon, and President of National Forest Products Association. I am accompanied by Mr. John R. Crowell, Jr., Chairman of the NFPA Forestry Advisory Committee, who will discuss the technical aspects of the legislation designed to enable the Forest Service to apply modern management techniques to the commercial timberlands under its jurisdiction. Mr. Crowell is an attorney with Georgia-Pacific Corporation, Portland, Oregon, and has worked with both public and industry authorities on timber supply problems for many years.

It is my intention, Mr. Chairman, to brief my own remarks and ask Mr. Crowell to comment in detail upon the basic bills before the Congress with respect to National Forest timber management, proposed amendments to those bills, and the substitute provisions suggested by the Forest Service. I would ask the privilege, however, of having the complete text of my remarks included in the printed record.

National Forests Products Association is a federation of 19 regional, species and speciality wood products associations throughout the United States. The members of these several associations obtain timber, their basic raw material, from their own industrial forests, from other private landowners, and, most significantly, from purchase of Federal timber on National Forests, Bureau of Land Management commercial timberlands, Indian lands, as well as state and other public lands.

Timber supply and housing supply

Genesis of S. 1832 can be directly traced to investigative hearings conducted last March by the Housing Subcommittee of the Senate Banking and Currency Committee to determine primary causes for unprecedented rises in the market price of softwood lumber and plywood. The Senate bill was introduced by the distinguished Chairman of the Committee, Senator John Sparkman of Alabama, who has been known for many years as a champion of the means to provide adequite housing for all the people. The Subcommittee report, aiming at effective housing programs, concluded that:

". . . unless softwood timber production is sharply increased, our Nation will find itself critically short of lumber and plywood in the years ahead.

"To reach the Nation's housing goal of 26 million units in the next 10 years lumber availability would have to be increased by 60 percent. The Subcommittee was convinced that this increase is well within our resources provided the necessary investment is made in intensive forest management on a continuing basis. About one-half of the Nation's inventory of mature sofewood timber, estimated at 2 trillion board feet, is under Government ownership in the National Forests, administered by the Department of Agriculture.

"Considering that the National Forests are contributing only 11 billion board feet annually out of this huge inventory, the problem can be seen to be one of

management and adequate funding to build roads, to plant trees, to thin, to prune, to fertilize, and to apply the latest technological development to the forests. Obviously, this can be done, but whether or not it will be done, depends upon the approval by the Congress of a dependable continuous adequate financing device. The subcommittee concluded that the best sources of such funds are the forests themselves and the receipts from the sale of timber produced by these forests.

"The subcommittee was convinced that, with the necessary financial input, the solution to our long-range problem could be resolved without impairing the use of the forest to meet the conservation and recreation needs of the American people." (Senate Document No. 91–27, page 3.)

Among its several recommendations relating to both the short-term and long-range solution of the supply-demand problem in softwood products, the Subcommittee included the following specific references to the matters before this Committee today:

"The Congress is urged to:

"(a) Approve legislation providing for the application of high-yield forestry techniques to Federal commercial timberlands similar to the bill now before the Committee on Agriculture and Forestry.

"(b) Approve legislation now pending before the Agriculture Committee to fund such a program with income from the sale of timber it produces." (Senate Document No. 91–27, page 5.)

The Forest Service, simply stated, has been denied the opportunity and the means to apply intensive management to the commercial timberlands in its care. Revenues derived from the sale of National Forest timber have largely reverted to the General Fund of the Treasury rather than being applied to timber stand improvement and realization of the growth potential on these Federal lands. The Forest Service, consequently, has been consigned to a custodial role rather than to a dynamic and productice management role. It is the purpose of all the timber management legislative proposals before the Congress to correct this paradox and to enable the people of the United States who own the National Forests to reinvest their earnings in future supplies of urgently needed timber.

The forest products industry endorses such legislation because putting the commercial timberlands on the National Forests to work efficiently will solve many of our own manufacturing and economic problems. But we are just as concerned that the Congress act to make certain that future national requirements for wood fibers will surely be met. We know that they cannot be met unless public forest lands are managed with the same degree of modern intensity as better industrial forest lands are.

The field of housing alone, Mr. Chairman, represents a challenge to the Congress to respond to the realities of America's impending wood fiber needs. While projections for consumption of pulp and paper, wood chemicals and other wood fiber derivatives, generally parallel projections for lumber and plywood, some of their uses could be classified as luxuries. Shelter for the people of the United States is a necessity; it is right now a necessity which is not being fulfilled. Unless steps are taken to guarantee adequate supplies of raw material for the production of forest-based building materials, housing for our people cannot be fulfilled in the foreseeable future.

Secretary Romney of the Department of Housing and Urban Development has testified that in order to meet the goals set in the Housing Act of 1968 lumber consumption for residential construction use would double by 1978 from the approximate 15 billion board feet now used. In order to include other wood-using economic activity we can safely assume that an additional 15 billion board feet would be consumed. In other words, accepting Secretary Romney's projection means that within the next decade lumber consumption will reach 73 billion board feet if our housing goals are met. In 1968, domestic consumption was 43 billion board feet.

Eugene A. Gulledge, former President of the National Association of Home Builders and now FHA Commissioner, told the House Banking and Currency Committee last May that by 1980 lumber consumed for all new housing would reach 26.5 billion board feet. Again, assuming a matching volume for other uses of lumber, this would mean a total of 53 billion board feet, somewhat lower than Secretary Romney's 73 billion board feet.

For both of these forecasts it can be said that consumption for uses other than residential construction might be underestimated. Residential construction uses now account for more than 35 percent of lumber consumption. Other uses,

therefore, consume about twice the volume used in residential construction. Projecting these same proportions through the next decade would yield a consumption of 88 billion board feet using Secretary Romney's figures and 76 billion board feet using Mr. Gulledge's figures—either case being significant, even startling, increase over last year's 43 billion board feet.

It is not my intention to burden this Committee with statistics, Mr. Chairman. These two estimates alone give evidence of the dimensions of the problem which faces the Nation in terms of timber supply to meet projected consumption of wood products. This is especially evident when you realize that other wood building products, especially plywood, account for more than six billion board feet of timber consumption today. This also is expected to increase at a rate at least as great as that anticipated for lumber.

The Congress has spent considerable time and effort studying the problems our industry faces in obtaining the timber needed to meet its commitment to help achieve the national housing goals. There seems to be no question, now, that to meet these goals we must have substantial improvement in the timber yields provided by the national forests.

The Act under discussion today calls for the funding and application of management techniques. It is only fair to ask us why we are so sure that these techniques will bring about the improvement in yields that are needed.

Proof is available from several areas.

First, there is nothing revolutionary about the techniques. They already are being used, in private industry and by public foresters. Where the funding is available, the Forest Service applies the same measures.

Timber-growing companies throughout the industry have projected an increased yield of at least one-third on the basis of this kind of intensive forest management program, and obviously expect it to be profitable.

Chief Cliff of the Forest Service, in a letter to one such company, said he believed, on the basis of what was being done, "that the 33 percent factor of increased growth you are predicting is definitely conservative."

The Chief has told the Congress several times that yields on the National Forests could be increased by two-thirds if intensive management is applied to the better sites under his jurisdiction.

There also are some examples of substantial gains in timber productivity in the public sector.

Among Federal agencies, the Bureau of Land Management has a unique funding program for the "O & C" Lands in western Oregon that allows it to invest a portion of timber sale revenue in forest management. A representative of this agency told the Senate Housing Subcommittee that the investment of $190 million has generated $570 million in income just in western Oregon. BLM, according to other testimony, was able to invest more than twice as much per acre as the Forest Service.

The Department of Defense, which owns substantial timberland on military reservations, in 1961 introduced a program almost idential to the one called for in this bill. This program was devised by Senator Russell, to separate the needs of this timber-growing enterprise from military appropriations.

The government received about a million dollars per year from timber sales on military reservations before 1962, when the program began. Today, just seven years later, it takes in about $3 million a year, even after management costs are paid. But the payoff still is not over. The harvest is expected to increase 7 percent per year for the next 20 years—which means that by 1988 that harvest will be more than three times what is is today.

My final example is from the State of Washington.

A management program was started there in 1959, when the state legislature authorized the investment of a portion of receipts in silviculture. In 1956, before the program began, the allowable cut was 250 million board feet; today it is 774 million board feet. This program is administered by a land commissioner who runs for election statewide. His forest management policies are subject to the direct will of the electorate. The income is used to build schools, so the legislature and the public watch it carefully. These lands are heavily used for recreation and hunting.

Each of these programs makes it clear that trees, like any crop, respond to improved farming techniques, which is exactly what this bill calls for.

They are profitable for private enterprise, profitable for state programs, and profitable for federal agencies. It seems unquestionable that they would also be profitable, for the government and for the American people, applied to the vast

areas of commercial forest land under the jurisdiction of the Forest Service.

We are sure the legislation you are considering will have the predicted effect on the National Forests.

Private forest land

Another question, this one raised by the Forest Service and others in testimony before other committees of Congress, involves the application of these techniques to privately owned forest lands.

Government—state, county and federal—they point out, owns only 28 percent of the country's forest land; the remaining 72 percent is privately owned. This private acreage is sometimes described as "overcut," the proof cited being the relatively small amounts of timber that are expected to be harvested from private land in the future because of past and current management practices. This indictment usually comes from individuals who are opposed to increased productivity on government commercial timberlands. But such critics of modern forest management techniques miss the most important point which is this: 59 percent of the nation's commercial forest land is in the hands of non-industrial so-called 'farm and miscellaneous" owners.

There are more than four million ownerships involved, many of them forest-owners only by classification. Every farmer with a woodlot or with any sort of brush-covered acreage unsuitable for anything else fits this category.

Obviously, many of these forest-owners have different objectives than industrial owners. It is equally obvious that few have the interest or financing to undertake intensive management practices. Part of the reason for this lack of interest is that the first payoff on an initial forestry investment is 20–30 years away.

Even so, these lands are an important source of timber. In the Eastern and Southern States, where most of this land is located, the industry gets 60 percent of its raw material from non-operating owners.

Just as the industry is trying to encourage the federal government to improve its forestry techniques, we are working to inspire better forestry among the owners of this important private timber source.

As you know, the South now is harvesting its second forest. The first forest was there when our ancestors arrived. That forest fell before the plows and axes of the men who built the South. Since then, a new forest has grown that sustains today's industry.

"The South's Third Forest . . . How It Can Meet Future Demands," is the title of a report by the Southern Forest Resource Analysis Committee. It is based on a three-year study financed by Southern Pine Association, Forest Farmers Association, Southern Hardwood Lumber Manufacturers Association and American Plywood Association.

That privately financed study was undertaken to develop a method for helping the owner of a small tract to improve the quality and quantity of this timber growth.

I won't attempt to go into all of the details of the study, but some of its conclusions and recommendations are pertinent to the hearings today.

The report recommends federal assistance in planting and timber stand improvement; it recommends consolidation of small tracts by industry-sponsored associations, so that the advanced techniques listed in the bill before you may be economically applied. It recommends lease arrangements between owners and industry to overcome owner indifference to the deferred nature of income from timberlands.

Under such agreements, small private owners would dedicate their lands to timber growth and management in return for assurances of annual income from industries which would use the eventual harvests.

The report calls for the restocking of 10 million bare or poorly stocked acres; 90 million additional acres would receive some form of stand improvement. It recommends maximum economical investment in protection against fire, insect and disease damage. It urges a general strengthening of state forestry organizations through which most of these efforts would be channeled.

In addition, it recommends an in-depth study of future recreation and urban expansion needs in order to devise approaches that will serve those ends without unnecessary shrinkage of the land base for growing trees.

All of the recommendations in the report are geared to the creation of the third forest in the South, far more bountiful and genetically superior to its predecessors, and serving a broad range of aesthetic, recreational and material needs.

Those recommendations are being implemented now, and we hope to see all of them take effect.

Industry is fulfilling its responsibility.

In our own lands, we have developed new and productive techniques. We have put them into effect, and proved that they work. On the lands of others, we will do all we can to help introduce the same techniques, and provide the incentive for their use.

This is what we are urging for the National Forests. The National Timber Supply Act, or the National Forest Management and Conservation Act as it now stands in the House Agriculture Committee, will make it possible for the nation's largest timber owner to get to the starting gate at the same time as some of the nation's smallest owners.

If every owner of timber is using the most advanced methods, and is in a position to introduce new ones as they are developed, our nation's future timber and wood fiber needs can be assured.

There has been speculation in some quarters, Mr. Chairman, sponsored in part I believe by those among our citizens who are unalterably opposed to harvesting timber for any purpose, that the industry and the Forest Service are on opposite sides of this legislative fence. I don't consider that to be true at all—professional foresters and responsible leaders in and our of the government recognize that wise use is a fundamental of effective conservation of forest resources.

The Secretary of Agriculture just last week in a significant address before the Society of American Foresters highlighted this fact. He said:

"Obviously, all of us must plan together for an expanded resource base to meet the needs of a growing America. There is no such thing as an instant forest."

Enlarging upon this premise, Secretary Hardin cited the recent expression by the dedicated conservationist Dr. Melville Bell Grosvenor, Chairman of the Board of the National Geographic Society, that wise use is a basic element of true conservation. He quoted Dr. Grosvenor as follows:

"The big thing in conservation is wise use of the things we possess. Merely to survive we *must* use our natural resources. . . . The non-destructive use of natural resources—the major part of good conservation—is beautifully defined in a term that originated in forestry: 'sustained yield.' . . . If we practice sustained yield, then we are good conservationists, and humankind can look forward to unlimited existence in an environment that will assure contentment and happiness."

It seems appropriate to interject at this point, Mr. Chairman, that the legislation pending before this Subcommittee is a positive and progressive means towards realization of sustained yield on all National Forest commercial timberlands. Without such legislation it will be impossible for the Forest Service to attain the performance of which it is capable. The forestry profession knows how to obtain results—it only requires the means.

Secretary Hardin stated it clearly:

"As we confront the future we already have much of the technology to meet prospective needs. What is lacking, however, is a national will to apply this technology to all forest lands—Federal, State, and private—based on a general realization that land and resource use patterns are too important to be left to haphazard, uncoordinated development."

These words are, in effect, the charge, Mr. Chairman, which faces all of our citizens if we are to realize our forest bounty and its many benefits. This Subcommittee, its parent Committee, the Senate and the House of Representatives have it within their powers to strengthen the national will to meet tomorrow's timber needs through the application of man's skills and knowledge.

The National Forest Products Association, and its affiliated groups, earnestly solicit the prompt and positive action of this distinguished body on this matter of essential national interest.

That concludes my statement, Mr. Chairman, and I would ask now that the Subcommittee hear from Mr. John Crowell with respect to the considered judgments of the forest products industry with respect to the legislation itself.

Mr. STEWART. Thank you, Mr. Chairman.

National Forest Products Association is a federation of 19 wood products associations throughout the United States, the members of which obtain their basic raw material from their own forests, other private landowners and most significantly from purchase of Federal timber.

S. 1832 resulted from hearings conducted last fall by the Senate Small Business Committee and last March by the Senate Banking

and Currency Committee to determine primary causes for unprecedented rises in the market price of softwood lumber and plywood.

The Senate bill was introduced by the distinguished chairman of the committee, Senator Sparkman of Alabama.

The committee report aiming at an effective housing program concluded that "Unless softwood timber production is sharply increased, our Nation will find itself critically short of lumber and plywood in the years ahead."

The Senate Small Business Committee arrived at the same conclusion. As timber growers, buyers and sellers, we know that the Forest Service has been denied the opportunity and the means to apply intensive management to the commercial timberland in its care. This is tragic, Mr. Chairman, because timber is renewable.

We know how to replant it, cultivate it and harvest it again and again in an endless cycle. Revenue derived from the sale of national forest timber largely revert to the general fund of the Treasury rather than being applied to timber management and realization of the growth potential on these Federal lands.

The Forest Service consequently has been assigned a custodial role rather than a dynamic and productive management role. It is the purpose of all the timber management legislative proposals before Congress to correct this paradox and to enable the people of the United States who own the national forests to reinvest their earnings in future supplies of urgently needed timber.

Shelter for the people of the United States is a necessity; it is right now a necessity which is not being fulfilled. Unless steps are taken to guarantee adequate supplies of raw material for the production of forest based building materials, housing needs for our people cannot be fulfilled in the foreseeable future.

On our own lands, we have developed new and productive techniques. We have put them into effect and proved that they work. On the lands of others, the small owners, we will do all we can to help introduce the same techniques and provide the incentive for their use.

This is what we are urging for the Nation's largest ownership, the national forests. If every owner of timber is using the most advanced methods and is in the position to introduce new ones as they are developed, our Nation's future timber and wood fiber needs can be assured.

There has been speculation that the industry and the Forest Service are on opposite sides of this issue. This is not true. Professional foresters and responsible leaders in and out of government recognize that wise use is a fundamental of effective conservation of forest resources.

The Secretary of Agriculture, in a significant address before the Society of American Foresters last week, said:

> Obviously all of us must plan together for an expanded resource base to meet the needs of a growing America. There is no such thing as an instant forest.

He also cited the recent expressions by Dr. Melville Bell Grosvenor that wise use is a basic element of true conservation:

> The big thing in conservation is wise use of the things we possess. Merely to survive we must use our natural resources * * * The non-destructive use of natural resources—the major part of good conservation—is beautifully defined in a term that originated in forestry: "sustained yield."

* * * if we practice sustained yield, then we are good conservationists, and humankind can look forward to unlimited existence in an environment that will assure contentment and happiness.

The legislation pending before this subcommittee is a positive and progressive means towards realization of sustained yield on all national forest commercial timberlands. Without such legislation it will be impossible for the Forest Service to attain the performance of which it is capable. The forestry profession knows how to obtain results—it only requires the means.

The National Forest Products Association, and its affiliated groups, earnestly solicit the prompt and positive action of this distinguished body on this matter of essential national interest.

That concludes my statement, Mr. Chairman, and I ask Mr. John Crowell to discuss the considered judgments of the industry with respect to the legislation itself.

Senator JORDAN. Thank you, sir. We shall be glad to hear from Mr. Crowell at this time. Glad to have you with us.

STATEMENT OF JOHN B. CROWELL, JR., CHAIRMAN, FORESTRY ADVISORY COMMITTEE, NATIONAL FOREST PRODUCTS ASSOCIATION, PORTLAND, OREG.

Mr. CROWELL. Thank you, Mr. Chairman.

As Mr. Stewart has indicated I am John B. Crowell, Jr., and I am attorney with Georgia-Pacific Corp. at the company's home office in Portland, Oreg. I am here today with Mr. Stewart as spokesman for National Forest Products Association which I serve as chairman of its Forestry Advisory Committee. That committee is responsible for reviewing administrative and legislative proposals from a technical forestry standpoint. It further has the responsibility for evaluating the effect of such proposals on our Nation's timber production and on the part of the Nation's economy which is forest based. We have carefully reviewed the development of the Timber Supply Act.

S. 1832 was introduced by Senator Sparkman and 14 other Senators following extensive inquiries of the Senate Committee on Banking and Currency in March 1969 concerning price and availability of lumber and plywood. Identical bills were subsequently introduced in the House of Representatives with a total of 63 sponsors.

On May 21, 22, and 23, 1969, the Forests Subcommittee of the House Agriculture Committee held hearings on the Timber Supply Act. In June Congressman McMillan, chairman of that subcommittee, with broad cosponsorship, offered a new bill, H.R. 12025, incorporating a number of suggestions which had been made at the hearings.

Subsequently, the House subcommittee met in executive session in August and again in September to consider H.R. 12025. On September 11, it reported an amended version of the bill to the House Committee on Agriculture. We are concerned with some of the provisions of the bill as reported to the full committee.

My comments will relate to S. 1832 as introduced, to the amendments subsequently suggested by Senators Bennett and Brooke, and to H.R. 12025 as reported to the House Committee on Agriculture.

I will, with the committee's indulgence, deal primarily with H.R. 12025, on the assumption that this committee will want to build

further on the work product of the knowledgeable House subcommittee and the information gained at the House subcommittee's extensive hearings.

Title

S. 1832 and the identical House bills provided that the act be cited as the "National Timber Supply Act of 1969." The amended H.R. 12025 changed the title to the "National Forest Conservation and Management Act of 1969." The bill is directed toward increasing timber yields on the commercial forest lands lying inside the national forests.

Thus, although it is a point of minor importance, we do think it would be appropriate to recognize this primary concern with timber by calling the act the "National Forest Timber Conservation and Management Act of 1969."

Sections 1 through 5

The language in sections 1 through 5 of H.R. 12025, insofar as it differs from the language of S. 1832 and the identical House bills, was suggested by the Forest Service in its testimony before the House Forests Subcommittee. The forest products industry agrees that the changes to the original sections 1 through 5 as reflected in H.R. 12025 are desirable; we suggest that they also be adopted by this subcommittee.

Section 2—Statement of findings

The statement of findings as it appears in H.R. 12025 is more specific than the original statement of findings. The statement now makes reference to the need to increase substantially timber yields from the Nation's commercial forest lands including those in the national forests. The findings include a statement that through intensified development and management commercial forest lands are capable of producing substantially increased yields; the national forests are recognized as part of the Nation's present future source of timber supply.

In connection with this finding reference here and elsewhere in the bill to the Multiple Use-Sustained Yield Act of 1960, reaffirms that already existing policy pronouncements will be conformed to in accomplishing increased yields from national forest lands. The findings close with a recognition of the fact that increased yields are dependent upon establishing a reliable and adequate source of funds.

The forest products industry approves and supports the amendments to the statement of findings effected by H.R. 1205.

Senator Brooke's proposed amendments to S. 1832 would similarly expand the language in the findings section without affecting the basic purposes of the bill.

Section 3—Definition of "commercial forest land"

H.R. 12025 furnishes a somewhat more specific definition for the term "commercial forest land" than appeared in the original bills. Both H.R. 12025 and the original bills have excluded from the definition of "commercial timber lands" those forest lands which have been withdrawn from timber utilization. We do not construe the bill as in any

way prohibiting further withdrawals of lands from timber utilization consistent with statutory authority.

We agree this is a desirable addition.

Section 4—High Timber Yield Fund

Section 4 of S. 1832 and H.R. 12025 creates a High Timber Yield Fund in the Treasury to receive all receipts from national forest timber sales remaining after disbursement of certain funds as provided by existing law. Existing law already provides that 25 percent of the national forest timber sale receipts be paid to the counties in which lie the national forests generating those receipts.

These 25-percent funds are directed to be used by those counties for road and school purposes. Additionally, existing law provides that 10 percent of national forest timber sale receipts are available for national forest roads and trails.

It is the High Timber Yield Fund which supplies the money necessary for implementing the remaining provisions of the bill.

S. 1832 and the original House bills provided that the High Timber Yield Fund would terminate in 1994. The intent of the draftsmen of the original bill evidently was to assure a specific future examination of the policy underlying establishment of the fund.

Actually, such review can take place at any time. Section 5 of the bill, in fact, adequately provides for continuing Congressional oversight of the functions of the High Timber Yield Fund. For this reason we concur with the amendment to section 4 as effected by H.R. 12025.

There was such a termination date provided for in the original bill and it still apears in S. 1832.

Senator JORDAN. Why do you object to that?

Mr. CROWELL. We do not object to it, Your Honor.

Senator JORDAN. You have been before the judge, have you not?

Mr. CROWELL. Yes, sir, I have. I am afraid my legal training is showing.

We do not object to the inclusion of a 25-year termination date in the bill, but we have realized that as a matter of practice and fact, the bill and the effect of the bill is going to be under constant review anyway, because of the provisions in sections 5 and 6 of the bill, which will call for annual appropriations out of the High Timber Yield Fund by the appropriations committees of the Congress, and consequently that annual procedure will be an effective review of the working of the act.

Thus the original provision for a 25-year termination or review really is not altogether necessary.

Senator JORDAN. Sometimes though in that type of thing a just appropriation does not get the hearings that it might get otherwise when the time has run out on the bill. Congress usually likes to have a termination to a bill so that you can reenact it with amendments that have become necessary or are apparently needed during the period of time. Of course, it can be done year by year, but a great many times it is not done unless the bill does terminate at some period of time.

Mr. CROWELL. That is true, Mr. Chairman. I think the Forest Service, in its testimony before the House Committee, pointed out one factor which may have been overlooked in inserting that original 25-year termination date, and that was that the practices called for by the

High Timber Yield Fund and by the rest of the bill would require much longer than 25 years. This is a very longterm project that we are embarking on here under the terms of the bill, and we have to have assurances that the practices will be authorized and that the moneys will be available for considerably than the 25-year period. The review that would be carried on periodically would really be in terms of making sure that the funds were being properly and most efficiently expended.

Senator JORDAN. Of course, there is some merit to that, because it takes longer than 25 years to grow some trees of a marketable timber size, so there is some merit to not putting any limitation on it at all.

Section 5—Appropriations

Mr. CROWELL. The language of section 5 of S. 1832 and H.R. 12025 is identical. Money from the High Timber Yield Fund is to be available for the purposes of the act only when specifically appropriated by Congress. Section 5 provides that money not appropriated within 2 fiscal years after deposit into the fund is to be transferred to miscellaneous receipts of the Treasury.

An amendment proposed by Senator Bennett (amendment 50) would provide:

> Monies credited to the Fund shall be available for expenditures by the Secretary of Agriculture for the purposes of this Act, but the availability of such money for such purposes may be suspended in whole or in part by legislation hereafter enacted.

In that amendment of Senator Bennett's, amendment 50, he has suggested that the Secretary of Agriculture just have complete authority over the funds which would be placed in the high timber yield fund.

We do not recommend adoption of this amendment. In our opinion it is desirable that the performance of the Forest Service under the provisions of this act be reviewed annually by the appropriate committees of Congress. We are concerned that the suggested departure from the normal appropriation process is so significant that it is likely to be unacceptable to those committees and to many Members of Congress as well. We are further concerned such a provision might encounter the risk of a Presidential veto, particularly in the absence of any provision for transfer of unused funds to miscellaneous receipts of the Treasury, which is now a part of the section as it appears both in S. 1832 and H.R. 12025.

For these reasons we prefer the provisions of section 5 as they appear in S. 1832 and H.R. 12025.

Section 6—Allocation of money in the fund

S. 1832 and H.R. 12025, as originally introduced, were identical except for a change in the title of section 6. H.R. 12025 has changed the title of section 6 to "Development and Management of National Forest Commercial Forest Land."

This title is more descriptive of the purposes and procedures stated in section 6. However, H.R. 12025 as originally introduced has been subsequently amended in the version reported by the House subcommittee to the full committee on September 11. This change to section 6 is, we feel, ill-considered and hopefully will not be the form in which the bill is ultimately enacted.

Section 6 deals with allocation of money from the fund to the various national forests once the money is appropriated from the fund. The contending points of views here are whether the Secretary of Agriculture is to have complete discretion over allocation of the funds made available by appropriation or whether the Secretary's allocation is to be made in accordance with standards prescribed by the act. We prefer the latter. At the same time, we recognize that the Secretary must be provided with certain flexibility.

S. 1832 and the original version of H.R. 12025 provided that, unless the appropriation act prescribed otherwise, money appropriated from the fund should be allocated to each national forest in "substantially" the same proportion as each forest's receipts had contributed to the fund in the 2 preceding years. This provision recognized that generally the better investment opportunities for increasing timber yields are on national forests which are currently producing timber crops.

There was provided to the Secretary by the word "substantially" some leeway and some discretion in assigning funds to those national forests where the better investment opportunities might from time to time exist. Similarly upon presentation of a convincing case to the Appropriations Committees such a reallocation could be specifically provided for by an appropriations act.

As this portion of section 6 now appears in H.R. 12025 the Secretary of Agriculture has full discretion to make allocation of appropriated funds unless the appropriation act making those funds available preempts that function in whole or in part.

We think this question is effectively resolved by Senator Bennett's proposed amendment to section 6 (amendment 51).

The forest products industry recommends adoption of this amendment by Senator Bennett, which would provide that the act made moneys appropriated from the high timber yield fund available for preparation of thinning, salvage and understory-removal of sales. The Forest Service in its earlier testimony, before the House committee, suggested that costs of funding such sales were, as an accounting matter, difficult to separate from the current harvest sale program which will be enhanced by operations authorized by sections 6 and 7 of this act.

The forest products industry suggests that only those timber sale preparation costs directly attributable to implementation of the high timber yield program be financed from the fund. Our concern in this regard is that the Forest Service is not getting a reasonable return on the funds spent in timber sale preparation and administration.

Forest Service costs are simply too high. Such costs could be reduced if the Forest Service, where possible, were to contract timber sale preparation to independent consultants. Timber stand improvement work called for by the act could also be more cheaply and efficiently accomplished by contracting such work to private crews.

Contracting of such work would benefit the Nation's small nonindustrial private landowners since it would encourage private firms to develop expertise in timber sale preparation and would generally encourage development of pools of trained forest technicians.

The skills so developed would be available on an economical basis to private landowners who could not otherwise afford to train and maintain such technicians.

Despite industry's preference in this matter we do recognize that the Forest Service will experience administrative "startup" costs which are not otherwise provided for. We recognize too that the volume and value of national forest timber sales will increase over the years as the high timber yield program begins to return dividends.

Thus additional funds will be necessary for administering timber sales. It is possible also that the industry does not fully recognize the difficulties in allocating the costs between the regular harvest sale program and the high timber yield program even at the outset.

We think that an amendment to subsection 5 of section 6, however, is not the most desirable way to handle this matter.

Instead we have proposed an amendment to section 6 which would be part of subsection (c) as provided by Senator Bennett's amendment to section 6, and would authorize use of moneys allocated to each national forest for planning, preparation and administration of regular harvest sales.

Additionally, our amendment assures that the moneys for the activities authorized by subsections (1) through (8) of H.R. 12025 would be expended upon those lands offering the most promise of the biggest return. The specific language of our proposed amendment on these points is incorporated in the appendix to my statement.

H.R. 12025 effects certain minor amendments to the nine purposes origially enumerated as subsections for which money in the high timber yield fund might be used once appropriated. Subsection 6(1) has been subsequently amended by the House subcommittee. We suggest a minor revision to that amendment to enhance its clarity without changing its import. Similarly we have amended subsection 5, adopting language which has been proposed by the Forest Service in earlier testimony, believing that this too provides enhanced clarity. Again, the specific proposals are contained in the appendix.

The practices and programs to be financed by the act include the following eight provisions in S. 1832. We have proposed minor amendments to two of the subsections, subsections (f) (1) and (5) for purposes of clarification. These amendments also appear in the appendix to my statement:

(1) Prompt forest regeneration by seeding or planting harvested areas and areas which are unsatisfactorily stocked or which are deforested by fire or other catastrophe is authorized.

(2) The spacing of trees is an important element in assuring their growth and development. Precommercial thinning, like the weeding of a carrot or radish patch, gives individual trees room to grow and adequately develop. Thus, the act provides for thining of timber stands before the trees thinned have any commercial value.

(3) Semicommercial thinning produces some wood of commercial value. The wood so produced, however, is not of sufficient value to pay all the cost of its harvesting and transportation to market. The act authorizes such precommercial thinning if the value realized from the sale of thinning material and from the deferred value of additional growth added to remaining trees is greater than the expense incurred in the thinning operation.

(4) Pruning is a forestry practice which can be justified occasionally when it results in a reduction in the age at which the pruned trees become marketable.

(5) Thinning, salvage and understory removal sales are cultural practices that are essential if the more than 10 billion board feet of timber lost annually to mortality on the national forests is to be recovered. Independent estimates by the Forest Service and the forest products industry indicate that at least 5 billion feet of this annual mortality can be recovered through prompt salvage of diseased and insect infested trees. Such thinning sales, unlike the precommercial and semicommercial thinnings, have a market value which can pay all the costs of harvest and transportation and can return a cash receipt.

(6) Fertilizing trees is a practice that shows considerable promise for economically increasing wood fiber production. It is currently estimated that one or two applications of fertilizer during the life cycle of a tree are economically feasible. Other compounds show promise of releasing multiple nutrients contained in the soil but chemically unavailable to the tree. Application of fertilizer is a practical means for increasing timber yield.

(7) Development of genetically superior growing stock is an essential element of growing the new forest. What has been accomplished with corn, with wheat and with hogs may also be done with timber if improved strains of forest trees are obtained. The work to date is promising enough so expenditure for this purpose on national forests has good prospect of being returned many times over.

(8) Other methods and practices may be developed or become known in the future which can significantly contribute to enhance production of forest crops. Thus, the last subsection of section 6 authorizes the Secretary of Agriculture to expend funds for other practices holding promise of increased timber production.

S. 1832 and H.R. 12025, as introduced, contained a subsection authorizing road construction to standards needed for thinning and salvage sales in advance of otherwise planned harvest and cutting. The testimony of certain groups indicated a concern that this provision would be used for building roads into as yet undeveloped areas which might in the future be set aside as wilderness areas.

In view of this concern, the lack of intent that this was the purpose of the subsection, and upon our realization that necessary road construction is already authorized by those subsections calling for regeneration, thinning, and salvage, we would support the House Forests Subcommittee deletion of this provision.

Section 7—Implementation

We consider section 7 to be an essential part of the bill prescribing standards of performance by the Forest Service which are necessary to increase timber yields from the national forests.

Section 7 establishes guidelines to the Secretary and to the Forest Service for management of national forest commercial forest lands. These policy guidelines, related to other national needs have been absent heretofore in the basic directives of the Congress concerning national forest timber management.

Subsection 7(1) directs the Secretary to develop national forest commercial forest lands into optimum timber productivity. Use of the word "optimum" rather than "maximum" is intended to recognize economic and silvicultural restrictions.

Subsection 7(2) directs the Secretary to consider at least three significant items in establishing the annual harvesting rates or the allowable cut on the national forests. The first of these items is the time span required for growing the size tree now estimated to be appropriate for the markets and manufacturing technology at the expected time of harvest.

Recent experience and technology developments positively dictate tomorrow's crop tree will not need to be nearly as large in diameter as that achieved by the old growth timber which has constituted a substantial part of our raw material until recent years. Timber will grow to marketable size in a fraction of the time required by former crops. Wood products technology is really only crossing the threshold of sophistication. Thus as industry increasingly relies on smaller sized material more usable wood fiber per acre is being grown.

The second of these items, significant for establishing annual harvesting rates, is the increase in yields available from alternative rates of harvest of much of the overmature, nongrowing, old growth timber remaining on the national forests, thereby recovering mortality otherwise lost to decay and deterioration, and returning the lands to a viable growth condition.

The third significant item in calculating harvest rates is consideration of the increased yields which can reasonably be expected to result from application of the intensified management practices authorized by section 6. Along with this goes the proviso that if the planned measures do not result in anticipated increased volumes that the harvest rates be reduced accordingly.

H.R. 12025 currently contains an additional direction that new harvest or cutting rates should not be put into effect earlier than justified by the measures authorized by section 6 of the act. This accomplishes the objective urged by the Forest Service and incorporated by Senator Brooke in his suggested amendment to subsection 7(2)(C). Application of the management practices authorized by section 6 justify an immediate increase in the annual timber yield from the national forests.

ALL NATIONAL FOREST RESOURCES

Subsection 7(3)(A), added by the House Forests Subcommittee, would direct the Secretary of Agriculture to prepare within 1 year a proposed management plan for all national forest resources. The 1-year time period may be unnecessarily short for development of such a comprehensive program. The most recent national forest management plan was presented to Congress in 1961.

It has never been completely implemented because of lack of financing. We agree that an updated management plan for all national forest resources would be useful, although the provisions of such a plan would encompass considerably more than the subject to which this act is devoted.

We suggest that the time be sufficient to allow the Secretary the necessary time for development of such a plan. Development of this plan should not delay implementation of the practices authorized in section 6 as part of the high timber yield program.

Subsection 7(3)(B), also added by the House Forests Subcommittee, directs the Secretary of Agriculture to submit a program for the

development of all the Nation's commercial forest lands for high sustained timber yield including reference to farm and other small woodlands.

This particular wording presents some problems. First, it would include other Federal forest lands, Indian lands, State lands and all private forest lands. Second, the bulk of industrially owned forest lands already are under good management practices. Third, nonindustrial landowners—some 4 million individuals—have widely varying reasons for owning timberland, which are often unrelated to timber production at all.

The difficulties in motivating private owners of small acreages of forest land to practice forestry are familiar to Federal, State, and industrial foresters. However, an intensive effort currently is underway under sponsorship of private industry, spurred by the recent Southern Forest Resource Analysis which was conducted by the forest products industry in the South.

The South, which has a high proportion of non industrial forest land ownership, will be a test ground for developing Federal, State and industry cooperative programs to encourage better management of this type of land. Whatever program is developed for the South will certainly be instructive for other areas.

Cooperative Federal, State, and private efforts along these lines are already underway. In fact, a meeting of a "Trees for People Task Force" under the aegis of the American Forestry Association is meeting in Washington today to work on this program. This task force includes representatives of three Federal agencies, several State forestry organizations, private forest landowners and the forest products industry. It is likely that the program they develop will be before this committee some time in the near future with a suggestion for private forest management involving Federal, State, and industry responsibilities.

Subsection 7(3)(B) is too encompassing and may be premature. However, if the committee decides to retain this provision, it is essential that the basic cooperative nature of the development of this program be recognized and that some provision be made for the development of the program cooperatively with other interested groups and parties besides just having the Secretary of Agriculture develop the program. We have again some language in the appendix to my statement which would accomplish this objective if the committee wishes to retain this subsection.

Senator JORDAN. Is there any appreciable cooperation between Interior and Agriculture with the national parks as well as the land under jurisdiction of the Secretary of Agriculture?

Mr. CROWELL. There are commercial timberlands, substantial volumes of commercial timberland administered by the Secretary of the Interior, Mr. Chairman. These are the O. & C., Oregon and California revested lands in Oregon and northern California, western Oregon, and in nothern California.

The Secretary of the Interior carries on substantial timber sales programs and timber management activities on those lands, just as the Department of Agriculture does on the national forests.

The procedures, although they are somewhat different, essentially achieve the same objectives.

Senator JORDAN. This bill does not go into national parks?

Mr. CROWELL. No; it does not affect national parks at all, Mr. Chairman.

Senator JORDAN. No timber in the national parks?

Mr. CROWELL. No, the national parks are set aside inviolate from cutting, and they are under the jurisdiction of the Secretary of Interior and administered by the Park Service, and this bill would not affect the national parks in any way.

Senator JORDAN. Yes.

Mr. CROWELL. Nor would it affect the lands under the jurisdiction of the Secretary of Agriculture, which have been set aside for wilderness purposes.

Senator JORDAN. Thank you.

ANNUAL REPORT

Subsection 7(4) of H.R. 12025 would require the Secretary to "report annually to the Committee on Agriculture and Forestry of the Senate and the Committee on Agriculture of the House of Representatives on the operation and effectiveness of the act."

Senator Bennett's suggested amendment (amendment 52) would provide:

> The Secretary of Agriculture shall submit a report to the Congress not later than January 31 of each year regarding the expenditure of funds under this Act in the preceding fiscal year and a review of the effectiveness of such expenditures. Such report shall also include plans and estimates for expenditures under this Act for the next fiscal year.

Either approach is highly desirable. Senator Bennett's is a bit more comprehensive. The House version directs the report specifically to the Agriculture Committees. Perhaps a melding of the provisions would be beneficial.

RECREATION

Although no amendments have been offered that would provide for use of the high timber yield fund for use in recreation, criticism of the bill has been voiced because this was not provided for. Admittedly, in any consideration of the national forests, recreation is a legitimate consideration because of the large amounts of such lands dedicated entirely or partly to that purpose.

S. 1832 and H.R. 12025 take full cognizance of the need to protect the multiple use concept of the lands in the national forests, but are concerned with only a portion of these lands and with only one of the principal purposes to which these lands are dedicated. Other legislation is concerned with recreation.

The Land and Water Conservation Fund Act of 1965 (Public Law 88–578), for instance, sets up a fund, the Forest Service portion of which can be used solely for acquisition of lands. This is for acquisition only—not maintenance and development. To divert timber income to this purpose or to recreation development would be to negate completely the purposes of the National Forest Timber Supply Act.

Rather than introduce recreational concepts into this Act, it might be better to reexamine the strictures on the land and water conservation fund.

SMALL BUSINESS SET ASIDES

Another question raised about the scope of the act, but not touched on in amendment proposals, is the effect of increased timber yields on the availability of sales reserved for bidders who qualify for preferential treatment by the Small Business Administration.

An agreement between the Department of Agriculture and the Small Business Administration in effect since 1959 requires that a fair proportion of sales be reserved for these bidders.

The system apparently has worked well although the small producer, along with the rest of the industry, has suffered from the general shortage of timber documented in the hearings before the Banking and Currency Committees of the Congress.

Since the purpose of this act is to increase the total amount of timber available for sale, the total available to small businesses should increase even if the proportion of sales reserved in set-aside programs does not increase.

Rather than amend the act, it would be preferable to include language in the committee report that would direct the Forest Service to continue its close cooperation with the Small Business Administration in assuring that a fair proportion of suitable sales are reserved for bidding by producers who qualify for preferential treatment under the regulations of the SBA.

SUMMARY

In summary, Mr. Chairman, the forest products industry strongly endorses the concepts in the various bills to increase timber production on the national forest commercial forest lands. We believe that a substantial increase in timber yields is possible without diminishing other resource uses and values.

We are in complete agreement with the provisions of S. 183 as introduced by Senator Sparkman and 14 other Senators. We believe, as I have indicated, that most of the amendments made by the House Forests Subcommittee are improvements.

We also find ourselves generally in harmony with the Forest Service position stated here by Mr. Cliff this morning.

The amendments we suggest here today are intended to be improvements making the bill more effective to help us provide the lumber, plywood and other wood products needed to build a better America.

Thank you, Mr. Chairman.

(The amendments referred to are as follows:)

Sec. 6(a) Except as provided in subsection (b) of this section, moneys appropriated from the fund shall, unless otherwise allocated for the purposes of this section in the appropriations Act making them available, be allocated in each fiscal year for exepnditure in each national forest in substantially the same proportion as the amount of money contributed to the fund from such national forest in the immediately preceding two fiscal years bears to the total amount of money contributed to the fund from all the national forests in such preceding two fiscal years,

(b) Whenever the Secretary of Agriculture determines that any amount of the funds allocated to any national forest under subsection (a) of this section is in excess to the needs of such national forest under this Act, he may reallocate such amount for use in another national forest if he determines that the allocations to such other national forest under subsection (a) of this section are inadequate to meet the expense of increasing timber yields in such other national forest.

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(c) Moneys allocated to any national forest under this section shall be used in conformity with the provisions of the Act of June 12, 1960 (74 Stat. 215, 16 U.S.C. 528–531) only for planning, preparation and administration of harvest sales and for increasing timber yields in each national forest, giving priority to better site lands, by—

(1) obtaining regeneration at the earliest practical date after harvesting and for reforesting lands which are unsatisfactorily stocked or have been deforested by fire or other catastrophe;

(2) precommercial thinning to control spacing or stand composition;

(3) semicommercial thinning both to control spacing or stand composition and to produce material with commercial value in excess of the additional costs required for its harvesting;

(4) pruning, if justified by a subsequent reduction in age at which the trees become marketable;

(5) planning, preparation and administration, including marking, of thinning, salvage, and understory-removal sales;

(6) fertilization;

(7) development, production and procurement of seed or stock with superior growth capabilities or characteristics; and

(8) such other timber production improvement practices as the Secretary of Agriculture deems appropriate.

Sec. 7. The Secretary of Agriculture, subject to the provisions of the Act of June 12, 1960 (74 Stat. 215, 16 U.S.C. 528–531) shall immediately establish programs to carry out the policy and purposes of this Act and shall specifically—

(3) submit to the Congress within one year from date of enactment, or as soon thereafter as practical, (A) a program for the development and management of all national forest resources and (B) a program, developed in cooperation with private forest landowners, the forest products industry, State forestry agencies and private foresters, for encouraging improved forest management practices on the Nation's non-industrial private commercial forest lands.

Senator JORDAN. Thank you very much. I appreciate that fine testimony.

Do you have anything to add?

Mr. STEWART. Nothing more, sir. We appreciate very much your allowing us to testify.

Senator JORDAN. We are glad to have you with us.

Mr. STEWART. Thank you.

Senator JORDAN. Mr. Meyerhoff is our next witness.

Do you have anyone with you, sir?

STATEMENT OF HARVEY M. MEYERHOFF, VICE PRESIDENT, NATIONAL ASSOCIATION OF HOME BUILDERS, BALTIMORE, MD., AND COCHAIRMAN, JOINT HOUSING-FOREST PRODUCTS COMMITTEE

Mr. MEYERHOFF. I have with me Mr. Joseph B. McGrath, counsel for the National Association of Home Builders, Mr. Chairman.

Senator JORDAN. We are glad to have you with us and if you will scan your statement as much as possible we will very much appreciate it.

Mr. MEYERHOFF. I will be happy to do so, Senator.

Senator JORDAN. But I want to say again that your entire statement will be in the record.

Mr. MEYERHOFF. Thank you very much, sir.

Senator JORDAN. All right.

Mr. MEYERHOFF. Mr. Chairman, my name is Harvey M. Meyerhoff and I am a home builder from Baltimore, Md. I appear before you today as a vice president of the National Association of Home

Builders, the trade association representing the home building industry.

Our membership totals 51,000 and is located in 478 affiliated State and local home builder associations in the 50 States and Puerto Rico. We estimate that our members build approximately 75 percent of all homes and apartments constructed in this country by professional builders.

I also appear before you today as cochairman of the Joint Housing-Forest Products Committee, a committee made up of representatives of the home building industry and the forest products industry and created for the purpose of attempting to solve the very grave problems facing both industries with respect to the supply and cost of lumber.

The home building industry has a vital interest in S. 1832. We appreciate very much the opportunity to appear before this subcommittee to present our views in support of the proposed legislation.

There is a very real and urgent need to improve substantially the timber management policies and practices of the Forest Service in relation to the national forest commercial timber lands. Passage of S. 1832 would help to accomplish this. Action on this bill should not be further deferred. Time is not on our side.

ON TIMBER SUPPLY AND HOME BUILDING

The home building industry, which we represent, is primarily concerned with the availability of sufficient timber to provide enough construction lumber and wood products at reasonable prices to meet the housing demands of this Nation. The astounding escalation in lumber and wood product prices which took place in late 1968 and early 1969 demonstrates to us that the housing industry is faced with a volatile and uncertain timber supply situation.

Residential building will use almost 33 percent of the softwood lumber consumed in the United States during 1969. Other new construction plus repair and remodeling work will use an additional 33 percent. Thus, construction and reconstruction will consume over 71 percent of softwood lumber this year (see table 1 in appendix).

As the largest segment of consumers, therefore, homebuilders are quite rightly concerned with both price and supply now and in the future.

Timber supply is crucial to homebulding because lumber and wood products form the basic and major construction material for all single-family housing and for many types of apartments. Lumber is as vital to homebuilding as steel is to the automobile industry. No other product or material, or even group of materials, constitutes so large a percentage of the basic cost of building a house.

Normally 20 percent of the direct construction cost of the structure of a house is composed of lumber and various wood products derived from softwood lumber. Substitute materials simply do not provide a realistic alternative for lumber although their use in the future can be expected to increase as the price of lumber goes up or its availability is lessened.

The truth is we must have an adequate supply of lumber if we are to do the job of housing America. It is the best and normally the least

expensive natural building material we have available, and it is the traditional building material of America. Craftsmen are accustomed to it, codes encompass it, and popular taste demands it.

There is, of course, and there will continue to be a substantial effort on the part of builders and manufacturers to produce materials which can and will eventually be available as substitutes for some of the wood products and uses of lumber. This will require retraining skilled craftsmen and a reorientation of work forces.

It may also require code changes. But, as the prices of wood products and lumber go upward, the prices of plastic and metal products not previously competitive are likely to become more acceptable to the builder and to the marketplace.

Quite frankly, the situation during this past year in lumber prices and supply has accelerated greatly the production and use of alternate materials and products. At the same time, however, we are convinced that this is not likely. This is not likely to relieve the pressure on timber supplies when and if we can increase the production of housing by 50 percent or more as called for under the national housing goals approved by Congress in the 1968 Housing Act.

These goals call for an annual average production of 2.6 million new and rehabilitated housing units during each of the past 10 years, and this year we fell far short of that goal.

ON LUMBER PRICES AND HOUSING

From July 1967 through February 1969, basic lumber prices increased at a rapid rate and to record heights, as this subcommittee knows. About the time general congressional hearings on this matter began in March of this year, prices began to go back down. This severe escalation is illustrated by the price changes listed in table 2 in our appendix, as well as another exhibit which I would like to introduce into the record at this point labeled "Current Prices of Saw Timber in the Western Oregon-Western Washington Region Zones 2, 3, and 4."

Senator JORDAN. The tables attached to your statement will be inserted at this point in the record.

(The tables are as follows:)

TABLE 1.—U.S. SOFTWOOD LUMBER CONSUMPTION FORECAST 1969–70, PERCENT OF TOTAL LUMBER CONSUMED

	1968	1969	1970
Residential buildings:			
Conventional	33.4	30.6	29.8
Mobile homes	1.8	2.3	2.8
Total	35.2	32.9	32.6
Other new construction	18.2	19.3	18.7
Repair and remodeling	17.3	18.7	19.0
Material handling	8.7	8.6	8.3
All other	20.6	20.5	21.4
Total	100.0	100.0	100.0

Source: Young's Forecast, October 1969.

TABLE 2.—INCREASE IN LUMBER PRICES, JULY 1967 TO OCTOBER 1969

	Prices net f.o.b. mill				Percentage change from July 1967 to—		
	July 1967	February 1969	May 1969	October 1969	February 1969	May 1969	October 1969
2 by 4 Standard and better:							
Green Douglas-fir	$69	$133	$104	$78	92.7	50.7	13.0
Kiln dried Douglas-fir	81	152	120	97	87.6	48.1	19.8
Kiln dried hemlock	74	143	104	76	93.2	40.5	2.7
Kiln dried white-fir	78	148	97	87	89.7	24.4	11.5
Dry white spruce	93	165	116	99	77.4	24.7	6.4
Green fir and larch	69	140	108	76	102.9	56.5	10.1
2 by 4 Utility:							
Green Douglas-fir	50	105	72	47	110.0	44.0	−6.0
Kiln dried Douglas-fir	58	117	81	54	101.7	37.9	−6.9
Kiln dried hemlock	48	111	76	53	131.3	58.3	10.4
Kiln dried white-fir	54	114	75	75	111.1	38.9	38.9
Studs Utility and better:							
Green Douglas-fir	60	125	90	65	108.3	50.0	8.3
Kiln dried Douglas-fir	67	141	105	74	110.4	56.7	10.4
Kiln dried white-fir	70	138	102	75	97.1	45.7	7.1
Kiln dried lodgepole pine	62	135	86	64	117.7	38.7	3.2
Boards:							
1 by 12 No. 3 Ponderosa pine	72	162	112	75	125.0	55.5	4.2
1 by 12 No. 4 Ponderosa pine	54	138	78	63	155.6	44.4	16.7
Plywood:							
¼ inch AD interior	60	144	70	68	140.0	16.7	13.3
⅜ inch CD interior	54	104	60	54	92.6	11.1	NC
½ inch CD interior	73	130	83	70	78.1	13.7	−4.2
¾ Concrete form	154	420	220	175	72.7	42.9	13.6
Shingles, Shakes:							
No. 1 5X	12.38	27.25	20.75	19.50	120.1	67.6	57.5
¾ to ⅝ H/S and R/S shakes	13.81	29.00	26.00	29.50	26.0	88.3	48.4

Source: Random Lengths.

TABLE 3.—HOUSING STARTS, 1940–80

[Thousands of units]

Year	Single family	Multi-family	Total starts	Year	Single family	Multi-family	Total starts
1940	448	82	530	1961	975	339	1,314
1941	533	86	619	1962	992	471	1,463
1942	252	39	291	1963	1,021	590	1,611
1943	136	47	183	1964	972	558	1,530
1944	115	24	139	1965	964	509	1,473
1945	290	35	325	1966	779	387	1,166
1946	937	78	1,015	1967	844	448	1,292
1947	1,152	113	1,265	1968	899	610	1,509
1948	1,183	161	1,344	1969 [1]	815	607	1,422
1949	1,231	209	1,440	1970 [1]	800	530	1,330
1950	1,692	216	1,908	1971	1,100	900	2,000
1951	1,283	137	1,420	1972	1,130	970	2,100
1952	1,307	139	1,446	1973	1,200	1,050	2,250
1953	1,256	146	1,402	1974	1,300	1,100	2,400
1954	1,398	134	1,532	1975	1,425	1,125	2,550
1955	1,499	128	1,627	1976	1,540	1,210	2,750
1956	1,204	121	1,325	1977	1,600	1,250	2,850
1957	1,012	163	1,175	1978	1,650	1,250	2,900
1958	1,091	223	1,314	1979	1,650	1,250	2,900
1959	1,234	283	1,517	1980	1,650	1,250	2,900
1960	995	257	1,252				

[1] Estimate.

Note: 1940–68 are actual starts, 1969 and 1970 are estimates of housing starts and 1971–80 are estimates of demand for housing.

Source: 1940–70, Bureau of the Census and NAHB; 1971–80, President's Committee on Urban Housing, "A Decent Home" and NAHB estimates.

TABLE 4.—DEMAND FOR TIMBER FOR NEW PRIVATE HOUSING 1962–80

[In millions of board feet]

Year	Board feet/single family unit	Board feet/multi-family unit	Single family starts	Multi-family starts	Total board feet (single family)	Total board feet (multi-family)	Total board feet
1962	11,190	4,500	991,600	471,400	11,096	2,121	13,217
1968	12,900	4,400	899,200	608,200	11,600	2,676	14,276
1969 [1]	13,000	4,350	765,000	540,000	9,945	2,349	12,294
1970	13,200	4,280	725,000	540,000	9,570	2,311	11,881
1980	13,500	4,050	1,550,000	850,000	20,925	3,443	24,368

[1] 1969 data are NAHB Economics Department estimates.

Source: Number of board feet of straight lumber per unit developed by the Forest Economics and Marketing Research Division of the Forest Service, Department of Agriculture. Starts for 1962 and 1968 are from the Bureau of the Census, C–20 housing starts report. Starts for 1969, 1970, and 1980 are NAHB Economics Department estimates.

DEMAND FOR TIMBER FOR NEW PUBLIC ASSISTED HOUSING, 1962–80

[Total board feet in millions]

Year	Board feet per single family unit	Board feet per multi-family unit	Single family starts	Multi-family starts	Total board feet per (single family)	Total board feet per (multi-family)	Total board feet
1962	9,000	3,800	2,000	27,000	18	103	121
1968	8,800	3,800	10,000	30,100	88	114	202
1969	8,600	3,600	50,000	100,000	430	360	709
1970	8,400	3,500	75,000	125,000	630	438	1,068
1980	8,000	3,300	100,000	400,000	800	1,320	2,120

Note: This table does not include rehabilitation which should climb from 100,000 units in 1969 to 600,000 in 1979.

Source: Starts for 1962 and 1968 are taken from the Bureau of Census C–20 Housing Starts Report. Board feet per unit are NAHB Economics Department estimates. Starts for 1969, 1970, and 1980 are NAHB Economics Department estimates.

DEMAND FOR TIMBER FOR ALL NEW HOUSING (PRIVATE AND PUBLIC ASSISTED, EXCLUDING REHABILITATION), 1962–80

[In millions of board feet]

Year	Private	Public	Total
1962	13,217	121	13,338
1968	14,276	202	14,478
1969	12,294	790	13,084
1970	11,881	1,068	12,949
1980	24,368	2,120	26,488

Source: Above tables.

CURRENT PRICES OF SAWTIMBER IN THE WESTERN OREGON—WESTERN WASHINGTON REGION, ZONES 2, 3, AND 4

Douglas.fir	Volume millions board feet	Advertised price per 1,000 board feet	Bid price
1968:			
2d quarter	833.2	$30.21	$47.54
3d quarter	200.5	37.74	62.47
4th quarter	550.6	40.87	93.40
1969:			
1st quarter	153.3	59.23	121.84
2d quarter	812.2	69.66	93.36
3d quarter estimate	500.0	58.00	61.00
ALL SPECIES OF SAWTIMBER			
1968:			
January	158.9	20.01	32.72
February	168.5	21.45	42.71
March	369.5	23.99	41.95
April	186.1	21.89	35.74
May	429.5	23.81	40.77
June	880.6	26.95	40.48
July	49.2	28.10	34.12
August	93.4	35.43	46.14
September	207.9	30.87	54.09
October	162.8	28.70	52.14
November	120.6	33.13	57.14
December	624.9	35.01	80.66
1969:			
January–February	133.3	35.57	84.06
March	169.5	56.59	103.71
April	282.2	50.90	86.63
May	166.6	52.34	64.46
June	1,040.2	56.17	68.67
July	.8	59.79	60.21
August	46.1	52.21	55.81
September	227.3	43.43	52.03

Source: Forest Service, NAHB estimate.

Mr. MEYERHOFF. Thank you, sir.

Although there have been decreases in lumber and plywood prices since early summer, we are quite certain that lumber prices, and those for plywood also, could easily and quickly rise again to new heights in the future should housing production start upward. It is clear to us that at least part of the reason for these lower lumber and plywood prices is the present slowdown in housing, particularly the drop in single family housing.

In considering this bill, therefore, it is important for the Congress to understand its importance and relationship to future housing production in the United States. There is today a housing shortage in America which is unparalleled since the years just following World War II.

Vacancy rates are at absolute minimum levels. Housing production at best this year may reach 1.45 million new units, a level far below all data we have ever seen on national housing needs or production goals.

A table of housing starts and estimated future housing demands is included in our appendix (table 3). In addition, we have included (table 4) our estimates of the demand for timber in the future which equates with prospective housing demands.

Under any set of circumstances which we can now foresee, it will be necessary to make available for the production of lumber and wood products very substantial amounts of timber over and above the levels of timber supply which have been possible in the past under present management policies of the Forest Service.

We are convinced that the prices of lumber and wood products will stay within reasonable boundaries in relation to housing production only if there is an adequate supply of timber. Enactment of S. 1832 will help to accomplish this, as we stated earlier. By providing a continuity in the supply of adequate funding for proper cultivation and management of the commercial timber lands in national forests, this bill should enable the Forest Service to achieve the standards of cultivation and management which have been reached by private owners of commercial timber lands.

ON PROMPT CUTTING OF TIMBER

There are undoubtedly changes in the bill which this subcommittee will adopt to improve its provisions and to define more clearly its purpose. In this connection the homebuilding industry has a very specific recommendation which we urge the subcommittee to consider when amending the bill.

We believe that making more timber available for sale through improved cultivation and management techniques will not necessarily bring this timber into the production and marketing stream from which it becomes available for housing. Only a prompt cutting of the timber will do this.

Accordingly, we propose that S. 1832 be amended to provide that there shall be a prompt cutting of all timber which is purchased through the bidding and sale procedures of the Forest Service. We recommend that this requirement provide that cutting should begin within 12 months from the date of sale and that this cutting should be a continuous process, not a token one.

Furthermore, we recommend that there should be no extensions of time granted by the Forest Service for the commencement of the cutting of timber.

(The proposed amendment is as follows:)

On page 4, at line 19, following the word "appropriate", strike the period and insert in lieu thereof a comma and the following language: "including a requirement that there shall be a prompt cutting of timber purchased from national forests and that all bidding and sales for such timber shall be conditioned on the start of cutting within a twelve (12) month period from the date of sale, with no extension of time, and that there shall be a coninuous cutting of such timber from the beginning of cutting until the purchase contract is completed."

Senator JORDAN. May I ask you a question at this point?

Mr. MEYERHOFF. Yes, sir.

Senator JORDAN. Most of the timber that is run out of our national forests is under contract. The dealer goes in and contracts for a certain acreage and a certain stumpage of a certain size and he removes it and has a certain time limit to take it out. Is that the way it is handled?

Mr. MEYERHOFF. As I understand the process, sir, and Mr. McGrath, who has done more research into it than I can perhaps assist in my answer, there are time limits on these contracts. However, extensions can and have been granted for the purposes that are outlined by the person who has purchased the timber, who has made an agreement to harvest the timber under the sale. These extensions of time have been granted for market conditions, for weather, and for other circum-

stances which may or may not be in the best interests of getting timber out of the forest.

Extensions are also granted for reasons having to do with roads, I am told, the availability of roads, and for many, many other reasons.

Senator JORDAN. Do you think that maybe a man who buys a great block of this timber and he just cut it as he had a good market for it and he would wait for an escalation of the price of the timber before he cut it down?

Mr. MEYERHOFF. Would you repeat that question, sir?

Senator JORDAN. A man bought a big block of timber from the forest lands.

Mr. MEYERHOFF. Yes, sir?

Senator JORDAN. And he did not have any limitation on time to take it out. The timber market kept going up, I mean the lumber market kept going up. Do you think he might not cut his timber as rapidly as he should in order to get the increase?

Mr. MEYERHOFF. I have the distinct impression, from a number of meetings that I have had with the forest industry people, that their bids are put in simply because bids are required to be put in. They say that without putting bids in, they cannot protect their position within the industry. Therefore, as I see it, the inclination on their part is to bid on much more timber than can possibly be utilized in the immediate future. I think it is this area that we are concerned with, more than trying to force anyone into an arbitrary situation of having to harvest timber.

I do not think there is any particular evidence that there is a rife speculation in the stumpage market. However, it would appear to us that anyone who must bid on timber should be required to bid on it with the expectancy of prompt and immediate cutting. It should not be done on the basis of, "Oh, well, we will cut it when we get to it, or when someone makes it available to us."

It is this situation that has led to the escalation in stumpage I think. At least this is one of the circumstances which has led to extraordinary escalation in the stumpage prices.

Senator JORDAN. Thank you.

Mr. MEYERHOFF. Our view is that sales of timber should be closely connected in time to the supply of timber to the marketplace. We can see no reason why buyers should be allowed to stockpile timber with little or no cost to themselves through the simple process of obtaining extensions of time on their contracts. An amendment to carry out this recommendation is attached to the statement and we strongly urge its adoption.

In conclusion, we support enactment of this bill because we think the creation of a high timber yield fund is necessary to accomplish the purpose of the bill; that is, "to increase substantially the timber yield from national forest commercial timber lands." In doing this we are fully confident that the sponsors of this bill intend, as we do, that the Forest Service and all others involved will confrom to the best and the soundest of conservation principles.

We commend this subcommittee for this hearing and we appreciate this opportunity to appear. Thank you.

Senator JORDAN. You heard Mr. Crowell, I presume? You heard Mr. Crowell's testimony?

Mr. MEYERHOFF. I could only hear part of it, sir.

Senator JORDAN. Did you hear Mr. Crowell's testimony?

Mr. MCGRATH. Yes; I was sitting here and listening.

Senator JORDAN. Did you have any question about the amendments that he suggested?

Mr. MEYERHOFF. My reaction to the suggested amendments is that I am a builder and, while I could tell you how to use that log, after it is sawed up into the various pieces, I am far from an expert on forestry. I would not presume to have any suggestions about them at this point. However, we do have people in our association who are more expert in this field, and we would like, upon receiving the testimony, to review it.

Senator JORDAN. You can have a copy of it and study it.

Mr. MEYERHOFF. And amend it for the record prior to its final printing.

Senator JORDAN. You can make suggestions.

Mr. MCGRATH. There may be suggestions on some of those amendments which we would like to submit for the record, Senator Jordan.

Senator JORDAN. The record will be left open until next Monday for any insertion in the record.

Mr. MEYERHOFF. That will be fine, sir. We will examine the matter promptly.

Senator JORDAN. Thank you very much.

Mr. MEYERHOFF. Thank you very much, Senator; we appreciate this opportunity to appear.

Senator JORDAN. Mr. Spencer M. Smith, Jr., secretary of the Citizens Committee on Natural Resources, is our next witness.

Good morning, Mr. Smith. We are glad to have you with us. Do you have anyone with you, sir?

STATEMENT OF SPENCER M. SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. SMITH. No, I do not, sir.

Senator JORDAN. You may proceed, sir.

Mr. SMITH. I am Spencer M. Smith, Jr., secretary of the Citizens Committee on Natural Resources. Dr. Edward C. Crafts was to represent us here today but due to the rather short notice he is unable to be present. As this committee is aware, Dr. Crafts served as Assistant Chief of the Forest Service for many years and he is now a member of our committee. We are proud of the number of other professional foresters who serve on our board of directors.

I would like the opportunity to summarize our statement, with the full text being placed in the record.

Senator JORDAN. You may do so. You may proceed.

Mr. SMITH. There are a number of problems that have presented themselves. I might add that a number of us were somewhat surprised when the industry and a number of industry spokesmen indicated a serious timber shortage.

Since 1963 the Forest Service and many conservation nonprofit organizations have been indicating a shortage in softwood, but the industry had been contending just the opposite. Prof. John S. Zivnurka of the University of California stated in early 1963 that the great in-

creases in wood consumption which had been projected by some agencies both public and private appeared wholly inconsistent with our past experience.

He based this observation on the fact that roundwood production in 1910 was 9.3 billion cubic feet and was no higher in 1960. He further pointed to the reduction of lumber production from 46 billion board feet in 1962.

We did not concur with this observation at that time, and the Secretary of Agriculture shared our view. At the present time, as the industry has indicated, significant amounts of softwood are being cut and there is no question in our minds that the shortage, which many of us felt would come to pass, is upon us.

We do feel the shortage can be met and still be within the provisions of the 1960 Multiple Use Sustained Yield Act.

I should point out that this act was supported by many of the far-sighted leaders in the timber industry. The Forest Service, however, in our judgment, has been under tremendous pressures in the recent past to increase the cut on the national forests.

I should like to make a distinction, Mr. Chairman, between sustained yield and sustained yield as defined in the statute.

Allowable cut is within the tolerance of sustained yield. Allowable cut, at one time, was viewed as an upper limit. Now, it appears to us, in the context of the colloquy that has been impinging on this bill, as a floor established for timber cuts on the national forest.

We are not going to beg the question, because we are aware of the fact that there is a time gap until second growth matures. The industry may depend more heavily than in the past on public timber, but the time gap is now. There is some excess sawmill capacity in relationship to growth productivity and no one wants to go out of business.

We do have the problem, that the chairman pointed out with the previous witness, where existing contracts, usually for 3 years, to private companies for timber on national forests are not completed. Also, the present practice has been to extend them upon application. I could not indicate, however, what the average time length of acting upon these contracts has been. I would suspect there would be wide variation in time lengths, however, depending upon the circumstances involved, not the least of which might be the market, as the Senator has suggested.

Senator JORDAN. It could be roads, it could be weather.

Mr. SMITH. It could very well be roads.

Senator JORDAN. It could well be many things.

Mr. SMITH. It certainly could be roads. This is a factor. Also, it could be a particular condition that the Forest Service and company may be watching with some care. It would not be appropriate in our judgment to give the Forest Service an order, as the bill as originally introduced provides, to increase the allowable cut by 10 percent.

A directed increase in the allowable cut would be giving us more serious conservation problems, and more timber supply problems in the future, by directing a malpractice of timber management at present.

We know what needs to be done. The Chief of the Forest Service has gone before the Appropriations Committee on so many occasions that the mind of man runneth not to the contrary for appropriations to increase the yield on the national forest. Many of us have supported these requests for funds. Access roads where appropriate, timber thin-

ning, timber stand improvement, and most important, the manpower to carry out such programs. Present appropriations were considerably below the amounts needed to increase the cut within the multiple use and sustained yield provisions.

Mr. Chairman, this represents our greatest concern regarding most of these measures. Are the conservation measures as established clearly in the 1960 Multiple Use-Sustained Yield Act to be set aside in order to cut more timber on the public lands?

We think that we have the ability and the opportunity, and have had for some time, to meet these problems. If proper management is to be practiced, however, there must be increased appropriation. There is no short cut.

We know also that we can get into all sorts of arguments in terms of homebuilding. We have our constituency too, and they write us and say, "Can you guarantee us that all the timber that is going to be produced from timber in the national forest will be for homes in the $10,000 and below class? Are any of them going into luxury uses? Should we have some sort of an allocation if the emergency that is reported is this great?"

The other questions that we are asked to respond to by our own constituency is "How can you say there is a timber shortage when we ship 7 percent of softwood saw logs and veneer logs to Japan?"

If exports were to be stopped, the State Department could complain about our balance-of-payments problem.

Which is the most serious problem? The analyses should receive serious consideration. In the past, when we have been short of metals and other products, as the Chairman knows, restricted the outflow until the demand-supply situation righted itself.

Maybe the importation of lumber from Canada is another matter that could be considered if the supply is seriously inadequate.

Senator JORDAN. We turned over a tremendous tract of timber in Alaska to Japan as you well know.

Mr. SMITH. Yes, I recall that very vividly.

Senator JORDAN. We are also about to export all the walnut logs we have got, you know, and they bring a better price in Germany or Japan and other places than they do here.

Mr. SMITH. There is woodworking of that type in Japan in that craft. That is correct.

Senator JORDAN. At one time Secretary Hodges, while he was Secretary of Commerce, put a 50 percent restriction on the export of walnut.

Mr. SMITH. Yes, he did.

Senator JORDAN. And I think that is something that should be looked at in all of our exportation.

Mr. SMITH. All we feel, Mr. Chairman, is we do not——

Senator JORDAN. I do not mean to stop it——

Mr. SMITH. I understand.

Senator JORDAN (continuing). But I mean to see that it is regulated to our own use.

Mr. SMITH. We feel the Forest Service has a significant burden, and we do not believe that they are necessarily in conflict with the industry. We do not wish them pushed over the brink in excessive cutting on the national forests. As long as they are able to stay within the statutory limitations of the Multiple Use and Sustained Yield Act, we think that

we can weather this storm without creating a more disastrous situation for ourselves in the future. This is our primary concern.

Senator JORDAN. You well know most of our newsprint, and a great deal of our other paper products, and the fire burner that it comes in for making yarns, principally rayons, come in from Canada and some of the foreign countries.

Mr. SMITH. That is correct.

Senator JORDAN. Which is easily a burden because they have learned to use our knotty pine to make that same thing.

Mr. SMITH. That is correct.

Senator JORDAN. They know how to get the turpentine and the resin and everything out of it.

Mr. SMITH. That is exactly right.

Senator JORDAN. And that is conserving that type of wood for home-building purposes.

Mr. SMITH. There is one other matter, Mr. Chairman, that may be appropriate in the committee's consideration. We had a proposal over a decade ago, which the Senator from Mississippi was very interested in, called the timber bank. This was an effort to try and upgrade our timber lot and small owner conservation practices, in order to stimulate their activity in production of timber. This is an area that is almost beyond the activities of the Forest Service, even when considering their programs of cooperation with the States. If some program providing an incentive to these small operators were achieved, it would augur well for the future timber supply.

This concludes my summary.

Senator JORDAN. Thank you very much.

Mr. SMITH. Thank you.

Senator JORDAN. We appreciate your being here and appreciate your testimony.

Mr. SMITH. Thank you.

(Supplementary statements filed for the record are as follows:)

WASHINGTON, D.C., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Washington, D.C.

DEAR MR. CHAIRMAN: Dr. Spencer M. Smith, Jr., Secretary of the Citizens Committee On Natural Resources gave a verbal summary of our Committee's position before your Subcommittee (Senator Jordan presiding) on S. 1832, the "National Timber Supply Act of 1969." He was given permission at that time to file a statement expanding the position, which was summarized verbally and is enclosed herewith.

The testimony enclosed is in two parts. The first is a statement in opposition to the legislation by Dr. Smith but utilizing the information prepared by both Dr. Smith and Dr. Dewey Anderson, Treasurer of the Citizens Committee On Natural Resources.

Dr. Spencer M. Smith, Jr. has served in the Departments of Economics of the Universities of Iowa, Kansas, Minnesota and Maryland. He recently authored *Performance and Potential of Small Business in Research and Development Industries in Maryland and Metropolitan Washington,* which was made possible by a grant to the University of Maryland by the Small Business Administration. Dr. Smith also served as the Chief Economist for the Food and Restaurant Division of the Office of the Price Stabilization during the Korean conflict. He has written on problems of small business and natural resources and has appeared before Congress in behalf of the Citizens Committee On Natural Resources for over fifteen years.

Dr. Dewey Anderson is well known to many of the leaders in the Congress. As the Executive Director of the Public Affairs Institute, he was in close contact

with the Congress on many public issues. He is a noted expert in resources economics, having books and published writings in these fields. He was long connected directly with the Congress, first as the Executive Secretary of its famed investigation of the concentration of economic power under the co-chairmanship of Senator Joseph O'Mahoney and Congressman Hatton Sumner (the TNEC). Later he served as the war-time Executive Director of the Senate Small Business Committee under the chairmanship of Senator James Murray. That commitee under the leadership of then Senator Tom Stewart conducted extensive hearings and Dr. Anderson wrote its report on housing which bears directly on the topic of this commitee's deliberations.

The second part is the statement presented by Dr. Edward C. Crafts before the House Subcommittee on Forests on May 23, 1969. Dr. Crafts statement is germane to the consideration of your Committee and represents a technical extension of the Commitee's position upon the specific matters relating to the several bills dealing with timber supply.

Though the Committee desires to be understood clearly that none of the measures should be enacted for the reasons indicated, we have enclosed H.R. 12025 with recommended modifications in the event the Committee finds a timber supply measure necessary. While there are many similarities with H.R. 12025 of the House Subcommittee's "Committee Print" of September 11, 1969, there are some important distinctions.

We appreciate both the opportunity to be represented before your Committee and to have placed in the record the enclosures noted.

Sincerely,

IRA N. GABRIELSON,
Chairman, Citizens Committee on Natural Resources.

(The attachments are as follows:)

SUPPLEMENTAL STATEMENT OF DR. SPENCER M. SMITH, JR., SECRETARY, AND DR. DEWEY ANDERSON, TREASURER, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. Chairman and Members of the Committee: Recently the new Secretary for Housing and Urban Development has become alarmed by the contentions of the timber industry that Congressionally authorized building starts cannot be met due to the shortage and high price of lumber. The Secretary has been told by the lumber industry that the lumber shortage can be met only by increasing the soft woods cut by 10% on government lands administered by the Forest Service and the Bureau of Land Management. As a result hearings have been held before the Senate Banking and Currency Committee and the House Subcommittee on Forests. A number of measures have been introduced in both the House and Senate and are being considered.

These contentions by the industry represent such a turnabout in their position relative to the timber supply that one is hard pressed to follow their reasoning. For years the timber resources reports of possible timber shortages by the Forest Service have been greeted by derisive comments or paternalistic and good humored reassurances by the industry that such could not be further from the truth.

Forestry Professor John A. Zivnuska of the University of California stated in early 1963 that ". . . the great increases in wood consumption, which have been projected by some agencies, both public and private, appear wholly inconsistent with our past experience." He based this observation on the fact that roundwood production in 1910 was 9.3 billion cubic feet and which was no higher in 1960. He further pointed to the reduction of lumber production from 46 billion board feet in 1962. ("The Future of Wood in a Competitive Market", *Forest Industries 1963.*) Mr. Zivnuska has generally represented the industry point of view as indicated in the attached news story.

Professor Ernest M. Gould, Jr., Forest Economist at Harvard University, noted in 1962 that ". . . during the past half century, while our population was doubled and the gross national product has quadrupled, the consumption of industrial wood has hardly increased at all." He further indicated that the output of the woods products industry ". . . has dropped from 4% of the gross national product to less than 1%—over twice the relative decline of all extractive industries." Professor Gould left no doubt as to the reason for such a picture. ("Forestry and Recreation," *Harvard Forest Papers—1962*). He concluded, as did Zivnuska, that the demand for these forest products had declined significantly. In short, there was no supply shortage.

The industry had been preaching for years that "growth exceeded drain". In fact, the phrase became so uniform and oft repeated that it became almost an incantation. While it is almost impossible to prove a negative to a certainty, neither of the authors recalls over the past twenty years any significant effort on the part of the industry in behalf of increased appropriations for timber stand improvements, aid to State and local forestry, access roads, and programs with similar purposes. All of these programs would increase the timber supply on federal lands.

It would be impossible not to be aware of why the industry took this position regarding timber supply for so long a period—the industry was concerned that legislation providing for government regulation was a possibility. As a result, they endeavored to counter the Studies of the Forest Service which continually pointed to a timber shortage.

In light of the position of industry which insisted for so many years that no timber shortages existed or would exist it would be folly for the government to follow a program that would diminish significantly the timber base of our National Forests and Public Lands. Why should we beggar the many public users of the Public Lands to expand further the excessive profit margins which Secretary Romney called to the attention of the Senate Banking and Currency Committee. If the lumber shortage is as acute as newspaper advertisements by the timber industry claims, considerable thought should be given to establishing a quota system on exports to Japan in order to protect the National Forests and Public Lands.

Prices of softwoods have escalated. They cost nearly half as much more than they did two years ago (January 1969 vs. mid-1967 40% increase). Plywood prices have doubled in that time. The end is no where in sight. Even if some unwise order from the White House or act of Congress forced a sudden increase in the production of timber from government lands the lead time from the sale of trees in the forest to their emergence as milled lumber for building construction is at least a year. In any event any such emergency action would be self-defeating. The trees which could be reached and cut are in the accessible areas and are now being harvested under sustained yield programming. If emergency funds are appropriated by the Congress to provide access roads and added personnel to get out the diseased trees the down trees and the more remote virgin stands—no impact on the housing market will be evident for one to two years. This is assuming the high competitive state attested to by the industry which may be open to some question.

The General Accounting Office indicates in the Comptroller General's "Report on Analysis of Certain Aspects of Bidding by Both Sealed Bids and Oral Auction Bids" that the government in using the oral method attracted fewer bidders and received lower prices than in the case of sealed bid sales. The larger firms in the industry have opposed the sealed bid sales and have by and large been successful.

Also, the related problem of allowable cut on the land administered by the Bureau of Land Management will lead to serious future timber problems. The O & C Act of 1937 requires the practice of sustained yield management. The windstorms of October 1962 and December 1964, however, resulted in significant losses in growing stock, which was never recalculated in determining the allowable cut.

Actually the volume of salvage and unsalvaged down timber resulting from these storms as well as the stands set aside for scenic, watershed and recreation, should be deducted from the allowable cut. It was estimated by the Oregon State Director (December 27, 1965) that the annual cut should be reduced by 45 million board feet if sustained yield practices were to be met.

In addition, the unsoundness of unregulated management and harvesting practices on private forests and woodlots are now coming conspicuously to light. Forest Chief Edward P. Cliff testified, and this can be corroborated by the most casual observer, that ". . . the softwood resources in private ownership in the West, where most of the softwood lumber and plywood is produced, are being overcut". Also, ". . . log supplies from these lands must decline substantially over the next decades".

Because the forestry practices have experienced such great variations in management with attendant overcutting as one of the effects, it may be that some direct and/or indirect means of improvement upon private land will be required. One important consideration is in the imposition of taxes on the timber industry. At present the industry is taxed under capital gains. There has been under consideration for some time proposals that would require the reinvestment of income

in conservation before the capital gains provision could be applied. Where such action is not undertaken by the company the ordinary corporate tax would apply.

It is not our suggestion that the problems of management of our timber resources are not complex. The industries' claims have added to the complexities. They contend a shortage of timber has led to a shortage of 200,000 homes that would be alleviated if they were permitted by the Federal government to increase their use of federal timber. Would the entire increase go for this purpose? Would just low cost houses be constructed—not houses $75,000 and up? Would luxury use of wood be curtailed? To meet the immediate need for public housing some priorities must be assigned. First, the amount of softwood required to meet the housing needs authorized by the Congress can be taken from the lumber available now and let the other users of softwoods make out with the rest. This would mean fewer luxury and subdivision development homes for this year and next. Unfortunately, the timber industries appear to run with the hare and hold with the hounds. Their plea for more softwoods from the national forests and public lands, based on the needs of poor people for housing, would be more compelling if part of the currently available softwoods were not allocated to luxury construction and exports. They know, too, that they cannot get a large volume increase in saw logs from private forests, which are presently being overcut to reach the rich high-price market and bigger profits.

What would happen if the government should yield to an increase of the present maximum allowable cut? Some housing for the poor would result, but so would luxury high-profit housing to the extent of current demand. A less immediate but an important next step in increasing our domestic supply would severely restrict the export of softwood logs, lumber, plywood and pulp wood. Currently, such exports are about 7% of the total domestic production of softwood saw logs and veneer logs, or 4% of the total timber production. About two-thirds of this total is exported by private and other nonfederal land sources. Unfortunately, the President "decided to release some timber from Federal lands", as reported in the Washington Post on March 25, 1969. In an official release of March 24, 1969, Secretary Hardin announced, "the Department of Agriculture will request funds for the sale of 910 million board feet of additional timber from the National Forests in the next 15 months."

The Secretary called the increase in timber "a minor, but important short range step to help meet the current price-supply problem". He further "emphasized that the new sales do not mean an increase in the allowable cut". So, all concerned are supposed to be happy. The Forest Service does not have to act contrary to law nor to the cherished standards of sustained-yield, multiple-use policies it has followed since Gifford Pinchot's days. The industries may be quieted by the prospect, even by the assurance, that there will be a greater volume of saw logs made available than they expected.

The problem appears to stem from the fact that the additional timber is to come from "thinnings and salvage timber". This requires a significant increase in appropriations for access roads, personnel, and equipment. The current budget does not contain any such additions, and no request for such additions has been made to the Congress from the White House or the Department of Agriculture.

What happens if the Forest Service does not receive a sufficient increase in appropriations to increase the sale of 910 million board feet of additional timber? Does the 910 million additional board feet stand as a commitment irrespective of the appropriations granted the Forest Service? If the latter is the case, then it is difficult for us to see how the Forest Service can comply with the provisions of the Multiple-use and Sustained-yield Act of 1960.

Pursuant to its provisions, the Department of Agriculture and the Forest Service developed a series of administrative rules and directives affecting forest management throughout the nation. It would take an act of Congress to require the Secretary of Agriculture to change these policies and practices that had their beginnings with the first emergence of scientific forest management in the days of the Teddy Roosevelt Administration. They are reflective of the contributions of the revered first Chief Forester, Gifford Pinchot. To alter this fundamental program now would undermine the gains of over half a century.

Our forests are held in public ownership and for public use and not for the single or paramount purpose of yielding saw logs for sale to commercial lumber companies. As valuable as is the production of saw logs, perhaps equally important is the watershed protection afforded by the forests in preventing erosion and floods and providing water for domestic and industrial uses, often in places far distant from the forests in which such water originates. Tree growth and management are inextricably intertwined with this second purpose.

Recreation stands high on the list of purposes for which we maintain our national forests and public domain lands. Sustained-yield forest management and the recreational needs and values of a vast city population are also so meshed that one without the other is unthinkable. Concomitant to this concern is the importance of fish and wildlife habitat. Vacationists, hunters, fishermen and hikers are not to be dismissed lightly in considering undermining the multiple-purpose sustained-yield principles on which our forests are managed.

Some years ago, spirited discussions were held as to proposals for public action regarding private timberlands. Some proposals urged government regulation of private timber lands. Other programs were incentive oriented, which would encourage scientific practices on private lands and provide certain subsidies for small forest owners.

The timber industry opposed strongly such programs. As was suggested previously, paramount in their argument was that the abundance of timber precluded the necessity for such programs. The following table is eloquent in describing our present timber status.

Type of ownership	Percent of area	Percent of softwood sawtimber		
		Inventory	Removals	Growth
National forest	19	54	30	20
Other public	9	11	9	9
Forest industry	13	17	33	28
Farm and miscellaneous	59	18	28	43
Total	100	100	100	100

Only a drastic reversal of current practices would make the private sector yield a proportionately large share of total production sustained over the years ahead. More than 3 million land owners produce or can produce saw logs, counting hard and soft woods. These producers are located in most of the states of the Union. Much of their timberland is idle or cutover and unproductive. They cannot afford to manage these acreages on any up-to-date plan of operation. For "trees won't grow as fast as compound interest" and to invest money or borrow it to plant and manage such tree lots is unprofitable in the short run. If the government seeks to insure timber, both hard and soft woods, for the future, capitalizing such private holdings is the best way to accomplish their beneficial use and is long overdue. An RFC for timber growing with the government supporting long-term loans at low interest offers one partial solution. An increase in the Cooperative Forestry management programs of the Forest Service would aid and abet forestry practices on these lands.

How much longer we can maintain the expensive luxury of permitting the private owners and operators of forests to go entirely their own way in managing their enterprises is an open question. "Cut and get out" continues to be too prevalent to go unnoticed. State standards are uneven, and their enforcement woefully inadequate to protect the present and future timber supply. The level of management which was to approach sustained-yield operations has proven, so far, to be a pipe dream. Overcutting, clear cutting, little or no reforestation efforts, no watershed protection, and wasteful logging are defaults too familiar to escape notice. The present state of our timber affairs will worsen significantly unless we can enact and police sound forest standards of performance. It will take real courage for some public figures to examine this problem and to propose the legislation needed. Your attention is invited to this undertaking in the interest of solving the timber plight now facing us and increasing in the future as shortages mount.

The industry ever will cry for government timber when profits and sales are high. Generally they want to maintain profits but they must have additional supplies and their policies must be delicately contrived in order to achieve these dual ends.

We urge the Committee to take the immediate steps suggested to relieve the present need without destroying the future timber base. We further urge their concurrence to support regulation of timber grown on private lands which represents 72% of the areas involved.

36-248—69——5

STATEMENT OF EDWARD C. CRAFTS, CITIZENS COMMITTEE ON NATURAL RESOURCES, BEFORE THE SUBCOMMITTEE ON FORESTS, OF THE HOUSE COMMITTEE ON AGRICULTURE, MAY 23, 1969

Mr. Chairman and Members of the Committee: My name is Edward C. Crafts and I am presently a self-employed conservation consultant.

It is a pleasure to appear again before this Committee after a lapse of several years.

Subsequent to my resignation from the Department of the Interior several months ago, I was appointed to the Board of Directors of the Citizens Committee on Natural Resources and represent that organization before you this morning. I do so on a wholly volunteer basis and without any compensation whatsoever.

The Citizens Committee opposes H.R. 10344 for reasons stated subsequently.

As to qualifications, I was employed 29 years by the Forest Service, serving the last eleven from 1951–62 as Assistant Chief in charge of Program Development and Congressional Relations. For 25 years, it has been my privilege to work with the Congress on numerous legislative matters. I was deeply involved in enactment of the Forest Service Multiple Use—Sustained Yield Act of 1960, directed preparation of the Timber Resources Review prepared by the Forest Service in the late 1950's, and wrote a substantial part of the "Development Program for the National Forests" issued by that agency in 1961.

In 1962, I transferred to the Department of the Interior and served seven years until this past February as the first Director of the Bureau of Outdoor Recreation.

My long association with the Forest Service does not mean that I am functioning this morning as an unofficial spokesman for that agency saying publicly what the Forest Service may not be allowed to say officially. Should this be true with respect to any aspect of my testimony, it is purely coincidental. The Forest Service did not request that I testify, nor has it seen the testimony. My only contact with the Service was to request a few items of factual information.

I believe the Administration and other witnesses have largely established the facts of present and prospective housing shortages, high demands for softwood lumber and plywood, extremely high prices for these products, and how major exports from the West Coast of softwood logs to Japan and other countries continue despite strong demands and high prices at home.

Accepting the facts about softwood lumber and plywood with respect to demand, supply and prices, the problem is what to do about it in the next ten years insofar as the National Forests are concerned. Actually the solution is rather simple—but not easy to attain. It means funding the Forest Service—not only timber resource management—but other activities as well in accord with recommendations outlined in the report submitted by President Kennedy in 1961 for a "Development Program for the National Forests" with adjustments for updating and inflation. It also means adequate personnel ceilings. Actually little or no new legislation is needed. However, in view of the competition for money within the Executive Branch, this has not happened and in all likelihood will not happen. Failure to implement the National Forest Program is the real reason, therefore, why I am here this morning.

It is my feeling that the Forest Service has been, and is being pushed dangerously close to the brink with respect to timber management on the National Forests. I do not believe in brinkmanship when it comes to depleting the natural resources of the United States.

The bill before you this morning, if enacted in its present form, would ignore and override insofar as timber is concerned, the 1960 Multiple Use—Sustained Yield Act reported out by the Committee and passed by the Congress. That Act was supported by some of the far-sighted leaders of the timber industry.

The Forest Service has been pushed and pushed under tremendous pressures during the last 10 to 20 years to increase the cut on the National Forests, and it again is being pushed by the pending legislation.

For many years in connection with its periodic reassessments of the timber situation, the Service has predicted a prospective shortage of softwood sawtimber and this is exactly what is facing the industry now and why it is turning to the National Forests as its own lands have been depleted of mature timber.

There is a time gap until second-growth matures when the industry must depend more heavily than in the past on public timber. That time gap is now. There is also excess sawmill capacity in relation to growth productivity, and no one wants to go out of business.

I compliment the larger forest industry operators for their generally progressive forest practices and for the growth on industry lands which is more than that on National Forests although on a smaller acreage. Nevertheless, the fact remains that industry lands are short of softwood sawtimber.

Forest Service lands have not been fully developed nor have age classes and species composition been regulated adequately in a technical forestry sense. Intensive forest management is greatly needed. Right now the Forest Service is cutting about twice as much softwood sawtimber as it is growing. This situation cannot last. The problem is to get enough money to do the intensive job and still resist the pressures to over-cut.

On the other hand, the Service can reduce its needed inventory of mature timber by simply shortening rotations, but there is great risk involved, as I said, to not go over the brink and overdraw the bank account.

The Forest Service has responded to pressures and need by increasing allowable cut from 5.6 billion board feet in 1950 to an estimated 12.8 in 1969. In other words, in 1969, the cut of sawtimber will reach what the Forest Service estimated several years ago should happen by 1972, and without full implementation of the National Forest Program. This demonstrates how rapidly the increase is occurring.

The Forest Service over the past two decades has made two serious mistakes in connection with its timber management. First it has allowed its timber cut to be linked to appropriation justifications. And this, of course, puts it under serious pressure to increase the cut in order to get more money. Former Forest Service Chief Lyle Watts told me that he considered this to be the most serious error of his career.

The second error is that the Service has largely allowed the term "allowable cut" to be substituted for and supersede the term "sustained yield." The first term is not defined by statute and is flexible in meaning. For example, allowable cut used to be the ceiling above which cut would not be allowed to go. Now tt is generally considered to be the floor below which cut will not be allowed to fall. On the other hand, sustained yield is defined by statute and the Forest Service should stay with it. The Agency may have gotten itself trapped by being drawn away from sustained yield and the statutory protection it gives.

For the reasons expressed below, the Citizens Committee recommends against H.R. 10344 in its present form:

1. The bill ignores and appears to override the Multiple Use-Sustained Yield Act of 1960. By establishing a special fund for timber management only, it places timber in a first priority situation with respect to other resources. This is exactly what the Multiple Use-Sustained Yield Act endeavored to forestall. Foreseeing the pressure on timber and certain other natural resources, the Forest Service deliberately sought the Multiple Use-Sustained Yield Act and endeavored in the definition of multiple use contained in that Act to give due consideration to all resources and to arrive at the best combination of uses, not giving any of them priority over others.

Also reference to "optimum timber productivity" in the pending bill would seem to give timber priority. The 1960 Act specifically says that multiple use does "not necessarily (mean) the combination of uses that would give the greatest dollar return or the greatest unit output." Therefore, this bill, if enacted as is, would establish timber as the first priority, maximum output function in the National Forests rather than equating it as is now done with the other resources and purposes of National Forest management.

2. Section 7 of the pending bill could be interpreted as opening the door to directing the Secretary of Agriculture to "immediately establish programs" to carry out the provisions of the bill without making such programs contingent on appropriation of moneys from the Fund. In other words, this is the section of the bill which could be used against the Forest Service to pressure it to do the things that the bill intends even if the money is not appropriated. This could be corrected by making this section subject to: "good forest practices and the availability of appropriations from the fund."

3. The establishment of a special fund for timber purposes will make it harder to obtain regular appropriations for other purposes. It will do this because if the Fund is appropriated, the money available for the purposes of the bill would increase from its present annual appropriation level of about $63 million to an estimated $175 to $180 million. Such a large increase for timber would invite the Appropriation Committees to offset this increase somewhat by reducing or not increasing the amount of money for other management purposes.

4. Section 5 of the bill places moneys into the fund only for two years. If the money is not then appropriated, it is transferred to miscellaneous receipts of the Treasury. This means that the Forest Service will be under continuous pressure to make the cut as high as possible in order to have money in the Fund for appropriation. This defect could be remedied by leaving money in the Fund until appropriated as the Congress did last year with the mineral receipts in the Land and Water Conservation Fund.

5. The requirement in Section 6 of the bill that the money in the Fund be appropriated to the particular National Forest from which the receipts are derived on a forest-by-forest basis, is most unfortunate and would interfere with good forest management. Most of the softwood sawtimber is cut from the Rocky Mountain and West Coast States, but the recent cut-over areas are not necessarily where there is the greatest need for forest management money for seeding, fertilization, restocking, etc.

Under the bill the money as distributed by the Forest Service currently would be drastically altered. The northern and southern regions combined of the Forest Service would receive only 12 percent of the Fund whereas at the present time they receive about 35 percent of timber management money. The South would get only 9 percent as against 22 presently.

This should concern the southern timber industry and southern members of Congress.

Conversely, the Rocky Mountain and Pacific States would receive about 87 percent of the Fund whereas presently they receive 67 percent. In other words, this provision of the bill would mean that the money would necessarily be spent where the need is not greatest. The 3 Pacific Coast States now get about 35 percent of the money and would end up with 75 percent. This bill is tailor-made for the West Coast timber industry.

Following are the regional allocations of all timber management moneys on a percentage basis:

	Fiscal year 1968	Proposed under H.R. 10344
Pacific	38	76
Rocky Mountain	29	11
North	12	3
South	22	9

There are other aspects of the bill of concern which presumably the Forest Service has mentioned, although I was not privileged to hear Forest Service testimony. These relate to such questions as the effect of the bill on the automatic availability of Knutsen-Vandenberg money for timber stand improvement and reforestation, the 10 percent road fund, the definition of commercial forest land as used in the bill, and related matters. However, the preceding items are the principal concerns of the Citizens Committee.

In an effort to be constructive, the Citizens Committee offers the additional recommendations with respect to both the situation in general and this bill in particular:

1. If necessary to meet domestic timber needs and not overdraw our National bank account of timber resources, exports to Japan should be restricted, eliminated, or voluntarily reduced. I know that this is a complicated matter involving foreign relations and balance of payments. But in this situtation domestic needs would appear to come first and the Nation's bank account of timber resources should not be over-drawn. Exports of softwood logs in 1968 were 2.5 billion board feet. If the same amount had gone into domestic consumption, the pending bill probably would not be before you today.

2. If the situation becomes sufficiently tight, consideration should be given to allocations of softwood lmber and plywood to particular uses as well as price control measures.

3. The Administration should recommend and the Congress should appropriate moneys to fully implement the National Forest Development Program referred to earlier and as updated by the Forest Service.

4. The Congress should respond favorably to the request for funds submitted by the Administration to permit an increased sale of 910 million board feet of timber from the National Forests in the next 15 months as announced in March

of this year. This request for funding is before the Congress at the present time. But the Administration should not direct this increase from the Forest Service unless the funds and personnel ceilings are forthcoming.

As an illustration of just how far behind the Forest Service is in utilizing the potential productivity of the National Forests, it is my recollection that several years ago, there was a 60-year backlog of needed reforestation. At that time the Forest Service was just keeping up with planting current cut-overs and burns and was not reducing the backlog on non-productive lands that had built up over a long time.

5. For many years, the Forest Service has considered the possibility of a National Forest Development and Management Fund into which would go 65 percent of National Forest receipts and which would be available for appropriation only for National Forest purposes. This, of course, is a form of earmarking similar to the Land and Water Conservation Fund. However, the Forest Service never has felt it had much chance to obtain this either in the Administration or in the Congress. Such a Fund could be beneficial.

Therefore, if the Committee decides to establish a special fund for the National Forests, it should include all unearmarked National Forest receipts; it should be available for all National Forest development and management purposes, other than roads; it should be available for expenditure as specified each year by the Appropriations Committees or wherever the Forest Service believes the need is greatest and for whatever purpose; and receipts once in the Fund should be available until appropriated. Such a measure would be a very major forward step.

6. If H.R. 10344 or an amended bill is favorably considered in this Committee, it is recommended that particular reference be inserted in the bill to the Multiple Use—Sustained Yield Act of 1960, that it be made clear this bill is intended to be in conformance with the provisions of that Act, and that if any conflict develops, the provisions of that Act prevail.

7. This Committee should request from the Forest Service two major program reports with recommendations: (a) an updated program for the management and development of all National Forest resources, and (b) a program for the development of all forest lands for timber purposes including not only public lands but also all private lands. It is most significant that the greatest potential for timber production is on the farm and miscellaneous private lands which include 60 percent of the total commercial forest land area of the country but support only 18 percent of the inventory. The Forest Service, in about 1962, developed a small woodland program but never released it.

If the Committee were to have before it the two items just mentioned the Congress would then be in a position to act effectively and wisely on all National Forest resources, and with respect to the timber supply situation considering all forest land ownerships.

8. There is a backlog of uncut National Forest timber, sold and under contract of 27 billion board feet in the 48 States. This Committee could either admonish, or better yet, require that existing contracts not be extended by the Forest Service until the shortage is alleviated. There is a long-standing custom for the industry not to cut National Forest timber for which it holds a contract until the price is right and the time propitious.

There is also a long-standing tendency by the Forest Service to rather automatically extend timber sale contracts. Such a requirement to utilize the timber that is already sold without contract extensions or lose the cutting rights would bring a flood of timber to the market.

It has been a pleasure to appear before this Committee and I hope these comments and recommendations may be of assistance to it.

[H.R. 12025]

A BILL To provide for the more efficient development and improved management of national forest commercial forest land, to establish a high timber yield fund, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Forest Timber Supply Act of 1969."

STATEMENT OF FINDINGS

SEC. 2. The Congress hereby finds that in order to meet increasing national demands for lumber and other wood products, including that needed for home

construction, it is necessary to increase substantially the *sustained* timber yield from the commercial forest land of the nation including that in the national forests; that, through intensified development and management such land is capable of producing a substantially increased yield; that the national forests are the source of a substantial part of the present and future supply of timber within the policy of the Congress stated in the Multiple Use-Sustained Yield Act approved June 12, 1960, (74 Stat. 215) that increased annual harvests from national forest commercial forest land may be permitted under sound conservation principles on the basis of short range accomplishments so long as long range goals are assured; and that to accomplish increased annual harvests it is necessary to provide a reliable and adequate source of funds *and personnel.*

DEFINITION

SEC. 3. As used in this Act the term "commercial forest land" means forest land which is producing or is capable of producing crops of industrial wood and not withdrawn from timber utilization by statute or administrative regulation.

HIGH TIMBER YIELD FUND

SEC. 4. There is hereby established in the Treasury of the United States a high timber yield fund, hereinafter referred to as the "fund". Except as hereinafter provided, beginning July 1, 1969, there shall be credited to the fund all receipts from the sale of timber and other forest products from the national forests; Provided, however, that the foregoing shall not modify or repeal any provision of law that authorizes or directs that deposits in connection with or receipts from the sale of timber and other forest products from national forests be used for a specific purpose, and such deposits and receipts shall continue to be utilized for the purposes so specified by law and shall not be deposited into the high timber yield fund.

APPROPRIATIONS

SEC. 5. Moneys credited to the fund shall be available for expenditure for the purpose of this Act only when appropriated therefor. *Moneys credited to the fund shall remain in the fund until appropriated, and* such moneys as may be appropriated shall be available until expended. [Any money credited to the fund and not subsequently authorized for expenditure by the Congress within two fiscal years following the fiscal year in which such money was credited to the fund shall be transferred to miscellaneous receipts of the Treasury.]

DEVELOPMENT AND MANAGEMENT OF NATIONAL FOREST COMMERCIAL FOREST LAND

SEC. 6. Moneys appropriated from the fund shall [unless otherwise allocated for the purposes of this section in the appropriation Act making them available, be allocated in each fiscal year for expenditure in each national forest in substantially the same proportion as the amount of money contributed to the fund from such national forest in the immediately preceding two fiscal years bears to the total amount of money contributed to the fund from all the national forests in such preceding two fiscal years] be allocated in each fiscal year for expenditure as determined *by the Forest Service or the appropriation acts* making them available. Money allocated to any national forest under this section shall be used [only] for increasing timber yield in such national forest by—

(1) obtaining regeneration at the earliest practical date after harvesting and for reforesting unsatisfactorily stocked better site lands;

(2) precommercial thinning to control spacing or stand composition;

(3) semicommercial thinning both to control spacing or stand composition and to produce material with commercial value in excess of the additional costs required for its harvesting and processing;

(4) pruning, if justified by a subsequent reduction in age at which the trees become marketable;

(5) *harvest sales;* preparation, including marking, for thinning, salvage, and understory-removal sales; and timber management planning and sales administration.

(6) road construction in advance of planned harvest cutting [to standards] necessary for facilitating *harvest,* thinning, salvage, and understory-removal sales;

(7) fertilization;

(8) development, production, and procurement of seed or stock with superior growth capabilities or characteristics; and

(9) such other timber production improvement practices as the Secretary of Agriculture deems appropriate.

IMPLEMENTATION

SEC. 7. The Secretary of Agriculture shall immediately establish programs to carry out the policy and purposes of this Act and shall specifically—

(1) develop into [optimum] *high* timber productivity as soon as possible the national forest commercial timberlands; and

(2) revise the [allowable] *sustained* annual harvesting rates in national forests *if appropriations are available* to take into account (A) rotation ages estimated to be appropriate for *quality* markets and technology at the expected time of harvest, (B) the need for and benefits from use of high level current harvest rate options available within sustained yield limitations, and (C) increased timber yields which will result from applicaton of the measures authorized by section 6 of this Act. [Provided that appropriate reduction is allowable harvesting rates will be made if planned measures are not satisfactorily accomplished.]

(3) *require that this Act be administered in conformity with the Multiple Use-Sustained Yield Act of 1960.*

(4) *require that for 5 years from the date of this enactment, and thereafter at his discretion, extensions of timber sale contracts may be granted only if consideration for such extension includes agreement by contractee that none of his timber or timber products shall be exported regardless of source.*

(5) *submit to the Congress within one year from date of enactment (a) a program for the development and management of all national forest resources and (b) a program for the development of all the Nation's commercial forest lands for high sustained timber yield with special reference to farm and other small woodlands.*

Senator JORDAN. Mr. Brock Evans representing the Pacific Northwest Sierra Club, Seattle, Wash., accompanied by Mr. Gordon P. Robinson, who is the consulting forester of the Sierra Club, San Francisco, Calif., are our next witnesses.

You may proceed, gentlemen.

STATEMENT OF BROCK EVANS, NORTHWEST REPRESENTATIVE, SIERRA CLUB AND THE FEDERATION OF WESTERN OUTDOOR CLUBS, SEATTLE, WASH.

Mr. EVANS. My name is Brock Evans. I am an attorney from Seattle, Wash. I am the northwest representative of the Sierra Club and the Federation of Western Outdoors Clubs.

With me is our consulting forester, Mr. Gordon Robinson of San Francisco, and the order is that I will speak first and then turn it over to Mr. Robinson.

Senator JORDAN. You may proceed.

Mr. EVANS. Thank you.

I am an attorney from Seattle, Wash., and am the northwest representative of both the Sierra Club and the Federation of Western Outdoor Clubs. The Sierra Club is a national conservation organization of some 84,000 members in 28 chapters across the country, from the southeast to the northwest.

The Federation speaks for some 50 outdoor organizations from Alaska to Utah, with about 30 of the clubs being within the four northwest States. The total membership of the Federation is about 110,000. Both organizations have a longstanding and deep concern for the quality of the American environment.

The primary statement we must make before you today is that we are completely opposed to this legislation in any of its present forms, whether it is S. 1832, the committee print of H.R. 12025, or any of the other various forms which have made their appearance since last spring.

I have not yet seen the amendments of Senator Bennett and Senator Brooke but from what I have heard of them I think our feelings are whole but we will talk about that later.

From a conservation standpoint, this legislation is among the most dangerous bills to be before this Congress in many years. It does extreme violence to the basic concepts upon which our national forests were founded. It strikes at the very heart of the multiple-use principle, as set forth in the act of 1897, and amplified by the act of 1960.

It operates to negate and throw back the recent trend of the Forest Service toward considering scenic and esthetic values on our public forests. Finally, it strikes at the very core of the conservation movement in America: the effort to protect areas of our national forests which are of outstanding wilderness or scenic quality before it is too late, and before they are engulfed by the rising tide of civilization.

In effect, the basic premise of any of the bills before you seems to be: logging comes first, and all other uses of the national forests are secondary. And this is in spite of the fact that a good 90 percent of national forest land is allocated primarily to timber cutting and other extractive uses; only 10 percent or so presently has recreation or noncommercial values as the primary use.

Let us be more specific, in order to show precisely why this legislation does violence to conservation principles. Each of the bills sets up a "high timber yield fund" (HTYF) into which all receipts from the sale of timber and all other forest products shall be placed. The Secretary of Agriculture is then directed to use the moneys from this fund only for the purpose of increasing timber yields in the national forests, by a variety of methods.

The legislation directs the Secretary of Agriculture to devlop "National Forests Commercial Timber Lands" into optimum timber productivity as soon as possible to carry out the policy of the act. The definition of commercial timber lands is forest land which is producing or is capable of producing crops of industrial wood, and not withdrawn from timber utilization.

Some have stated that potential conflicts from a wilderness and scenic standpoint would be resolved by inclusion of this section. Unfortunately, precisely the opposite is the case. This is because only a part of the national forests which would contain high scenic and wilderness values have been so classified or withdrawn from timber production. There are a great many lands of high scenic and wilderness quality, some of which may contain commercial timber, which are not now in any protected or withdrawn areas.

We estimate that from 5 to 6 million acres of such land exists in the lower 48 States alone, not counting Alaska. This is one of the things that concerns us most. If this legislation passes, it will largely preclude, without formal congressional consideration of the values of each individual area, further chances to grant protection to those lands which should have it.

The basic reason that this drastic impact will occur is because each of the bills states that the moneys put into the fund may be used, among other things, for the construction of roads into areas which now do not have them; that is, potential wilderness areas. This is stated directly in S. 1832, where the advanced road provision is written in; it is stated indirectly, but no less apparent, in the committee print of H.R. 1025, section 6(1).

This section permits money to be used for obtaining regeneration, after deforestation by fire or other catastrophe of better site lands. In the Northwest and the Rocky Mountains, this means bug-kill or disease, or what is often referred to in forest service terminology, "salvage sales."

If roads can be built to log areas under the guise of "salvage sales," as they have been over the years in the Northwest, and there is money in this fund to do it, it will substantially result in the elimination of opportunities to create more wilderness in the Northwest, and around the country.

I should point out that all of this is just the opposite of the process that conservation groups now are required to go through for the establishment of each area under the Wilderness Act. Potential wilderness lands are required to go through a lengthy series of hearings and reviews, both at the administrative and the congressional levels.

Conservationists are willing to go through this process, and deem it necessary so that all parties may have a say, and so that Congress may understand the value of each individual area. Why is not a similar process provided for by this act?

If national forest lands are going to be classified for special purposes, whether it be for wilderness or for logging, the process should be a careful one, with full hearings and review for each such area.

We submit that this legislation goes far beyond its intended purpose, which is primarily stated to provide a greater supply of wood for housing. It does violence to many other national forest concepts. It essentially fails to recognize that the national forests are more than a wood factory; they are set up to serve a variety of uses, including scenic beauty and wilderness. It deals hardly at all with the serious problem of overcutting on private forests as have been pointed out by other experts throughout this year, or with the fact that on private woodlands across the country are found the most volume of timber and the most potential for future national supply. In an age where expanding urban populations are crying out for more open space, wilderness, and scenic beauty, it denies such a prospect and possibility.

Nearly every proponent of this legislation has given as his reason for supporting it the need to provide housing for the poor. Because of projected increases in population, and because Congress passed a housing act in 1968, setting a national goal of 2.6 million units a year, it is said that we somehow must get more wood in a hurry to meet this anticipated demand (which, by the way, has not materialized yet).

We feel it is highly questionable to assume the need to sacrifice other forest values, as this legislation will do, if there is a genuine interest in "housing the poor." This is true first, because we are not going to meet housing needs of this magnitude or for this class of person by constructing 2.6 million split-level ranch homes at 10,000 board feet each.

We are only going to do it through the vehicle of new construction

techniques and new materials, a process already in being. An article describing how this is being done recently appeared in the Detroit Free Press (DFP), of June 7, 1969. In that city, a corporation known as the Le Bon Home Corp. can produce and sell a three-bedroom home which carries a base price of $11,700, including the lot—or about one-half what a home produced out of other materials and by different methods would cost.

The tremendous savings are through the use of new construction techniques, which is basically a systems approach, whereby a housing section is built complete, with electric wiring, appliances, and sometimes even furniture. These modules are completely manufactured, inspected, at the factory and then shipped to the homesite.

Houses or other dwelling units of any size and shape can be constructed by this extremely cheap method. The company is confident of its ability to make large profit, and predicts this is only the beginning.

It is also apparent that, to meet housing goals of the magnitude set by the 1968 act will involve a great deal of construction of multifamily units, which use only about two-fifths as much wood as a single family house.

Finally, as has already been pointed out, there is a growing trend to substitute metals, plastics, and concrete for wood products, and these substitutes are rapidly displacing wood in many areas. The proof of this is seen in a great deal of recent advertising by various timber industries, touting the value of wood as opposed to other materials. It appears to be a strenuous attempt to shore up the declining market; if there were such a great demand for wood from all segments of the public, as is always claimed, such a campaign would not be necessary.

We can see no justification for the destruction of national (public) forest values, which will surely follow the passage of this legislation, for the stated purpose of providing more housing, when it is plain that this housing can be and is being provided in less destructive ways.

I have appended to my statement, Senator, I call it appendix 2, an article from this week's Christian Science Monitor talking about the big increase in industrial housing in Europe and how they have done it there largely through the use of concrete and on an industrial basis and assume this will be a part of the record, too.

Senator JORDAN. Yes; the article will be included in the record if you wish it.

Mr. EVANS. Thank you.

(The article is as follows:)

Appendix 2

[Excerpt from Christian Science Monitor, Oct. 18, 1969]

If Detroit can mass-produce automobiles in an almost infinite variety of sizes, shapes, and prices, why cannot builders do the same for housing?

Europe's experience with prefabricated or "industrial building" says they can.

Visits to building-construction sites in nine European countries and more than 20 cities convince this writer that drabness and monotony are not inevitable companions to mass production.

Many of the earlier European efforts to industrialize housing are indeed hopelessly dull and standardized.

But some of the more recent efforts are extremely handsome and varied.

Concrete has proven itself to be not only one of the most flexible materials available, but one of the most attractive. However, the key to systematized building is not so much what material is used, but how it is used.

Nor is mass production tied to any political system. Europe has rationalized its housing market by combining government and private activities in a common effort. This does not mean socialization. The systematized approach of industrial housing has proved just as workable in Denmark, where the government builds no housing at all, as in the Soviet Union, where the state does it all.

Fifty different systems

There are an estimated 50 or more different building systems being used in Europe at present. New materials have been developed, along with new ways of handling the oldest of them all—concrete. More important, perhaps, architects are continually working to bring out the latent beauty in these materials.

Repetition and monotony are not syonymous. As in the music of Bach, architecture also draws beauty from variations of a theme. Industrial building techniques can capitalize on this.

London and Moscow provide two sharply contrasting examples of how industrialized housing can be done well or badly.

Roehampton in London is "council housing," sponsored by the Greater London Council. It belies the bad name that council housing got early in the game because of poor design. Roehampton is a sensitively laid out collection of housing that ranges from single-story to high-rise, enhancing a particularly beautiful area of rolling green hills. No cookie-cutter, assembly-line effect here.

Its diversity of architectural forms, exterior finishes, and intelligent relating of mass and scale make * * *

Rate held fantastic

Moscow, on the other hand, is currently throwing up industrialized mass housing for its workers at the fantastic rate of 120,000 or more units a year. In quantity, no other city in the world can match this new housing. But in quality, most of what goes up is not on a par even with such monstrous traditionally built American projects as the Robert Taylor Homes in Chicago or Elm Haven in New Haven.

Even so, Muscovites are proud of their accomplishment. And in light of the tremendous housing shortage they face, and the ancient, gingerbready wooden shacks that the new housing replaces, their pride is justified.

Marx Smirnoff of the Moscow Municipal Soviet (city council) tells a visitor with obvious satisfaction that "many people (visitors) are embarrassed by the amount of construction in this city. Our methods are closely tied with the amount of work we do."

That amount is impressive. From 1960–1967, about 3 million Muscovites were moved into new flats. That is nearly half of the city's population. Today 95 percent of the city's apartments have central heating, indoor toilets, and water. Eighty percent have baths, and most have gas.

Yet to an American, used to United States standards, the typical new Moscow apartment would not be acceptable. Mr. Smirnoff concedes the point, but he insists that standards are improving steadily.

Quality improving

"With a little bit of fancy to make the housing look different," he says, "ours is a good system." To date there has been little fancy, within or outside of the projects.

Yet one can see that quality is visibly improving. The five-story, yellow-orange tiled buildings erected close in to the city's center in Nikita S. Khrushchev's day have wide wire net strung around their base to catch falling tiles. Tenants complain of leaking joints, cracked walls, and occasionally falling balconies or collapsing stairwells.

But in the outer limits of the city, where new building is going on apace, the quality of construction is visibly better. But the projects are huge and impersonal, laid out in soldierly blocks like dominoes. Uniform in color—white, yellow or gray, and relieved of monotony only by the regular patterns of balconies, they are a study in dreary monotony.

Yet even Moscow can build stylish housing, using the systems approach. The showplace Novy Arbat section of Kalinin Prospekt is graced by 24-story, accordion-pleated apartment houses, mounted on two-story bases filled with shops, restaurants, kindergartens, and other public-service facilities.

What is an exception in Moscow is merely the norm in other European countries. Especially in Scandinavia, where housing is an integrated part of far-sighted social planning.

Danes show ingenuity

Little Denmark (4.5 million population) may have more to offer the United States in this respect than any of its larger, wealthier neighbors.

Essentially middle-class, preferring single homes to apartments, quality-conscious, design-oriented, and service-minded, the Danes have developed high-quantity industrial building techniques without sacrificing quality.

Two totally different housing concepts outside of Copenhagen give some idea of what is happening in Hans Christian Anderson land.

Albertslund South is the closest thing to a new town in Denmark, though it is only a bedroom community for Copenhagen. Located on one of the S-train lines that radiate from Copenhagen, part of that city's famed "finger plan," it will eventually house 30,000 to 40,000 persons.

As planning theory, Albertslund incorporates three major ideas—a dense, urban form; complete separation of pedestrians from automobiles; and a low profile—no buildings over two stories high.

The town is a product of industrial building. Houses are made of precast concrete walls and ceilings set on precast floor slabs. Three of the single-story patio houses can be completed in a day.

Each L-shaped house has its own enclosed garden, onto which all windows look out. The only windows looking onto public places are small and above eye level, giving occupants total privacy.

Between rows of these attached houses are public walks and squares, each with its own variation of paving and plantings.

Paving and plantings

Total privacy. Total urbanity. High density. Low cost. These are the lessons of Albertslund. And if Americans dislike the architecture, which is Danish stark, the concept can be applied to everything from English pseudo-Tudor to California ranch.

One Danish housing official described Albertslund as "a high-rise apartment house, spread out horizontally." The implication is that high-rise apartments are just great, just so long as they don't exceed one story in height. This is a prejudice which Danes share with most Americans.

Sixty percent of all construction in Denmark today is single family. But even with an average 1.3 rooms per inhabitant—good by European standards—Denmark has a housing shortage, because much of the housing is where the people are not.

This fact, plus the high cost of urban land, does make a place for high-rise apartments on the Danish horizon. Vagn Rud Nielsen, deputy permanent Undersecretary for the Ministry of Planning and Building, told this correspondent that Denmark was forced into industrial building due to the combined shortages of housing and labor.

"Denmark is building 50,000 to 60,000 housing units a year," he says, and to achieve that "we had to get into industrial building." Traditional building methods could produce only half that number.

Built for convenience

Vaerebro Park Apartments in Bagsvaerd is a prime example for Danish high-rise architecture fitted into total planning for people's needs. The complex is not particularly distinguished in architectural terms. One could easily drive past its four- and eight-story buildings without giving it special heed. But once inside, a visitor finds that it is a superbly people-oriented concept of multifamily housing.

Built and run by the Gladsaxe Building Society, a nonprofit cooperative, Vaerebro's 1,300 apartments are the ultimate of Danish thinking about what home and community are all about.

There is no sign saying "No children." Nor are senior citizens shunted off to a distant corner. At Vaerebro, life centers on the "kollektivcenter," a multistory, multipurpose building. On the ground floor it features an indoor shopping "street." Shops line both sides of the long, wide corridor into which shopkeepers have carted out racks of dresses, fruit stands, vegetable bins, and all the happy confusion of an open-air marketplace.

A small sign that reads "Børneparkering" indicates a place where mothers can leave their children with a babysitter, while shopping or visiting in the cafeteria across the "street."

The cafeteria and restaurant also serve catered meals for private groups in a series of adjacent public rooms of several sizes—all of which are superbly decorated with impeccable Danish taste.

Other facilities available

Other facilities include a post office, library, hairdresser, professional offices, laundromat, and a bank.

Upstairs is a small tenants' hotel to accommodate visiting friends at supermodest prices. And over the hotel, on the 3rd and 4th floors, are apartments reserved for elderly persons along with a fully-staffed special care department. * * * ning and day school for adults, two nurseries, two kindergartens, and a recreation center. Preschool children of working mothers can be cared for in the day-care center, and children in school can go to the youth center after school if their mothers work.

Vaerebro has a place for society's misfits, too. Spotted around the complex, in a few large apartments, are small groups of juvenile delinquents. They are sent here for rehabilitation under the care of a married couple, who act as surrogate parents. They participate in normal community life, and tenants accept them as part of the scene—a form of natural therapy that no reform school could provide.

Technically, Europe's many different industrial building systems offer a variety of approaches to architecture. Prefabricated boxes can be piled one on top of another. Prefabbed walls, complete with insulation, windows, and interior-exterior finish, can be dropped into place on steel frames. Or load-bearing walls can be used to eliminate framing entirely.

Large savings noted

Up to 50 percent and sometimes much more time can be saved through industrial building—a major factor where labor is short and expensive. Savings in time also mean savings in costs of construction loans, which can run at 20 percent or more interest.

Overall, however, prefabrication may or may not allow large savings. The evidence is mixed. The Greater London Council found the cost per square foot for industrial building not appreciably lower than for traditional. But a study of two projects in Manchester, England, found savings ranging from 7 to 25 percent. A prime factor is the number of units to be produced. Savings mount with each additional unit.

Industrial building seems to offer meaningful savings in the United States, especially in the inner cities, where land is scarce and expensive, and where the greatest concentration of housing needs is found.

A number of European systems builders already are looking for a market in the United States to license their systems. Concrete, Ltd., one of the biggest British firms, already has lined up licensees in Baltimore and New Haven for its Bison system.

I visited Concrete, Ltd.'s Hounslow factory, just outside London, and watched the prefabrication process and products. The system pours out panels of all sizes, shapes and finish. Concrete surfaces may be plain or rough, smooth or embossed, coated with white, gray, black, or tan pebbles, or a variety of other finishes.

Question of economics

At Roehampton, where the Bison system was used, a combination of surface textures has been employed with excellent effect.

But design questions are not the nub of the housing problem in the United States. The larger question is: can industrial building put up more and better housing faster, and at less cost, than conventional?

The National Committee on Urban Problems, headed by former Sen. Paul H. Douglas, decided that it can—with a big "if."

That all-important "if" centers on economies of scale. This is basically a marketing problem. It means that the American building industry must, somehow, be assured a large enough market to justify the heavy investment in industrial building "factories."

This may run up to $1 million or more for each factory.

The most hopeful sign that such large-scale markets can be developed, out of the chaotic fragmentation that characterizes the American housing scene, is the Department of Housing and Urban Development's new "Operation Breakthrough." Only by bringing together all the housing interests—finance agencies, labor, building contractors, manufacturers of materials, real-estate developers, and various government agencies—can such large-scale markets be amassed.

HUD Secretary George Romney has said it will take at least two or three years before the effort can begin to show effect. The "if" remains as big as ever. If it

succeeds, the effort will deserve—as few efforts do—the superlative of "breakthrough."

Mr. EVANS. In a number of ways, a claim is being made today about an impending shortage of timber, with resulting dire consequences, similar to the controversy that occurred at the turn of the century.

Around 1900, most responsible citizens were convinced that, with a rapidly increasing population, a tremendous rate of cutting, and apparently insufficient growth to match the cutting, it was only a matter of years until we would run of timber.

As it turned out, however, we by no means ran out of timber. As a matter of fact as has already been pointed out total consumption of all wood products remained nearly static from 1900 well into the 1960's. Consumption of lumber has actually decreased a good deal.

All this in spite of the fact that there are 2¼ times as many people now as there were in 1900; and the GNP is 5½ times larger now than it was then. In spite of this two-fold increase in people and five-fold expansion of the economy, we still use only about the same amount of forest products. Forest product use has remained relatively stable, while the rest of the economy has grown much larger.

The basic reason for all of this is the classic interplay of economic forces. When the price of wood products went up, newer, cheaper, and better substitutes came on the market. Some of these substitutes came even though the price of wood products did not rise. Our economy is such that new materials and methods of production are continually being found; new innovations are continually being made.

Thus, while it is possible on the one hand to predict an ever-increasing demand for wood products, it is necessary to point out that this is completely at variance with the trend of the last 70 years. There is no real reason to assume that the trend will suddenly and dramatically be reversed, just because some industries hope that it will be.

We think this is a further reason to be careful and go slow on such legislation, when it is so easily demonstrated that substantial values, for which there is a great increase in demand, will be adversely affected by this legislation.

We further believe it is extremely unlikely that such an enormous domestic demand presently exists for more wood, immediately, from our national forests, when we see the continuance of the log-export program. Last year, a total of 4 billion board feet of logs and finished lumber were exported by this Nation to Japan. This is about twice the annual increase in cut claimed to be necessary to come from the national forests by our timber industry.

We do not believe that the drafters of this legislation truly wished to sacrifice one national goal—the preservation of wilderness and scenic values in an age of increasing urbanization and ugliness—for the sake of another national goal, that of providing housing. We do not believe that the sponsors of this legislation truly intended to do violence to basic national forest concepts or to the American landscape.

Our first recommendation, the one which we consider to be most important, is that no action whatsoever be taken on this legislation. The Forest Service has ample authority already to reforest and otherwise treat its commercial timberlands. The free play of the market will operate to meet increased housing needs, if they arise, as it is already starting to do. New substitutes of materials will continue to

come on the scene, as they are already beginning to do. We do not need to strip our national forests of all the old growth timber that remains to accomplish this goal.

However, if it is desired to report out some kind of legislation, we think it is possible to provide for the goals set forth in it, and yet avoid the disastrous conservation impact outlined above. This would require several basic amendments, such as:

(1) Specific exclusion of areas of scenic and wilderness quality, which are either potentially units of the National Wilderness Preservation System, or have other values which require protection in their unlogged state. At the very least, such areas should be excluded until Congress has had a chance to review and act upon the various proposals for protection of these areas. These areas are well known to us, and we would be happy to furnish a list of the same. This provision should be added as an exclusion within the definition section of the bill.

(2) Require that full public hearings be held, by the Forest Service, and subject to congressional review, before any area of national forest land is so committed to this type of use. This is a most complex and difficult subject, and the processes by which land is so classified should be subjected to the same kind of administrative and congressional scrutiny as other classifications of land. The advocates of putting land into "logging only" areas should be required to go through the same process as wilderness advocates are required to go through. The public is the beneficiary.

(3) Specific elimination of all sections of the legislation would permit high yield fund moneys to be used for construction of roads of any type into areas suitable for protection and management of their other values. Section 6 (1) and (8) of the committee print of H.R. 12025, and section 6(6) of S. 1832, and perhaps other sections as well, can be viewed to permit and facilitate construction of unwanted logging roads into prime scenic and wilderness areas.

(4) Provide a certain portion of the moneys from the fund to be used particularly for research into wood substitutes.

(5) To make this truly a national timber supply act, rather than a national forest timber supply act, by setting up specifically in the legislation provisions for Government supervision and regulation of cutting on private lands. These regulations should include not only technical assistance and perhaps even subsidies to small private woodland owners, but also should regulate to prevent the overcutting practices that have happened in the past in many of the large private forests of the West.

Chief Cliff has referred to this overcutting in his testimony last March. An independent blue ribbon commission should be set up to study this situation and to ask such questions as "why in the Northwest, where private industry owns just about as much land as the Forest Service, and almost all of it is on higher productive sites, does the Forest Service have most of the trees, and the private industry have so little?"

Another question to be asked, is how we can immediately institute reforestation programs on the 119 million acres of nonstocklands now existing in the country, only 4 million acres of which are on national forest lands.

I have directed a great deal of this statement to the end of attempting to outline to you what we see as grave dangers if this act passes intact.

The dangers are, most particularly from our standpoint, in that they forever preclude any consideration of protecting any more wilderness and scenic lands anywhere in the Nation.

It is very important to point out that the public lands of the American West, and particularly the Northwest, are the last repositories of wilderness and scenic beauty that we have. Any further reservations of any significance for and of these uses are going to have to come from the public lands.

We think it is most necessary to place the entire question of timber supply in some perspective, and we think it can be easily demonstrated that we need not sacrifice one national goal—the protection and preservation of scenic beauty and wilderness, particularly the West where I am from, to further the other national goal of increasing timber supply and also housing, as this act is intended to do. It is extremely important to point out that the national timber supply situation cannot possibly be eased in any relevant degree by measures which might seek to call a halt to further reservations of land for park and wilderness purposes in the Northwest.

This is because the amounts of timber involved, when compared with commercial timber still available in the Northwest, and when compared with national requirement for the next decade, are quite small indeed. I am using the Northwest here as an example, because it is the area with which I am most familiar. It is also the area of the country which contains the largest amounts of standing softwood sawtimber, and therefore will be most affected in one way or another by this legislation.

I do not think that the figures I cite here will be roughly proportionate for other areas of the Nation also.

Table 1 estimates the volume of standing commercial sawtimber and the potential allowable annual cut of all areas in the Pacific Northwest on national forest lands for which conservation organizations seek protection, but which are currently still presumably included in Forest Service allowable cut calculations as commercial timberland.

The estimates have been derived from Forest Service figures, the North Cascades study team report, and our own studies over a number of years.

I have tables which I would like to place in the record at this point, Mr. Chairman.

Senator JORDAN. Without objection they will appear at this point in the record.

(The tables referred to follow:)

TABLE 1.—TIMBER VOLUMES AND ANNUAL CUTS WITHIN AREAS OF THE NORTHWEST NATIONAL FORESTS PROPOSED BY CONSERVATION ORGANIZATIONS FOR PROTECTION

[In million board feet]

Area	Total volume [1]	Estimated annual cut [2]
North Cascades:		
Mount Baker	900	8
Addition to North Cascades National Park	3,200	30
White Horse	500	4
Oregon Cascades:		
Mount Hood	400	4
West side of Mount Jefferson Wilderness	900	9
Central Oregon—3 Sisters area	3,400	37
Other Oregon	5	5
Idaho:		
Upper St. Joe	800	8
Upper Selway	1,200	12
7 Devils	100	1
Sawtooth-White Clouds	200	2
Western Montana:		
Lincoln Backcountry	400	8
Middle Fork Flathead	1,000	10
Total	13,500	148

[1] Omitted from this table were the proposed Alpine Lakes and Cougar Lakes Wildernesses in the State of Washington; as well as the Eagle Creek and Sky Lakes areas in Oregon. This is because volumes for these proposed areas are closely approximated by volumes within the existing Alpine Lakes, Cougar Lakes, Eagle Creek and Sky Lakes limited areas, already exempt from Forest Service annual cut calculations. If these proposed areas were added to the above totals, they would affect approximately 3,500,000,000 board feet total volume and about 35,000,000 board feet annual cut, to be added to the above totals.

[2] It is assumed that if these areas were cut, it would be according to policies set forth for management of landscape management units, since all of the lands involved are highly scenic. The cutting in such areas is done at a rate of about ⅔ of the normal rate.

Mr. EVANS. It will be noted that the annual cut from all the areas proposed by conservationists for further protection in the Northwest, from lands that are now classified as "Commercial Timberland" amounts to about one-seventeenth of the amount of logs exported to Japan at the current rate. If all these areas were logged off at once to meet the lumber shortage, it would still be less than enough to meet the additional timber requirements for 1 year, as set forth by Secretary Romney. The great bulk of these areas are relatively high altitudes, and thus less suited for intensive forestry, but even assuming a doubling of the allowable cut under the best possible management conditions, the potential of these lands for relieving the present shortage is slight.

Table 2 sets forth the present volumes of standing available commercial saw timber in the northwest States and the amounts presently cut annually:

TABLE 2.—VOLUMES OF AVAILABLE NORTHWEST COMMERCIAL TIMBER AND CURRENT HARVEST

[In billions of board feet]

State	Total volume	Current cut
Washington	373.0	8.0
Oregon	536.0	10.6
Idaho	115.0	3.0
Western Montana	73.5	1.7
Total	1,097.5	22.3

Note: Current cut figures are for 1967.

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Mr. EVANS. Table 3 relates the amounts of commercial timber totally available in the Northwest to the amounts which exist in highly scenic and wilderness type lands in northeast national forests, and for which we seek protection:

TABLE 3.—COMPARING PROPOSED RESERVATIONS WITH TIMBER NOW AVAILABLE

Volume now available (in billions)	Volume in proposals (in billions)	Percent	Volume now cut (in billions)	Potential extra volume (in millions)	Percent
1,097.5	13.5	1.2	22.3	14.8	0.7

Mr. EVANS. We hope that the above data are useful to this committee as it attempts to deal with the problem of housing needs and timber supply now before us. They show again, we believe, that we need not sacrifice one national goal for the sake of another.

We know that the members of this committee are very well aware of the tremendous interest and concern of the American people for their environment. We have all witnessed in recent years a great upsurge of this feeling, and the Congress has responded with a great deal of excellent legislation: a wilderness act, a rivers act, a trails act, new moneys for the land and water conservation fund, and a host of new national parks, wilderness areas, recreation areas and historic sites. The people have given strong support to these programs in hearing after hearing, in letters and in editorials, and in other expressions of this feeling across the Nation.

We feel it is imperative that these excellent programs be continued while we still have the opportunity to make such reservations; what there is now is all we have. We believe it is a vital and necessary goal to continue these programs, and we need not sacrifice it. We feel that the National Timber Supply Act, as presently drafted, will indeed sacrifice and forgo these goals, when it need not do so. Therefore, we respectfully urge you to adopt the amendments proposed.

They illustrate their attempt to delineate all the areas we are concerned with in the Northwest, and the estimates of the volumes of commercial timber in them in comparing these estimates with estimates—not estimates but published figures—of volumes now available and open to cutting and you will notice from those tables we are talking about 1.2 percent of all the volume of commercial timber if every wilderness area and every potential park in the Northwest were still reserved, which of course is not the case at this time.

I cite these figures here to put it in some perspective why we are concerned first and second that the magnitude is not great.

With that I thank you for our time and would like to turn it over to our forester, Mr. Robinson.

Senator JORDAN. Thank you, Mr. Evans. I appreciate your testimony, and now we will be glad to hear from you, Mr. Robinson.

STATEMENT OF GORDON P. ROBINSON, FORESTRY CONSULTANT, SIERRA CLUB, SAN FRANCISCO, CALIF.

Mr. ROBINSON. Mr. Senators, I am pleased to be able to appear today on behalf of the Sierra Club. I am its forestry consultant from San

Francisco where our general headquarters are located. I am a professional forester with over 30 years experience, most of which was in management of the Southern Pacific Land Co. land grant timberlands. The property comprises the largest industrial forest holding in the State of California.

I am appearing before you to oppose the National Timber Supply Act S. 1832, and its counterpart known as the National Forest Conservation and Management Act of 1969, H.R. 12025. The Sierra Club's basic position has been set forth by my colleague, Mr. Brock Evans. But I wish to offer some additional comments from the point of view of a professional forester. In his statement before the Senate Subcommittee on Housing and Urban Affairs, March 21, 1969, my colleague, Mr. Evans stated that:

> We have no objection to the Timber Supply Act authorizing additional funds for the purpose of intensifying forestry on land dedicated to that use, assuming ecologically sound forestry principles are followed and full attention is given to other multiple use values.

Most conservationists and professional foresters that I know are in agreement with that. On the other hand, most conservationists and a growing number of professional foresters are profoundly concerned about the campaign industry has been waging against the Forest Service and the manner in which the Forest Service has had to respond by intensifying forestry in the last few years.

I am referring to the practical application of the measures for intensification of timber management described by Chief Edward P. Cliff in his statement to the Select Committee on Small Business, U.S. Senate, November 26, 1968. The measures described in sections 6 and 7 of the bills being discussed are the same concepts expressed in outline form.

No less a forester than Mr. Edward C. Crafts, former Assistant Chief of the U.S. Forest Service, had this to say in his statement to the House Committee on Agriculture May 23, 1969, and I quote:

> It is my feeling that the Forest Service has been and is being pushed dangerously close to the brink with respect to timber management of the National Forests. I do not believe in brinkmanship when it comes to depleting the natural resources of the United States.
>
> The Forest Service over the past two decades has made two serious mistakes in connection with its timber management. First, it has allowed its timber cut to be linked to appropriation justifications and this, of course, puts it under serious pressure to increase the cut in order to get more money. Former Forest Service Chief, Lyle Watts told me that he considered this to be the most serious error of his career.
>
> The second error is that the Service has largely allowed the term "allowable cut" to be substituted for and supersede the term "sustained yield." The first term is not defined by statute and is flexible in meaning. For example, allowable cut used to be the ceiling above which cut would not be allowed to go. Now it is generally considered to be the floor below which cut will not be allowed to fall. On the other hand, sustained yield is defined by statute and the Forest Service should stay with it. The agency may have gotten itself trapped by being drawn away from sustained yield and the statutory protection it gives.

I would go beyond that. The Forest Service has increased its cut from a little over 5 billion feet a year in 1950 to nearly 12 billion feet a year today. They are now selling timber at a rate about 50 percent in excess of that which can be sustained, and this in response to pressure from that same long line of lobbyists who have taken up so much of our time in these hearings.

Where good forestry is practiced the land usually offers a satisfactory esthetic experience to the visitor most of the time. Good forestry consists of limiting the cutting of timber to that which can be removed annually in perpetuity. It consists of growing timber on long rotations, generally from 100 to 200 years depending upon the species and the quality of the soil, but in any case allowing trees to reach biological maturity before they are cut.

It consists of practicing a selection system of management where this is consistent with the services of the species involved and this is usually the case. Where this is not so it consists of making the openings as small as possible, preferably not exceeding in diameter about half the height of the surrounding timber.

Finally, it consists of taking infinite precaution to protect the soil, our all-important basic resources. This is immediately applicable to virgin forest, but must be regarded as a long-range goal where extensive areas of forest commence with plantations as in the South. This is multiple-use forestry when applied to commercial timberland.

But this is not the way our National forests are being managed today. In the last few years—largely in the postwar era—the Forest Service has been under severe pressure from industry to increase the allowable cut, as I already mentioned. Also they are operating under firm instructions from the Secretary of Agriculture to get out the allowable cut, beginning I believe with Secretary Freeman in 1961.

There is strict supervision to see to it that they do get it out every year, or at least that they sell it. The result is that they have been rationalizing away the principles of good forestry. They are grossly overcutting the accessible high quality timber and are attempting to justify it on the strength of growth estimates of marginal timber in high elevations and on unstable soils. They are apparently attempting to practice flat land forestry, which may be quite suitable under conditions that prevail in the South, to our steep and frequently fragile western forests.

This seems to be an appropriate place to ask, will intensification of forestry on the West coast depress prices of southern pine? After struggling for 45 years to establish a stable forest industry in the South, do we want to undercut ourselves with this measure?

We made a mistake during the early part of this century by permitting agricultural development of marginal lands in the Southwest, particularly Oklahoma and Arkansas. The results were disastrous as you recall.

I believe today the Forest Service is making a similar mistake by opening up marginal timber to logging, particularly in the Rocky Mountains and the high elevations of the Far West.

I would like to give you examples from all over the West. However, I shall limit myself to one in order to prove my point without taxing your patience. In the ponderosa pine region, the Forest Service seems to be practicing either one of two principles in selling timber now. Where there is advance reproduction, generally consisting of seedlings and saplings, they practice what is called overstory removal. That consists of selling everything of merchantable size. Where there is not satisfactory advance reproduction, they clearcut, terrace, and plant.

I am attaching two photographs taken recently in the Bitteroot National Forest. The first picture shows an area of ponderosa pine which

has been under a selection system of management since the days of Gifford Pinchot. I am giving you a glossy print.

Senator JORDAN. May I keep this for the record?

Mr. ROBINSON. Yes, that is for making a plate for the record.

(The photograph is as follows:)

Where good forestry is practiced the land offers a satisfactory esthetic experience to the visitor most of the time. Under such forestry, depicted in this picture, other values such as recreation, fish and wildlife habitat, and watersheds are protected. This type of forestry was practiced until recently when the Forest Service began to yield to pressure from industry. Scene shows area of Bitteroot National Forest logged about 1950. Photo by Gordon Robinson, September, 1969.

Mr. ROBINSON. It was difficult to convince the young lady in the foreground that this land had ever been logged. We had to point out stumps to her.

You will observe that there are trees of all ages present and the land is fully stocked. The bulk of the growth in this forest is in large trees and consists of high quality and highly valuable material. The forest continues to serve all its multiple uses of timber production, recreation, watershed and wildlife habitat.

The second picture taken just around the bend from the former one shows where the Forest Service clear cut, terraced the land and planted. This operation was completed about 1966.

(The photograph is as follows:)

Senator JORDAN. May I ask a question at this point.

What did they do with the small timber? Does that go to the pulpwood manufacturers?

Mr. ROBINSON. I am not certain where that went, but there are plants using very small timber in that vicinity, and this is about 60

This picture illustrates an attempt to maximize the production of wood through intensified forestry, as proposed by the Forest Service. Many subtleties of good forestry are ignored; values for recreation, wildlife, watershed and fisheries are greatly impaired. This terraced area was logged in Montana's Bitteroot National Forest in 1966. Photo by Gordon Robinson, September, 1969.

miles south of Missoula, and this is a large pulpmill in Missoula and I presume the small material went to the pulpmill. But I saw large truckloads heavily loaded with very small logs going to a plant making studs there near Missoula.

Senator JORDAN. Two by fours?

Mr. ROBINSON. Yes, so I assume they are using it pretty thoroughly.

One need not be a forester to recognize the singleness of purpose with which this land is being managed. I challenged one of the Federal foresters on this particular enterprise and he tells me it improves the hunting. I am sure he is correct—we saw deer standing like statues trying to look like logging debris. They had no other defense. Many thousands of acres of steep sandy soil has been given this treatment on the national forests in the last few years. Such intensified forestry is unacceptable to the American people.

I noticed in Ed Cliff's statement this morning that in the Rocky Mountains they propose to provide this treatment on 1,169,000 acres.

Senator JORDAN. Which treatment are you speaking of?

Mr. ROBINSON. The treatment that you see in that second photograph.

Senator JORDAN. Where they cleared it all off and replanted it?

Mr. ROBINSON. Right.

Senator JORDAN. And terraced?

Mr. ROBINSON. Reforestation it says here in the Rocky Mountains.

Senator JORDAN. If they do not do a mighty good job of terracing you will lose all your topsoil and it will run down in your rivers and valleys.

Mr. ROBINSON. That is not multiple use of it, sir, and there is a law that requires the Forest Service to practice multiple use.

Now I want to call your attention to the Douglas Fir Supply Study which was distributed by the regional foresters from Portland and San Francisco under cover of a letter dated June 25, 1969.

Senator JORDAN. This will be carried along with the record but not made a part of the record.

Mr. ROBINSON. Oh, yes. You can get all of the copies of that you wish.

Senator JORDAN. This costs too much a page to put a magazine in, you know.

Mr. ROBINSON. Oh, yes, certainly. I am only introducing it here so that you will know of it for identification.

Senator JORDAN. We will have it.

Mr. ROBINSON. On page 14 of that bulletin there is an illustration entitled figure 5. This figure shows that under current rotation at a low level of management the annual saw timber production will drop about one-third to its sustained yield capacity at the end of the 10th decade.

They clear-cut this so that the volume of timber that would be cut annually in the second rotation is that which has grown since. Therefore, that is the sustained yield capacity and that is shown to be only two-thirds of what they propose, what they are cutting now, and they want to intensify that by increasing the cut.

This is a candid admission that the forest is already being cut at 50-percent in excess of sustained yield capacity. Inspection of that publication will show that every alternative reported by the Forest Service in this study will result in a drastic reduction in the production at the end of the first cutting cycle.

But other alternatives were studied, including five lengths of rotation. It would be valuable for us to know the multiple use values of all the alternative studied, particularly that of even-flow sustained yield, if indeed that was one of the alternatives.

I call your attention also to the illustration on page 6 entitled "Multiple Use." Please note the logging truck zooming along a straight road engineered to get logs to the mill at least cost, while a fisherman stands on rip rap along a stream, and a beautiful meadow is cut off from its natural outlet by the logging road. The very use of this and other pictures in that publication demonstrates an alarming lack of sensitivity.

The Douglas fir supply study draws no conclusions but according to the letter of transmittal:

> The study shows intensive management will increase yield and growth substantially with present rotation with only minimum impact on other resources.

The regional Foresters state:

> We heartily endorse this course of action as an initial effort to increase timber production. We plan to implement this program on every working circle as the means to do so are made available.

Clearly, gentlemen, the means should not be made available, for the American people are becoming increasingly alarmed at the declining quality of our environment and do not want such intensified forestry. Rather the service should be liberated from any pressure from the

Secretary of Agriculture to get out the allowable cut and admonished to return to sustained yield, as former Chief Lyle Watts said.

In conclusion, I submit that passage of this or any similar bill setting up the Forest Service with huge funds to draw on for intensification of forestry will undermine the Forest Service in two ways:

(a) It will subject them, or expose them is perhaps a better word, to even further pressure from industry to ignore the multiple uses of the national forests other than rapid liquidation of fine old growth timber, to be followed by ultimate mass production of low quality wood for industry at a greatly reduced rate of production.

(b) Set in motion a Frankenstein, not unlike the notorious freeway construction program which is financed out of gasoline taxes earmarked solely for that purpose.

We recommend the following:

1. Immediate establishment of a high-level commission which will have a mandate to fully investigate the present management of both public and private timberlands, and to make whatever recommendations are necessary to encourage the practice of good forestry on both private and public lands. By good forestry I mean sustained yield on long rotations making the widest possible use of the selection system of management, and protection of all our wild land resources, including preservation of ample wilderness areas representative of all the lands of which the national forests were formed.

2. Legislation to restrict all log exports unless it is determined that timber to go abroad is surplus to domestic needs.

3. Federal programs to expand and encourage the use of wood substitutes.

4. Consideration of rationing and price control if the lumber and plywood supply situation get out of hand.

5. Legislation to require that existing timber sale contracts not be extended by the Forest Service beyond their original termination dates, and that no new contracts be for greater than a 3-year period.

Thank you very much, Mr. Chairman.

Senator JORDAN. Thank you very much. I appreciate your testimony.

Mr. ROBINSON. There are two supplementary statements which I intended to include with this, but did not intend to read but which I have not had the time to prepare. I would appreciate it——

Senator JORDAN. You may present them later on.

Mr. ROBINSON. To be included in the record?

Senator JORDAN. Yes, sir, and we will include them right along with your other statement, and we will keep the hearing open until next Monday for any other statements.

Mr. ROBINSON. Very good.

(The supplementary statements of Mr. Robinson are as follows:)

WHATEVER BECAME OF "TREE FARMS"?

A major conservation battle is shaping up over management of our national forests. This is of critical importance to conservationists because upon the outcome may depend most of our hopes and plans for rounding out our national park system and establishing wilderness areas. Briefly, industry, having largely exhausted its own timber resources, is saying the major cause of crisis in the cities is inadequate housing; that our need is for low cost housing, and that requires wood. The private forests are exhausted, threatening to cause many mills to go out of business on the west coast, and most of the remaining timber is in the national forests. To make matters worse, lumber and plywood prices

are rapidly increasing. Therefore, they say the government should increase the allowable cut on our federal forests, divert timber sale receipts into a massive timber access road construction program, review competitive bidding for public timber, block any further withdrawals for parks and wilderness, and begin salvage and improvement cuttings within parks and other reserved areas.

They overlook the fact that timber consumption in the United States has remained nearly constant for about half a century, despite increased population and vastly increased per capital industrial production. Every rise in the price of lumber and plywood is accompanied by an irreversible introduction of wood substitutes, usually with improvement in construction and design.

Once upon a time, the lumber industry thought it could avoid this crisis by converting private forests to "Tree Farms". Today it is obvious "Tree Farms" don't work, and their history demonstrates they were never meant to work.

Whatever happened to "Tree Farms"? Let's review the whole situation.

The national forests were established through a series of acts of Congress and executive orders starting in 1891. There was widespread concern at that time, because lumbermen had been cutting and getting out with no regard for our future needs for timber and for watershed protection. The purposes in setting up our own forestry enterprise, aside from the obvious goal of assuring ourselves of timber, was to learn how to manage the commercial species occurring on the North American continent; to develop a reservior of personnel who understood the techniques of managing these forests; and to demonstrate that forestry could pay. It was hoped and expected that in this way the national forests would lead to sustained yield management of our privately owned forest lands. By 1933, however, it had become obvious that this plan was not going to work. That year the Secretary of Agriculture published *A National Plan for American Forestry*. The report described the failure of private forestry in the United States in great detail and called for public regulation. The subject was debated with much heat until, finally in the mid 1940's, proposals for federal regulation were defeated in Congress. They have not since been revived.

Lumbermen rallied in their own defense during this battle and developed a three point program to make people think they were responding to the need voluntarily. It involved "Keep Green", "Tree Farms", and a variety of ineffective state forest practice acts. "Keep Green" was legitimate enough. It was simply a plan to alert people to the need for fire protection by promoting display of such signs as "Keep Oregon Green". This unfortunately was the only part of the program that accomplished much positive god. Both the "Tree Farm" scheme and the state forest practice laws are based on the fallacy that the profit motive per se will solve all of the problems. Industry spokesmen have said for years, and keep saying, they will grow trees when it becomes profitable to do so. Unfortunately it takes longer to grow trees to maturity than a man lives, so no man ever considers it profitable. Pulp and paper companies can successfully grow cordwood because that is usually young timber that can be produced in a few years on good land. Any individual or firm trying to grow mature timber, however, is up against competition and others who yield to the temptation to squander their resources capital.

The "Tree Farms" campaign must be recognized for what it is: propaganda. The trade associations, representing lumber and other forest industries throughout the country, approach timber land owners with a proposal to dedicate their lands as "Tree Farms". This consists of asking them to sign a statement pledging to follow three basic rules: 1) Keep "Tree Farm" land in good condition to produce timber crops; 2) Protect his trees from fire, disease, insects, and other damage; and 3) Harvest "Tree Farm" timber in such a way that the land will continue to produce timber for future use. The owner is invited to a dedication ceremony in which a sign is put up in some beautiful place along a road, dignitaries are invited, speeches are made, photographs taken, and publicity offered to the press. Then, of course, industry publishes annual statements showing the number of "Tree Farms" in the United States, the number of acres in the "Tree Farm" scheme, and charts showing the curve going encouragingly upward. Their own acreage is included. But here is the reality; the owner makes no pledge to match cut with growth. Sustained yield forestry consists of maintaining a fully stocked stand of trees of all ages, and limiting cut to the quantity that grows during the cutting intervals. In "Tree Farms" mention of this principle is carefully avoided. Yet their publicity very cleverly insinuates that the lands are being scientifically managed for continuous production at an even rate. Take another look at pledge 3). What it means, simply, is that the owner agrees not to divert his forest land to other use after logging!

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State forest practice laws passed about the same time are similarly conceived and subject to the same criticism. In California, for example, the state is divided into four districts, each of which has a forest practice committee appointed by the Governor; and by law, dominated by lumbermen. These committees prepare forest practice rules, and have the final say as to their content. After over twenty years of struggling through public meetings the rules in effect today make no mention whatever of matching cut to growth. They are designed simply to leave forest land in such condition that it would continue to be so classified in a land use survey, unless the owner declares an intention to divert it to some other use. Frequently it is left in such deplorable condition that it can have no other use. It is even questionable whether a forest can return to its mature state by natural processes at all, on some lands, except in a period of time that can be measured only in geological terms.

Increasingly, while this is going on, industry has been trying to raid the national forest to make up for their own deficiencies. Their attacks have been many and varied. They are well planned, and are usually successful. For example, strange things have been happening with our forest inventories.

A network of forest experiment stations across the country operated by the U.S. Forest Service is responsible for making periodic national timber resource surveys. The figures apply to both private and public lands, and are generally the basis for management planning on the national forests. Corresponding sets of figures derived from four of their reports are shown in the following table:

SOFTWOOD, CONTINENTAL UNITED STATES (ALL OWNERSHIPS)

[In millions of board feet]

Source	Date	Growth	Drain	Indicated change per year	Reported volume of standing timber
Copeland report	1925–29	8,311	40,229	−31,918	1,496 000
Reappraisal report	1945	21,848	38,530	−16,682	1,297,000
Timber Resources Review	1953	28,010	36,550	−8,540	1,684,000
Timber trends in the United States	1962	35,866	36,748	−882	1,877,000

Let us dwell on these a while. Inspection will show that the average growth in the period 1925–9 to 1962 has been about 23.5 billion board feet per year. During the same period, the average drain has been about 38 billion board feet. Net change during the 35 year period was therefore an annual loss of 14.5 billion feet. If we apply that to the 1.496 billion we started with, the 1962 total should be 988 instead of 1,877. The question is, where does the extra 998 billion feet come from that is shown in 1962? It may be argued that the earliest of these surveys was primitive and incomparable to subsequent ones, inasmuch as it was conducted prior to development of protogrammetry and modern sampling techniques. But there is no excuse for the three most recent surveys being incomparable unless they were planned that way to disguise industry's failings.

Duncan Dunning, the great silviculturist of the western pine region, angrily resigned from the California Forest and Range Experiment Station over this sort of thing, calling it "The more you cut the more you grow theory."

The big increase in estimated volume of commercial softwood came with the *Timber Resources Review*, data base 1953. The Forest Service explains: "There are numerous and complex reasons for lack of comparability between inventories (the series referred to above), such as changing utilization standards, changing diameter limits, changing definitions of forest land, changing criteria as to commercial species, and changing standards for defect," That explanation covers a multitude of sins.

The "boys" really got in there that time. Look what it says in the introduction.

"Completion of the *Timber Resource Review* has involved five principal phases: (A) Planning; (B) Field surveys and assembly of data; (C) Data compilation and interpretation, (D) Preparation of preliminary report, and (E) Review and revision of preliminary reports.

"The planning phase, particularly, was characterized by a great deal of

group and individual consultation. An informal national advisory group consisting of the following organizations was established:

American Farm Bureau Federation
American Federation of Labor
American Forestry Association
American Paper & Pulp Association
American Pulpwood Association
Association of State Foresters
Congress of Industrial Organizations
Council of Forestry School Executives
Farmers Union of America
National Grange
National Lumber Manufacturers Association
Natural Resources Council of America
Society of American Foresters

It was probably this partnership between government and industry that produced their arrogant and false optimism:

"The outlook for forestry in a national setting as just described could hardly be other than favorable. There have been relatively high prices, strong demand, and no general depression in recent years. Forestry is being practiced on both private and public lands at an accelerated rate. It is increasingly recognized that growing timber is economically profitable under certain conditions, particularly where forest industries have substantial timber and financial resources.

"Adjustments of a financial character favorable to forestry and forest industries have recently been made, such as the 1943 timber capital gains amendment to the Internal Revenue Code and the Federal tax amortization program under which accelerated write-off of new plant investment was permissible. In 1953, national banks were authorized to make loans for terms up to 10 years secured by forest tracts "which are properly managed in all respects."

"In general Federal, State, and private forestry programs are moving forward, some more rapidly than others. Short term ups and downs have occurred, but over the last several decades the progress in forestry has been remarkable. . . ."

Remarkable Indeed! The "Adjustments of a financial character" led promptly and directly to destruction of most good private forestry being practiced, at least in the western states. Several firms expanded dramatically by buying up choice tracts of virgin timber or borrowed money, frequency from owners practicing sustained yield management. They expanded plant facilities on the fast write-off. Junking the forestry programs they accelerated liquidation of old growth, using all they could themselves and selling more to outside firms. All this was to maximize income subject to capital gains (25%), instead of the usual corporate income tax of about 50%. The Internal Revenue Code provides that a timber operator may claim the difference between his cost and current fair market value of timber cut or sold during the year as income subject to capital gains. By buying up the available timber in a given area one can take advantage of operators who do not have timber of their own, and sell trees to them at high prices. This establishes the market value necessary for maximizing income subject to the favorable tax rate. It also provides the money to repay the loan which financed the whole venture.

These industry-sponsored laws have a similar influence on firms already owning large timber holdings. For example, at its annual meeting in 1968, International Paper Company, reputed to be proprietors of the world's largest hoard of timber resources, announced "The company will step up the harvest of timber from its own forest lands and begin to maximize profits by treating the land as current profit centers rather than as resource banks for future use."

The result is well illustrated by a 1968 forest survey publication *The Timber Resources of Humboldt County, California*, published by the U.S. Forest Service. Humboldt County is the heart of the Redwood region. Its highways are lined with "Tree Farm" signs. Everywhere you stop you are handed invitations to visit the "demonstration forests," to learn how industry is growing more redwood trees than ever, how jobs grow with trees and how private enterprise is scientifically managing its forest resources for America's future. The 1968 publication says that the annual cut in Humboldt County in recent years has been in excess of 1,300 million board feet, and the cut exceeds annual growth by 270 per cent. That means the cut is 3.7 times growth. It also says that 90 per cent of the cut comes from private land, which comprises only 75 per cent of the commercial

forest land. The remaining 25 per cent is national forest and other public land under sustained yield management. The cut, then, is 4.1 times growth when that 90 per cent is allocated to all private land. The report also points out that industry has a bare 15 years to go from January 1967 on old growth timber, after which they will be dependent upon the young growth. But young growth amounts to less than one quarter of present volume. To make matters worse, the young stands are already being cut, and much of it is being sold for shipment to Japan.

The impact of industry's influence on the *Timber Resources Review* of 1953 was particularly damaging to our national forest. "Compromises were made on points which weakened the value of the information for management planning purposes," is the mild way in which it was described by a Board of Review a few years later. The subject is very technical, but in simple terms the Forest Service got stuck with an inflated inventory of its operable timber, which in turn led to overestimates of the quantities of timber that can be cut under sustained yield.

Another attack on the national forests was launched in February, 1962, by the National Lumber Manufacturers Association when they formally asked the Secretary of Agriculture to make a four point demand of the U.S. Forest Service. The points were these:

1. To put pressure on each national forest to maximize its allowable cut and to sell it annually. This was to be done by requiring annual reports showing a variety of statistics such as maximum allowable cut, volume under contract, volume sold, average potential growth per acre and corresponding cut per acre on the commercial forest land.
2. To require a procedure for appraising national forest timber that would assure industry low to moderate prices.
3. and 4. To establish an appeals procedure, and to modify the national forest timber sale contract with the view of giving purchasers freedom to log as they please on timber sales.

The Secretary of Agriculture granted most of industry's requests, and the impact on our national forests of this, combined with the inflated inventory, has been disastrous.

Beyond that industry won yet another victory about the same time by getting the Forest Service to shorten their rotations. The combined effect was most noticable in the western forests. In California the allowable cut was boosted from 1.399 billion board feet in 1961 to 1.976 billion in 1964. In the Pacific Northwest it went from 2.967 billion in 1965 to 4.103 billion in 1962. Pressure was applied to get out the revised allowable cut by the technique urged in the lumber industry's. Point 1. In many instances this precipitated a serious reduction in standards of timber management. The Forest Service did not have personnel to handle the increased work load, and much of the allowable cut could not be sold without time-consuming road construction. Roads, it must be remembered, very often cannot be built without first acquiring easements across property belonging to reluctant owners, and condemnation proceedings may drag out for years. Two basic procedures were used to get out the increased cut.

One technique was to employ every pretext that could rationally justify an increase in the proportion of timber marked for cutting within a given stand. For example, where mistletoe infestations exist, instead of cutting selectively they would clear cut the area because this pest spreads by seed falling off the branches of tall old trees onto smaller timber. Another example was adoption of a system called "Unit Area Control" in the pine and mixed conifer types which permits the person marking timber to find justification for prescribing removal of practically everything.

The other technique was to gerrymander the sustained yield management units called working circles, combining them into fewer larger areas, thus making it possible to justify heavy cutting in accessible timber on the strength of growth estimates in remote and sometimes marginal timber.

Industry's point 2 was similarly successful. For many years timber on the National Forests has been priced so modestly that any competition at all will run the bids up to double the appraisal. The argument is that it doesn't matter if the minimum asking prices are low because under a system of competitive bidding, competition will run the price up to where it belongs. The fact is that buyers of national forest timber frequently agree among themselves in advance of bidding to keep prices under control. While this is unlawful, evidence is very difficult to obtain and national forest officers are often inclined to close their eyes to it.

This brings us back to our original thesis. A major attack is being waged by industry upon our public forests, and conservationists must work together to insist upon excellent management of our forests. Unless we head off this threat, it will be impossible to obtain more wilderness; and it will be difficult to maintain what we already have. We must not allow our public timber to be sacrificed merely to get industry off the hook for failing to put its own lands under sustained yield.

Excellent Forestry

"Forests form and thrive best where there are no people—and hence no forestry, and those are perfectly justified who say: Formerly we had no forestry science and enough wood; now we have that science, but no wood . . . Germany formerly contined immense, perfect, most fertile forests. But the large forests have become small, the fertile have become sterile. Each generation of man has seen a smaller generation of wood. Here and there we admire still the giant oaks and firs, which grew up without any care, while we are perfectly persuaded that we shall never in the same places be able, with any art or care, to reproduce similar trees. The grandsons of those giant trees show the signs of threatening death before they have attained one-quarter of the volume which the old ones contained, and no art nor science can produce on the forest soil which has become less fertile, such forests as are here and there still being cut down. . . . Without utilization, the forest soil improves constantly; if used in an orderly manner it remains in a natural equilibrium; if used faultily it becomes poorer. The good forester takes the highest yield from the forest without deteriorating the soil, the poor one neither obtains this yield nor preserves the fertility of the soil."

The foregoing was extracted from the Foreword to *Principles of Silviculture* by the late Frederick S. Baker, Professor of Forestry and Dean of the Forestry School of the University of California. It is interesting to note that he was quoting from the preface to *Advice on Silvculture*, 1816, by a famous German forester named Heinrich Cotta, and that the piece was also used by Dr. B. E. Fernow to introduce the *American Forestry Quarterly* in 1902. Thus, we have it from three great foresters spread over a period of 150 years that the ideal forest is where there are no people.

The quality of forestry in the United States is low and getting lower despite all the encouraging reports we get these days to the contrary. Most industry continues to cut sawtimber faster than it grows, and to consume whatever timber it can buy without husbanding its own lands. The quality of management of our national forests is being eroded under pressure from industry. Many people are questioning these matters. I propose therefore to describe excellent forestry together with its justification to provide the layman with a basis for judging the quality of timber management wherever it is encountered, or at least to know what questions to ask.

Forestry is defined as "the scientific management of forests for the continuous production of goods and services." "The practice of forestry with the objective of obtaining the maximum of volume and quality of products per unit area through the application of the best techniques of silviculture and management" defines intensive forestry. But silviculture consists of silvics modified by economics, and silvics is defined as the ecology of trees. To avoid confusion resulting from consideration of shifting economic factors, I am using the prhase "excellent forestry", which might also be referred to as applied silvics.

Excellent forestry has four characteristics, each of which requires considerable elaboration for clear understanding. First of all, cut must be matched with growth—that is to say the amount of timber removed from one's property must not be more than the amount that will grow in the cutting interval. This is generally referred to as sustained yield and where one is working with virgin timber, this means continuous production at an even rate with the aim of achieving at the earliest practicable time an approximate balance between net growth and harvest either by annual or somewhat longer periods.

Excellent forestry also implies growing timber on long rotations, generally speaking I would say from 100 to 200 years. Rotation is the age of trees at the time of cutting plus whatever time is required for re-establishment after logging.

A third characteristic of excellence is selection management in preference to alternative systems such as clear cutting wherever this is consistant with the silvics of the species involved. This implies frequent light cuts, generally not removing more than 10% of the volume at one time. Where clear cutting must

be practiced, as in the management of highly intolerant species, the openings should be kept as small as possible, preferably no greater in diameter than half the height of the surrounding timber.

Finally, excellent forestry is characterized by infinite care to avoid damage to the soil, the all-important basic resource.

The advantages of such management are truly overwhelming. The lowest fire hazard of all the cover types found in our western forests is mature old-growth timber. While the highest hazard is dry grass, the second highest is logging slash on cutover land and stands of saplings. This situation results from the fact that in the mature forest air is trapped by the full canopy thus providing a microclimate kept humid by transpiration of the trees. Also it is cool because of the shade. Fire hazard is primarily a function of fuel moisture content and, in the mature forest, moisture is relatively high and remains so even in the middle of hot summer days. Furthermore, the mature forest is comprised mostly of trees free of branches close to the ground and their bark tends to be fire resistant. Thus, even when fires do occur, they tend to go along the ground burning merely leaf litter and debris and occasional patches of reproduction.

A dramatic illustration of this principle occurred in the Haystack Fire of the Klamath River Country in 1956. At one point the fire roared up the south slope of the Siskiyous, going through three adjacent ownerships situated at about the same elevation and having the same cover type. One was a section of national forest which had been logged a few years before in accordance with the Forest Service Region Five standard marking rules. This had resulted in the removal of about 60% of the volume comprising primarily the oldest and largest trees. The second piece was virgin timber, and the third was property belonging to a lumber company that had recently removed everything permitted under the California State Forest Practice rules. That involved cutting about 90% of the volume, and spared only trees under 20 inches or so in diameter. The fire killed about half of the timber on the national forest parcel, killed every living thing on the lumber company's land, but as near as I could tell did not burn any more than a few patches of small reproduction in the virgin forest, although it did burn the decayed heart out of the few standing dead trees which fell, leaving a few hollow logs to become habitat for a variety of friendly little living things. Clearly, the forester who maintains the full canopy and practices light selective logging is least likely to suffer disaster from fire.

While foresters frequently insist upon the fellling of all dead trees during logging operations for fire suppression purposes, it is frequently overlooked that these very trees are required habitat for many birds who perform great service in controlling insect enemies of our forests. These birds include woodpeckers, chickadees, titmice, nuthatches, creepers, mountain bluebirds, and the violet green swallow.

Light selective logging, or clearcutting in small openings provides maximum assurance against windthrow. During the great Columbus Day storm of 1963 along the west coast, a tremendous amount of damage occurred in heavily cut stands. Relatively, the damage was much less in virgin timber.

Damage from insects and diseases is far more severe where clearcutting is practiced than in the selection forest. Where large areas are clearcut, as in conversion to even-age management, certain insects may breed in the slash in great numbers and later attack the young reproduction.

Where clearcutting is practiced there is always a tendency to establish plantations of one species rather than mixtures without regard as to how the planted species naturally occur. A pure stand forms an ideal situation for a disease to build up to epidemic proportions. Infection is direct and rapid from tree to tree and if one species is destroyed there is nothing left. The most hazardous pure stands are even-aged stands because fungus parasites are often virulent during only one stage of the development of the trees. Pure stands of trees outside their natural range are particularly liable to difficulty. Pure stands, those composed of a single species, are particularly susceptible to disastrous outbreak. For instance, outbreaks of the hemlock looper have been especially destructive only in stands composed of a high percentage of hemlock, where a heavy mixture of other species occurs, infestation soon thins out and loses its destructive power. Attacks of the spruce bud-worm also have been most destructive in stands composed of a high percentage of the firs and Douglas fir. It is particularly important that the cuttings in stands that normally grow as mixed types should not favor the leaving of the single species. Since most insects and diseases of forest trees are limited rather sharply to one or a few host plants, mixed stands offer far fewer opportunities for epidemics than do pure stands. In the case of insects,

every tree in a pure stand offers food and breeding ground. In the case of fungi the liberated spores find favorable hosts everywhere. In both cases destructive concentration can readily be built up in pure stands.

Plantations of young pine in California are being invaded by a variety of little-known insects, some indigenous and some imports. They damage the stand by reducing growth from sap sucking and defoliation. Some insects kill the tops of the leaders causing crooked or forked stems. Dead stubs make easy entry for heart rot and, in a number of cases insects will kill the trees outright. The pine reproduction weevil and the more familiar bark weevils are principal agents of tree killing in young stands.

Fomes pini, the agent which causes decay in the butt logs of a good many fire-damaged old trees is a minor nuisance in a virgin forest and tends to be eliminated almost entirely in the selection forest. However, where clearcutting is practiced, the disease spreads through the stumps and roots of the felled timber to become an epidemic, killing young trees.

Forests can and should be managed to produce a continuous even flow of old growth timber. Old growth is far superior to second growth, however you look at it. Stumpage prices are much higher for old growth than for second growth timber. Furthermore, it is anticipated that young growth stumpage prices are not likely to increase substantially over the next 25 to 50 years. Prices of higher-grade commodities will increase substantially, but that can't come from young growth. There will be a great increase in the use of pulp, but the great quantities of young growth available will hold prices down. In pulp, furthermore, quality of fiber will become an important factor.

The points made in this report show the advantage of growing timber slowly and on long rotations. In the dense canopy of a selection forest the trees tend to grow slowly. This is not to say that the total timber grown is any less on a volume basis than in even-aged stands. Returning to quality considerations, the suitability of second growth Douglas fir for veneer is greatly diminished because it is not only undesirable for veneer faces but also veneer cuts are rough; the numerous knots tend to chip the knife although lathe settings are no more critical than in old growth. If lumber is produced the yield of high grade material is lower than from old growth trees.

As a tree matures and grows in girth, the cambium produces longer and thicker walled cells. The length of fibers laid down in new growth in conifers increases with the age of the tree. Length generally varies from 1 millimeter at age one to about 4 millimeters at age 70—after which length remains constant with increase in age. This means that where timber is being grown for fibre, the longest fibres occur only in that part of the tree which has grown after age 70. It would seem to be good business, therefore, to grow trees to an age of 100 to 200 yars and to use for pulp chips the slabbing from squaring or rounding the logs, and making high quality lumber and plywood from the remainder of the core. This is essentially what is done with our virgin timber today, but not with trees grown on a short rotation.

What has been said about the length of fibres is true also of the density or strength of fibres. That part of the tree which has been laid down by the cambium layer after age 70 contains the strongest fibres as well as the longest ones. There seems to be one slight difference, however, between this and the length of fibre in that as trees grow more slowly they tend to have dense fibre in the crown as well as in the lower bole. Consequently the tops of trees grown on a long rotation are superior for pulp purposes.

That part of the conifer grown below 40 to 50 years of age is inferior in having a high proportion of extractives. The yield of fibre will be small and the amount of dissolved material that must be disposed of is proportionally higher than in pulping slow-growth old wood. This adds to production costs as well as water pollution problems with pulp mills.

We hear much talk these days from both foresters and industry to the effect that they cannot afford to grow trees on a long rotation or to great size and that they must clearcut for economic reasons. These appear to be false impressions. A recent study showed that the cost of felling, limbing, and bucking trees from 45 to 48 inches in diameter cost $7.04 per thousand board feet in contrast with $18.36 per thousand board feet for trees between 12 and 16 inches in diameter. Similarly the cost of yarding and loading was twice as much for trees 12 inches in diameter as it was for trees 30 inches in diameter.

The February, 1969 issue of the *Journal of Forestry* reports the findings of a research team studying comparative logging costs under four cutting specifica-

tions ranging from single tree selection to clearcutting. They concluded that logging costs from standing tree to truck do not differ appreciably with cutting method, and the forest manager is therefore free to choose a cutting technique on the basis of management and silvicultural considerations other than costs.

A recent study in the redwood region indicated a logging cost of $11.37 per thousand board feet in a selection forest and $11.45 per thousand board feet where clearcutting was practiced. This was a study conducted by the U.S. Forest Service in the Redwood Purchase Unit. A similar study made in the pine region showed that where clearcutting was practiced, involving 17,000 board feet per acre, 133 man minutes per thousand board feet were expended. Heavy selection cutting involving 13,00 board feet per acre required only 118 man minutes per thousand board feet. But, surprisingly, a light, sanitation-salvage cut involving only 3,000 board feet per acre cost only 119 man minutes per thousand, considerably less than clearcutting.

These rather surprising figures are explained by the fact that where selective cutting is employed we are removing only the largest trees which gives us the greatest handling efficiency during each step of the logging process.

The size of clear cut openings is a slightly different consideration. Here, presumably, we would not have the compensating factor of large trees as in selection cutting, although clearcut patches may be selected on approximately the same basis as individual trees. An experiment was conducted in 1965 by the Forest Service in the mixed conifer area of the Sierra to determine the relative cost of logging various sized openings. The openings ranged from a diameter of 30′ to 90′. Costs for logging were found to range from $7.04 to $7.99 per thousand board feet, and the author observed that the differences were not statistically significant, concluding thereby that the size of the opening is irrelevant to the cost of logging.

Selection management provides us with many advantages in obtaining reproduction. There is no difficulty with seed source. We are assured of reforestation with trees acclimated to the particular site. Collecting seeds in one area for reforestation in another is far more hazardous than most foresters realize. In general, naturally regenerated stands are less susceptable to disease than those artificially reproduced. Seedlings are preferable to sprouts, because sprout growth is usually more susceptible to disease. At best, trees are more or less injured by planting. Roots are particularly subject to injury thus increasing the incidence of damage or disease. Less obvious are difficulties arising from collecting seed from different life zones than those in which they are sown. Experience shows, for example, that trees grown in low elevation from seed gathered in a higher elevation are apt to be late in starting their spring growth. This can be serious in localities where we experience long summer droughts as in California. Conversely, trees grown in a higher elevation from seed collected in a lower elevation may burst their buds and start to grow at the first signs of spring only to be killed back by heavy frosts. More subtle difficulties arise when trees are planted outside their natural range. Silviculturists have warned of this since forestry began in the United States, but so far they appear not to have been heard. For example, foresters have been planting Monterey Pine in northern California because of its rapid growth and presumed desirability for pulping. It had generally been assumed that the limited natural range of this species to the Monterey peninsula was the result of the tree failing to migrate back northward following an ice age. Now we are finding, however, that a native rust is killing off the plantations. Evidently there is something about the soil or climate of the Monterey peninsula that permits the tree to grow there despite presence of this rust. Or it could be that some alternate host for the rust itself is unable to grow in the area. Future research will probably give us an explanation. The point is that the general principle of relying upon natural reforestation is a valid one that should not be ignored.

American foresters notoriously disregard the effects of logging practices upon soils. This is particularly true of the post war era in which logging has become highly mechanized and where much of the remaining timber being logged is on steep ground. It seems that the tractor drivers feel secure only when they are in an upright position, and they consequently have a tendency to drop the bulldozer blade wherever they go. This is having obviously disastrous results throughout the west. Logging should be conducted with light, small equipment, preferably rubber tired, in order to be maneuverable around trees left in selection forests and to function without disturbing the soil. All logging should be planned and supervised to prevent this damage, and no logging should be permitted where complete protection of the soil can not be assured.

Clearcutting promotes erosion and compaction of the surface soil, particularly where mineral soil is exposed. Clearcutting allows organic matter to become dessicated, slowing down decay in dry climates such as California. Clearcutting exposes the forest floor to intense insulation and evaporation and, as a result, the normal soil life of fungi, bacteria, worms, microscopic plants and animals of all kinds are destroyed or at least greatly changed, with fauna and flora of open lands coming in. This is usually undesirable. Clearcutting invites invasion of vegetation that severely competes with forest tree seedlings. In the northwestern United States, clearcutting of forests and forest fires have increased floods from watersheds from both rain-snow melt floods and snow melt floods. Where stocking of the forests has recovered with time the flood peak discharges again decrease.

Conditions in natural stands point strongly to the fact that there is no factor more important in relation to disease than tree vigor. Stands on good sites are generally not damaged significantly by native diseases, but those on poor sites often suffer severely. If site is allowed to deteriorate by careless logging, particularly by excessively bulldozing the surface, subsequent stands are going to be less vigorous than their predecessors and more subject to loss through insects and diseases.

Something should be said also for maintaining the natural mixture of species that occurs in the forest. This, too, is best done through reliance upon natural reproduction. Some species make excessively heavy demands on soil nutrients when planted in pure stands. They may do well in youth but later slow up and deteriorate. The admixture of species that makes light demand on the soil and whose leaf litter decomposes readily into a mild, rich humus is often necessary. Furthermore, pure stands may fail to utilize the site completely, either because they are composed of an intolerant species and in consequence have thin open crowns which presumably fail to utilize the sunlight completely, or because they are shallow rooted and utilize only part of the soil.

Care in maintaining the soil through light selective logging and other methods is of great importance in sustaining the quality and productivity of the soil for these many reasons. It tends to maintain soil porosity and its water absorption qualities thus reducing erosion and flood damage. Care of the soil and maintaining a full canopy also protects the habitat for fish in streams by keeping the water clean and cool and by preserving spawning beds. Silt and slime, the products of erosion, are unsuitable for spawning.

Excellent forestry largely preserves the beauty of the natural forest. I daresay that for most people such well managed forests will quite adequately serve most of their wild and recreational needs. But maintaining the natural beauty of the forests we therefore take a good deal of pressure off wilderness. In contrast, present practices on the national forests, and to a greater extent on private forest lands, is creating an ever increasing demand for more wilderness.

If national parks and wilderness areas become the only places of natural beauty we have for outdoor experiences, people who do not care for wilderness per se will crowd in with those who do. This would not only increase the use of such places but would add to the clamor for roads and other nonwilderness development. Furthermore, if we should reach the sad state of having no large, old-growth timber except within our national parks, we would surely face a great clamor to log that too. Indeed, the overture to this clamor is already being heard. We had a foretaste in the silly arguments advanced in opposition to the Redwood National Park which will be all too familiar to the reader.

Excellent forestry costs nothing but restraint and offers the greatest gifts a forest can provide, except in the ideal situation where there are no people—and hence no forestry.

Senator JORDAN. At this point Senator Sparkman had a statement to file, also Senator Hatfield, and we will insert them at this place in the record, and any others who want to file may get them in by next Monday.

(The statements referred to follow:)

STATEMENT OF HON. JOHN SPARKMAN, A U.S. SENATOR FROM THE STATE OF ALABAMA

Mr. Chairman: I welcome the opportunity to present to this Committee my views on S. 1832, the National Timber Supply Act of 1969, which I introduced in the Senate on April 18, 1969, also on the Committee Print of H.R. 12025, which is an amended version of S. 1832.

Mr. Chairman, one of the most vital issues facing the nation today is the shortage of housing. The historic Housing Act of 1968 established a 10-year goal of 26 million new and rehabilitated housing units by 1978. This was considered the minimum number of units needed to eliminate substandard housing and provide decent, safe and sanitary housing for all American families as called for over 20 years ago by the Housing Act of 1949, and reaffirmed in the 1968 Housing Act.

This 10-year construction goal is also vital to the elimination of slums and blight throughout our nation and to the solution of the crisis of our cities.

Mr. Chairman, we will never meet this goal unless drastic action is taken to increase the supply of lumber and plywood. Without a sharp increase in these vital materials, housing construction may level off at an annual rate well under 2 million rather than the 2.6 million units called for by the 1968 Housing Act. This fact was demonstrated by what happened early this year when a relatively minor rise in housing construction uncovered serious softwood lumber shortages and resulted in skyrocketing prices.

The Senate Subcommittee on Housing and Urban Affairs, of which I am Chairman, conducted hearings in March of this year to determine the cause of the early Spring lumber crisis and what could be done to remedy it and to assure an adequate supply of lumber to meet our future housing goals. My bill, S. 1832, was a product of those hearings.

The basic assumption of this bill and which, in fact, represented the constant theme of the witnesses who testified before the Housing Subcommittee, is that there is absolutely no justifiable reason for this great vast land of ours, one-third of which is covered by forests, not being able to supply the lumber needed to provide decent housing for all of our people. This is particularly evident when one considers that 54 percent of our softwood timber is owned by the Federal government and that the mature inventory of softwood timber is 2 billion board feet, compared with an annual current production level of 30 billion board feet. Furthermore, we learned that the U.S. government is harvesting less than one percent of its inventory per year compared with privately-owned forests harvesting between 3 and 4 percent annually. Also that the Federal government is currently receiving well over $300 million for sale of timber and spending only a fraction of this for improved timber management.

The most obvious conclusion from all of this was that the issue boiled down to the need for more intensive and enlightened management of our national forests. With a tremendous timber inventory, an already existing source of Federal funds, a wealth of unused techniques for improving timber production, and government control of about three-fifths of the softwood timber inventory, there is no reason why the lumber needs of our nation cannot be met for an indefinite period far into the future.

I want to make it absolutely clear that there is nothing in my bill which is intended to deny the use of national forests for recreational and conservation purposes. I voted for and fully support the Multiple Use-Sustained Yield Act of 1960 which states that the national forests are to be managed for sustained production of timber, outdoor recreation, protection of stream flows, livestock grazing and maintenance of fish and wildlife resources. I also support the purposes of the 1897 Act which established national forests for the purpose, among other things, "to furnish a continuous supply of timber for the use and necessities of the citizens of the United States." With good management our forests can be used to meet all of these objectives.

I find it extremely difficult to understand those who oppose the purposes of S. 1832. I do not believe it is fair to our people who need housing that their rights should be denied by a relatively few who, in violation of the Organic Act of 1897 and the Multiple Use-Sustained Yield Act of 1960, would claim that the forests should be preserved inviolate only for recreational uses.

Secretary Romney, in his testimony before our Subcommittee, estimated that the softwood lumber and plywood needs for housing would double by 1978, and

that the total consumption would be 50 percent higher over last year's consumption of 35 billion board feet.

Edward P. Cliff, Chief of the Forest Service, stated before a Senate Subcommittee last year that allowable cuts could, in time, be increased about two-thirds by intensifying timber culture in the more productive portions of national forest commercial timberlands. The Forest Service reported, however, that appropriations by Congress represent only a fraction of the amount needed for the proper development of the national forests. For example, for fiscal year 1970, timber stand improvement and reforestation work were budgeted at only 29.5 percent of the level proposed. Not only is the budget inadequate to carry out the nation's goals, but it is poor business on the part of the government. Mr. Cliff reported that $1 million invested in intensive forest management would add additional timber cuttings worth $215,000 annually. In other words, the amount invested would be paid back in 5 years and from then on it would be clear profit to the Federal government.

Mr. Chairman, I do not want to take the Committee's time in discussing the details of the bill. My main purpose of presenting this statement is to impress the Committee with the tremendous need for improvements in softwood production in view of the housing needs of our nation. I note that there are several amendments proposed in my bill as a result of consultation with the U.S. Department of Agriculture and many other interested parties. For the most part, I have no objections to these changes. However, I would urge your attention to three important requirements.

(1) The bill should clearly spell out the necessity for immediate implementation of the purposes of the bill upon passage as provided by Section 7 of S. 1832. Once funds are assured for more intensive management and improved cultural activities proposed by the bill, there would be an immediate increase allowed in harvesting rates consistent with expected increased timber yields. Unless this is done, the whole purpose of assured advance funding would be in vain.

The risks in such increases by the Forest Service in the allowable cut is minimal. In the first place, if, at a future date, planned measures are not satisfactorily accomplished, my bill would clearly authorize a downward adjustment in the harvesting rate. Secondly, the Housing Subcommittee received ample evidence on the results of intensive management by the successful experience of the Department of Interior, the States of Washington and Oregon, and the Department of Defense in work done as a result of the Russell amendment of 1961 which permitted the Department of Defense to plow back into the forests receipts from sale of timber for improved management purposes.

(2) The bill must satisfactorily provide assured funding adequate to carry out a high level of intensive management and cultural activities within the nation's forests. The establishment of a fund with assured income from a specific source and with specific limited uses related to the source is the best guarantee for adequate funding possible under existing Congressional practices. We need to avoid, if at all possible, the uncertainties of an unpredictable annual appropriation from general revenues. I have no objections to Senator Bennett's proposed amendment to S. 1832 which effectively gives the Secretary of Agriculture full authority in expenditures from the fund subject to veto by Congress. However, I believe it would be well to work out the specific language on funding after consultation with Members of the Appropriations Committee.

(3) The bill must be acted upon soon. The debacle of extreme lumber shortages and skyrocketing prices, which we witnessed early this year, was a timely warning to what is likely to hit us again in the very near future unless something is done soon. Our goal of decent housing for all will be frustrated unless early attention is given to this potential shortage of softwood lumber. It so happened that this year's problem, as far as lumber was concerned, was solved because of shortages of mortgage credit. Housing production, which reached a 1.9 million annual rate in January, dropped to a 1.3 million rate in August and gave us a temporary respite from the lumber problem. However, Mr. Chairman, I cannot over-emphasize how strongly I feel on this. If you are aware as I am of the great potential demand for housing at this time and the widespread interest in developing new housing production techniques and in rebuilding our cities, you would agree with me that housing has all the elements of a great take-off once inflation levels off and mortgage money becomes available. I believe that Secretary Romney's grandiose plans for "Breakthrough" may be a complete bust because of lumber shortages. Also that the great Housing Act of 1968 and the surprising impetus given to Federal housing programs by both the Senate and the House

in passing multi-billion dollar housing bills in 1969 may be for naught unless this potential lumber crisis is resolved.

I urge, therefore, Mr. Chairman, that your Committee take immediate favorable action on this bill. Time is of the essence if we are to avoid another crisis like we had early this year.

I believe everyone concerned has had adequate time to consider all elements involved. I introduced the bill, S. 1832, only after extensive hearings and study by the Housing Subcommittee last March. Since that time, the Agriculture Committee of the House of Representatives has held extensive hearings and Committee consideration of the bill. The Committee Print you have before you of H.R. 12025 reflects this work.

I commend your Committee for proceeding with hearings. I hope you will continue on and report favorably a bill to the Senate for early action and enactment into law this year.

STATEMENT OF HON. MARK O. HATFIELD, A U.S. SENATOR FROM THE STATE OF OREGON

As a cosponsor of S. 1832, the National Timber Supply Act of 1969, I was most gratified that your Subcommittee conducted hearings today on this measure of such fundamental importance to not only the State of Oregon but all other timber producing states of the nation.

While Oregon produces the largest volume of timber products among the fifty states, it is, like every other state, facing a growing crisis in housing its people adequately. There is a direct correlation between the production of lumber, plywood and other wood products and the realization of our national goals of a decent home for every citizen. Unless the Congress acts now to assure optimum production of wood fiber from the vast area of commercial timberlands on the National Forests, we will never be able to fulfill the demands for the timber-based building materials we must have to build 26 million new housing units by 1978.

The forests, as I have indicated, are of critical importance to Oregon. They are the basis for 85,000 jobs in the state; one of every five trees made into lumber and plywood anywhere in the United States are grown in Oregon; three-quarters of those trees are standing on Federal timberlands within the state. It is apparent, therefore, that the destiny of Oregon is directly related to the effectiveness with which the National Forests are managed. S. 1832 provides the means for the Forest Service to attain the high quality timber management practices which are already commonplace among industrial ownerships and on state and Bureau of Land Management commercial timberlands in Oregon.

The Forest Service has demonstrated that it has the skills to do an effective forest management job giving the long-range financial assurances it must have to undertake intensified timber growing and harvesting. It would be wrong for the nation to consign these highly qualified and dedicated professionals to the caretaker activity of the past when they have the ability to contribute substantially to both the economic and social well-being of the nation.

Intensified management of Federal lands already classified as commercial timberlands will aid materially in assuring retention of other forest lands for wilderness and primitive areas and I consider this of vital importance.

I support the approach that generally high yield funds should be reinvested in the National Forests that produced the revenue. This would assure that the government gets the best return on its investment.

In conclusion, it is my conviction that S. 1832 should be passed promptly by the Senate and I would urge that the Subcommittee on Soil Conservation and Forestry act with dispatch to move the measure towards the floor for adoption by the Senate. Action should be taken now, while high mortgage rates have caused a temporary lull in demand, if we are to meet the clear needs of the future.

Senator JORDAN. I appreciate your being with us. It has been a very interesting hearing. I am sorry I cannot hear all the rest of it this afternoon.

Is Mr. Penfold here?

Miss Wilson?

Mr. Brandberg?

Mr. EVANS. Mr. Brandberg was going to be with us and was at another hearing. He is here now.

Senator JORDAN. Mr. Glascock also.

Senator Bellmon of Oklahoma is going to continue this hearing at 2 o'clock. I am sorry I cannot be with you, but I have got to be on the Senate floor. I have got some bills there to handle myself.

This subcommittee will recess until 2 o'clock.

Thank you very much for being with us.

Mr. ROBINSON. Thank you, Senator.

(Whereupon, at 12:15 p.m. the subcommittee recessed, to reconvene at 2 p.m. on the same day.)

AFTERNOON SESSION

Senator BELLMON (presiding). We will reconvene the hearing and proceed.

Before you start your testimony, Miss Wilson, I have several statements here that have been presented to be filed and these will be made a part of the record at this point.

(The statements referred to are as follow:)

U.S. SENATE,
Washington, D.C., October 20, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation,
Agriculture and Forestry Committee,
New Senate Office Building.

DEAR MR. CHAIRMAN: The bill, S. 1832, represents the establishment of a means by which timberlands would be managed and conserved for the purpose of obtaining a more economic timber yield from the national forests. This bill provides for establishment of a fund which would serve as a basis for inaugurating programs by which timber growth and replenishment would be managed for high level effectiveness.

During the last year, we have seen lumber prices increase by 50 percent and plywood prices increase by 100 percent. There is a shortage in the United States of 2–3 billion board feet of softwood lumber each year. The 1968 Housing Act sets a 10-year building goal of 26 million units. This means that there will be an increased demand of 15 billion board feet of lumber per year for the next ten years.

There is a definite need to increase timber growth to meet the national requirements. When the western governors met in Seattle for their Western Governors Conference, they recognized there was an immediate need to alleviate the growing housing shortage in their states. With this in mind, they adopted a resolution endorsing the National Forest Timber Supply Act. As a cosponsor of this bill, I add my endorsement to the immediate enactment of this bill.

Under S. 1832, a fund would be established by which 65 percent of the timber receipts from the national forests would go back into the forests to provide for conservation programs. Planting, seeding, regeneration, and thinning programs would all be benefited by this fund and by the adoption of intensive forest management programs. It is hoped that this fund will provide for programs by which the yield of our national forests will be increased by as much as 2/3.

Without disparaging the economic effect increased yields would have on the lumber industry in my state, as well as in many other Western states, I would point out that this Act is basically a conservation measure. Although yield would be increased, other multiple-use values of the national forests would be protected. Management programs would protect forest values such as recreation, fish and wildlife, grazing and watershed.

S. 1832 would provide for the more economic and efficient use of one of our greatest natural resources—the forests. I strongly endorse this bill.

With best regards,

Sincerely,

CLIFFORD P. HANSEN.

STATEMENT OF HON. ROBERT W. PACKWOOD, A U.S. SENATOR FROM THE STATE OF OREGON

As one of the co-sponsors of S. 1832, I should like to go on record as favoring the theory of establishing a high-timber yield fund. In the months that have intervened since S. 1832 was introduced, I have followed the hearings in the House, and at this point, believe that H.R. 12025, introduced by Congressman McMillan as a revision, is superior in concept to S. 1832. It is my understanding that H.R. 12025 has been approved by the House Sub-committee and is awaiting action by the House Full Committee on Agriculture.

It is my understanding that the revised bill submitted by Congressman McMillan, H.R. 12025, is acceptable to the Forest Service and to the timber and conservation interests as well.

Therefore, I would urge this Sub-committee to delay any extensive hearings on S. 1832 and the amendments thereto until the House of Representatives has completed its action on H.R. 12025.

STATEMENT OF EDWIN M. WHEELER, PRESIDENT, NATIONAL PLANT FOOD INSTITUTE

My name is Edwin M. Wheeler. I am President of the National Plant Food Institute, a trade association consisting of more than 100 fertilizer manufacturers and brokers throughout the country.

Let me emphasize that we strongly support the measures outlined in the National Timber Supply Act of 1969, and strongly urge that Congress move forward to implement these measures as quickly as possible.

For a good many years, members of the National Plant Food Institute have been aware of the fact that eventually this nation likely would be faced with a lumber shortage, and that improved management practices, including fertilization, would have to be employed on a vast scale if the nation were to remain self-sufficient in timber production. In an effort to stimulate interest in better forestry management practices, the National Plant Food Institute, in 1958, established seven research grants at forestry research centers.

As we look back on these modest grants, we are pleased that they have served to awaken further interest in forest management research, as evidenced by increased public and private funding to improve forestry production practices.

Yet, as this committee has learned, prospects for increased timber production today are rather dismal. Of the 509 million acres listed as "commercial forest" in the U.S., less than one-half is under profitable, productive management. This leaves a large percentage of the available timber land to exist under limited management practices, at best.

Of the total timber acreage, about 22 per cent is controlled by Federal Government, six per cent by state governments and about 13 per cent by the commercial forest industry. This means that the remaining 59 per cent is in private hands with little, if any, receiving the professional management necessary to develop its full timber potential.

Although we support the National Timber Supply Act of 1969, we respectfully suggest that one provision in the present wording will be a handicap to efficient administration of the Act by the U.S. Forest Service in carrying out the intent of Congress. That provision, as now stated, would restrict sales' income from an individual forest, based on the immediate past two years, to expenditures on the same forest. We would recommend that this provision be eliminated so that the U.S. Forest Service can make use of such sale monies as become available from year to year at such locations as most urgently needed in the interest of scientific management of our timber-soil-water resources for sustained production of the most desirable wood species.

Because of higher land values and higher interest rates on investments, the practice of forest fertilization likely will assume a more critical role than could have been anticipated even as recently as a decade ago. Certainly, more than could have been anticipated when National Plant Food Institute supported forest research was begun.

It has been estimated that proper fertilization may reduce the length of productive timber rotation and harvest by 20 to 30 per cent, and thus increase the volume of wood produced per acre by a like percentage. Inasmuch as timber-producing counties in the U.S. National Forest areas now receive 25 per cent

of the income from Federal forest timber sales, these counties would stand to benefit greatly from the increased production likely to result from enactment of the National Timber Supply Act of 1969.

America's vast acreage of timberland has long been considered one of its most beautiful and valuable resources. Much of this resource has been consumed and not replaced over the past 200 years. It is essential for the U.S. that this versatile natural product remain a vigorous contributor to our national wealth and well-being. We believe the provisions in the National Timber Supply Act of 1969 represent essential steps to this end.

STATEMENT OF THOMAS L. KIMBALL, EXECUTIVE DIRECTOR, NATIONAL WILDLIFE FEDERATION

Mr. Chairman, I am Thomas L. Kimball, Executive Director of the National Wildlife Federation, which has its national headquarters at 1412 Sixteenth Street, N.W., here in Washington, D.C.

Ours is a private organization which seeks to attain conservation goals through educational means. The National Wildlife Federation has affiliates in 49 States. These affiliates, in turn, are made up of local groups and individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 2¼ million persons.

We welcome the invitation to comment upon S. 1832 and H.R. 12025, the timber supply bills.

Earlier this year, Mr. Chairman, I presented testimony before both the Senate and House Committees on Banking and Currency which relates to the situation involving these proposals. I should like to reiterate many of the things which I outlined on those occasions.

To us, conservation means "wise use." It was our privilege and pleasure to be able to support the multiple use concept for application to national forests when the Congress was considering proposals a decade ago. Later, we supported the same principle for application to properties administered by the Bureau of Land Management. We also believe the sound management of renewable natural resources, such as fish and wildlife and livestock forage and forests, must be predicated upon the sustained yield concept. In short, we must harvest only the surplus and not make withdrawals from the natural resources "bank."

With this as a background, Mr. Chairman, I would explain that the National Wildlife Federation, meeting here in Washington, D.C., Feb. 28–March 2, 1969, listed what it considers as the six major conservation issues of this year. One of these relates directly to the problem under consideration here today. This is the position which our organization has taken on timber cutting:

"Increased demands for wood, both for domestic use and for exportation, are resulting in new pressures being enacted for increasing the allowable costs from Federal lands such as national forests and Bureau of Land Management properties. The National Wildlife Federation, however, urges that all Federal lands continue to be managed by professional foresters, rather than by economic advisors, on scientific bases, with allowable cuts made in accord with principles of sustained yield. Furthermore, it is essential that the allowable cuts be determined in manners so as to prevent the damage or loss of outstanding geological and unique ecological area features, including land areas of a fragility such as to lead to easy erosion by rain or wind, and that equal recognition be given to wildlife habitat and recreation."

I must hasten to point out that our organization fully appreciates the value of a sound economy. We recognize the important part that the building industry plays in this economy. And, we understand the considerable contributions that forest industries make. However, Federal forest lands do more than offer a continuing supply of timber. They produce livestock and water and wildlife, provide watershed protection, and offer a wide variety of recreational and educational opportunities to the American public. Cutting of timber on a sustained yield basis is compatible with some of these uses. It is incompatible with others, such as wilderness and park preservation, and I must make a specific point here; some appreciable and significant amounts of suitable lands must be kept in wild or wilderness status. In the last few years, the Congress has made terrific progress in establishing systems to preserve wilderness, wild or scenic rivers, and scenic trails as well as national park and wildlife refuges, and we think this is as it should be.

Management of natural resources is a highly technical and scientific process. Many of our great agricultural accomplishments have been born in a laboratory or on an experimental farm, not in a board of directors meeting room. Conversely, much of the despoilation of timber resources in eastern and lake states was initiated by men eager to feed a timber market, not by men concerned with wise resource use. For these reasons, it shocks us to hear comments that allowable cut determinations must be based on premises derived from policy decisions rather than professional expertise.

As indicated earlier, the underlying principle which must be the basis for any debate concerning forest resources is multiple use. On both our public forest lands, and thanks to the farsightedness of some members of the forest industry, on private lands, and the forest resource is not only a source of lumber but also provides recreation, forage, watershed protection, wildlife habitat and wilderness. When considering allowable cut of timber, then it is imperative that we consider what is allowable, not only in terms of the regenerative capacity of the forest, but also what is allowable or desirable in terms of these other uses.

Today there is a sense of urgency to resolve some of the problems plaguing the timber market. There is a cry to stop price spirals and to resolve the wood shortage. But resource management cannot be looked to as a means of solving today's problems, right now. We have to manage all of our resources for fifty, one hundred, and two hundred years from today. That does not mean "locking them up." It is not a cry for preservation. It is a plea to never settle for an immediate or irrevocable solution to an economics problem at the expense of optimum long term production of a renewable resource.

The housing needs of this country are growing and things no doubt will get worse before they get better. We need more raw materials to build more houses, as well as to make paper, fiber board, chemicals and all of the other wonders that come from wood. Knowing this, it seems imperative that we look closely at the import-export arena. True, it does not represent a major portion of our domestic timber market. In fact, we still enjoy a net timber import situation, measured in cubic feet, but not necessarily identical products.

The important fact is that the export market is on the rise. In 1968, our imports were up by 9 per cent, while during this same time the exports climbed 22 per cent. Figures show that exports are growing at a faster rate than imports over the past two decades. Nearly all of the additional log exports during the past decade have come from one critical region—the Pacific coast. The basic question is not about whether this timber was grown on private or public lands. Rather, it is if we are facing a critical shortage should it be exported at the expense of our domestic needs in both terms of board feet shortage and dollar sign increases?

While legislation enacted in 1968 limits the amount of Federal timber that can be exported in any year, wood from other sources is not so restricted. Thus, private firms sell their lumber at high prices for exportation and then seek to satisfy their domestic demands from Federal supplies. The end effect, of course, is the same: increased pressures to cut on Federal lands. Frankly, to put it bluntly, we do not see why Federal lands should be denuded to satisfy wood demands from other countries. And, to carry this further, neither do we understand why U.S. citizens should have to pay more for their homes as a result of the exportation of wood to other countries. Most certainly, we intend to fight for wise management of natural resources in such a system.

Economics never did and never will prevent a country from ruining its resources through overuse, neglect or ignorance. Only the biological reasoning that man must maintain an environment in which he is able to live has any valid consideration in the final analysis. When it becomes increasingly clear to the citizens of these United States that we may be producing more people than resources can provide for at a living standard we all expect, will we have a chance to reduce the population growth increase. When there is no more water to drink, no materials to shelter people, or food to eat, the economic base will mean nothing. Let us not confuse sound timber management based on scientific reasoning with the artificial base of economics.

While we recognize and appreciate the shortage of lumber and other wood products, we do not think it fair that the responsibility for this situation be directed entirely at the U.S. Forest Service. In our opinion, land in private ownership, particularly small wood lots, can be managed even better so as to increase the nation's overall supply. In other words, efforts should be made to increase the yield from privately owned properties as well as from national forests.

Then, Mr. Chairman, in a statement presented before the House on that body's counterpart to S. 1832, we objected to the legislation on these grounds, among others:

1. It is biased in favor of commercial timber production, only one of the many uses of national forests, and does not adequately recognize the Multiple Use Act off 1960;

2. Funds should not be earmarked for use on the forest of origin; and,

3. The Forest Service should not be directed to immediately estabilsh programs to develop optimum productivity of commercial timberlands and revise allowable annual harvesting rates:

While it is true that the House Committee on Agriculture, in a Committee Print dated Sept. 11, 1969, has modified the bill to eliminate some of these problems, we still do not recommend passage on these grounds:

1. This program can be accomplished by the Forest Service under existing authority if the Congress will appropriate the necessary funds;

2. All disclaimers in favor of multiple use to the contrary, enactment of the bill would formalize a bias in favor of commercial timber production; and

3. The Forest Service should revise timber harvesting upward only *after* increased production is proven, not *before*; therefore, the "immediate" direction in section 7 is unacceptable.

Thank you again for the opportunity of making these observations.

STATEMENT OF J. W. PENFOLD, CONSERVATION DIRECTOR, IZAAK WALTON LEAGUE OF AMERICA

Mr. Chairman: I am J. W. Penfold, conservation director of the Izaak Walton League of America. The League is a nation-wide organization of citizens concerned with the conservation and wise use of America's natural resources. Our interest in the management of the national forests extends back a half century to the League's founding. We consider the National Forest system to be a major resource producing inestimable values directly and indirectly to every citizen. Legislation which affects the National Forests is important to us and we appreciate the privilege of commenting on that which is now before this Committee.

Very frankly, Mr. Chairman, the legislation before you would be unnecessary had Congress seen fit to provide adequate and consistent funding of National Forest programs. The purposes of the legislation and its goal to produce a constant and optimum harvest of timber is an authorized and directed responsibility of the Forest Service which has been carried out within the limitations imposed by deficient appropriations. We are happy that the Congress recognizes the funding problem and is considering steps to correct it. Establishment of a "High Timber Yield Fund" to finance improved management of National Forest Timber lands is such a step. Having the fund available should improve (though not assure) the prospects of consistent and adequate financing. This is the principal value of S. 1832, Committee Print of H.R. 12025 and related bills. The League supports this purpose.

However, we would oppose S. 1832 for several reasons:

1. It recognizes in no way the basic national forest policy established in the Multiple Use-Sustained Yield Act of June 12, 1960. On the other hand, Committee Print of H.R. 12025 makes reference to that Act in two very important places.

2. It provides for allocations from the fund on the basis of past production of income from specific national forests. We do not believe this would be in the public interest and could even work against the purpose of the Act to increase timber production. This undesirable provision has been eliminated from H.R. 12025.

3. The curt directive of Section 7 to the Secretary of Agriculture does not recognize the multiple use values of the national forests and could be construed to deny or over-ride the Multiple Use-Sustained Yield Act. The expanded language of H.R. 12025 is much preferable.

With respect to Permittee Print of H.R. 12025 we offer a suggestion—Section 3, the definition of "commercial forest land means forest land which is producing OR IS CAPABLE of producing crops of industrial wood and not withdrawn from timber utilization by statute or administrative regulation". We suggest the wording be revised to read something like:

"—and not withdrawn from timber utilization by statute, administrative regulation or administrative determination made under the Multiple Use-Sustained Yield Act of June 12, 1960."

Certainly it is not the intention o fthe proposed Act to convert every pasture and mountain meadow which is important for domestic stock and wildlife to timber production because it is *capable* of it. Nor should every high quality recreation site be converted to timber production because it is capable of it. Nor should it require an Act of Congress or a national forest-wide regulation of the Chief or the Secretary of Agriculture to protect each such area in the overall public interest. These are judgements which are made, under overall policy, by district rangers, forest supervisors and their technical staffs on a current basis. They involve immediate and long range goals not only for timber but also for recreation, forage, water supply, minerals, wildlife, fisheries and esthetics. They involve as well the needs, interests and wishes of the users and the local public which vary from ranger district to ranger district and even within a single district. Such judgements and determinations should continue to be made as close as possible to where the resources, problems and people are located.

In conclusion, Mr. Chairman, we support the purpose of providing adequate and consistant funding for improved and more efficient timber management on the national forests and on all timber lands by whomever owned. We do not oppose the legislation as proposed in Committee Print of H.R. 12025, but we question the need for it, if Congress intends to appropriate the necessary funds. If Congress does not have that intention—and appropriations from the Land and Water Conservation Fund this year illustrate that ear marked funds provide no sure guarantee of appropriation—the legislation would serve no useful purpose. It would tend, however, as all ear marked funds tend, to restrict the flexibility of administrative judgement and determination which we believe to be particularly important in carrying out the multiple functions of the National Forest system.

We appreciate the opportunity to present our views.

Senator BELLMON. We will recognize Miss Cynthia E. Wilson, Washington representative of the National Audubon Society.

STATEMENT OF CYNTHIA E. WILSON, WASHINGTON REPRESENTATIVE, NATIONAL AUDUBON SOCIETY

Miss WILSON. Thank you.

Mr. Chairman, we appreciate this opportunity to comment on the proposed National Timber Supply Act, also known as the National Forest Conservation and Management Act of 1969.

These bills, H.R. 10344, H.R. 12025, and S. 1832, have, unfortunately, provided a platform from which to make numerous claims and allegations that are not at all pertinent to the questions the Congress is addressing itself: Will a national timber supply act substantially increase timber yield and increase the supply of wood products.

We agree that the national forests of the United States, particularly in the West, can accommodate more cut, but regret that this objective has been used as an opportunity to attack the policies of the U.S. Forest Service. Having examined most of the available data, pro and con, we are convinced that whatever shortcomings can currently be ascribed to the productive record of the Forest Service, they are principally a result of inadequate financing to carry on a systematic, balanced forestry management and harvest program.

The high timber yield fund proposed in this act would provide sustained financing, and to this extent, ameliorate productivity. We are concerned, however, that the act would limit the use of this fund "only for increasing timber yield." This is an abandonment of the multiple-purpose policy previously written into law by the Congress and widely approved by the public.

Although the language of the bill does not include such aspersions, it is clear from a reading of the testimony submitted by most proponents of this bill during the House hearings, that there is an alto-

gether greedy, single mindedness at play in urging a narrow interpretation of this bill to advance timber yield at the expense of all and other values served by the national forest lands, such as recreation, for instance.

The U.S. Forest Service has unfairly and unjustly been accused of poor management, when the facts are that the timber industry is frantic because its own operations have brought old-growth timber stands in the West to the verge of extinction.

The proposed National Timber Supply Act of 1969, if passed, could very well put this Nation into deeper economic straits by merely postponing the day of reckoning involved in the liquidation of old-growth timber. There is great misleading, and often dishonest, confusion of the words "production" and "yield" and "cut," and the Congress must beware of succumbing to this confusion where "cut" is often made to appear as "production."

Our problem is not merely to cut more timber but to produce more, and the rate of cutting will simply not allow us to produce as much in the near future as was available from old-growth timber reserves now nearing exhaustion.

The Congress must be alert to the danger of being "sold" uneconomic approaches to forest production and harvesting in the guise of a fabricated crisis in home construction needs.

As W. David Klemperer pointed out in the April 1969, issue of the Journal of Forestry, "Is Idle Forest Land Always Economic Folly?" pages 222–224, the professional forester, whether public or private, often suffers from "sheet sylvan fundamentalism" in which "good forestry" is valued so unquestioningly that it is advocated in defiance of sound economic considerations. The Congress must be particularly alert to the opportunities for substitution in the use of other building materials in satisfying our needs in new housing, and to the very many other factors that underlie the present price pinch in timber and plywood markets.

For the foregoing reasons, therefore, we believe that the various versions of the National Timber Supply Act before this committee are unsound and should be defeated.

Senator BELLMON. Miss Wilson, thank you very much. We appreciate your appearing and we are sure your testimony will get every consideration when we get down to considering the bill.

Miss WILSON. Thank you.

Senator BELLMON. The next witness is Mr. Stewart Brandberg, executive director of the Wilderness Society.

(No response.)

Senator BELLMON. We will pass over Mr. Brandberg for the moment.

Is Mr. H. R. Glascock, Jr., present?

(No response.)

Senator BELLMON. We will recess the committee for a few minutes.

(At this point in the hearing a short recess was taken.)

(Statement filed by Mr. Glascock is as follows:)

STATEMENT OF H. R. GLASCOCK, JR., EXECUTIVE SECRETARY, SOCIETY OF AMERICAN FORESTERS

Mr. Chairman and members of the Committee, I am H. R. Glascock, Jr., of Washington, D.C., a professional forester and Executive Secretary of the Society of American Foresters. This organization represents the profession of forestry in

America. The membership totaling more than 17,000, is the largest organization of professional foresters in the world.

The Society enjoys an unusually high credibility because its membership is divided about evenly between diverse public and private employment. It is the accrediting agency for forestry schools in America.

The Society of American Foresters supports the purpose and intent of legislation which will provide funds for more efficient development and improved management of national forest commercial timberlands. It is the Society's view that the goal in managing commercial timberland should be to increase wood production in harmony with other uses. Wood products are essential to our economy and high standard of living. Projections show at least a doubling of wood requirements by the turn of the century. Because of unprecedented demands for other products and services from forest lands, the area available for wood production is rapidly decreasing. Thus, land devoted to wood production must produce more efficiently.

Adequate financing to provide this increased production of wood with minimum sacrifice of other values is essential. Silvicultural practices must become more intensive if wood yields and the economic returns therefrom are to be optimized. One of the few federal operations which produce an income to the public treasury is the sale of timber. This income can be increased by intensified, scientific management of the public's commercial timberlands. And, at the same time, our citizens will be assured an increased supply of wood in addition to the water, recreation, forage, wildlife and inspirational benefits provided for under the Multiple Use Act.

The Society of American Foresters trusts the wisdom and skill of our elected representatives to enact legislation which will provide the funds, instructions and authority to make better use of our federal forest resources. And, thankfully, the nation has a standing force of highly educated, dedicated professional foresters to accomplish your program of intensified forest management.

Senator BELLMON. We will leave the record open for the filing of statements.

The subcommittee will now recess at this time. Thank you very much.

(Whereupon, at 2:10 p.m. the subcommittee adjourned to reconvene subject to the call of the Chair.)

(Statements filed in support of S. 1832 are as follows:)

U.S. SENATE,
Washington, D.C. October 27, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Subcommitee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Senate Office Building Washington, D.C.

DEAR JIM: I note that on October 21, your Soil Conservation and Forestry Subcommittee held hearings on the National Timber Supply Act, of which I am a co-sponsor. I am sure from the hearings and other information, you are aware that the country faces a real shortage in the areas of lumber and housing.

The purpose of my letter is to thank you for the hearings and to urge that the bill be reported as soon as possible by your Subcommittee.

If I can be of any assistance, please let me know.

Sincerely,

WALLACE F. BENNETT.

U.S. SENATE,
Washington, D.C., October 24, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Senate Agriculture and Forestry Committee,
Old Senate Office Building,
Washington, D.C.

DEAR JIM: I was glad to note that your Subcommittee held hearings on S. 1832, providing for more efficient development and improved management of national forest commercial timber land. In my opinion, this is a meritorious and

much-needed proposal, and I hope that your Committee will act favorably on it.

With best wishes,

Sincerely,

PAUL FANNIN.

U.S. SENATE,
Washington, D.C., October 20, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry,
Senate Committee on Agriculture,
New Senate Office Building,,
Washington, D.C.

DEAR SENATOR EASTLAND: As sponsors of S. 1832, the National Timber Supply Act, we would like to emphasize our endorsement of its purpose, which is to increase timber growth and yield on those portions of the National Forests dedicated to commercial timber production.

The inelastic supply of timber, dramatically demonstrated early this year when a temporary surge in demand sent lumber and plywood prices to record highs, could seriously endanger the nation's housing goals if allowed to remain unchanged. Implementation of this bill would, we believe, expand that supply.

The current drastic reduction in home building activity is alarming to us for two reasons. Washington, like every other state with an expanding population and major urban centers, desperately needs decent housing at a price the average family can afford.

But, without ample timber supplies, we will not be able to meet that need.

Washington, because of its heavy dependence on forest industry employment, is suffering in another way. Unemployment in the lumber and plywood industries is an astounding 45.6 percent higher this year than it was at the same period in 1968.

This loss of employment is caused by the loss of the home building market and the high price of federal timber, which makes it impossible to manufacture products at present price levels.

The problem is compounded, in Washingtno, by growing unemployment in transportation equipment, which affects our urban centers, and by low prices for agricultural products, which, like forest products unemployment, hurts the rural economy.

We have followed the progress of the National Timber Supply Act in the House with interest. We support the purposes of the act, but believe that certain changes made by the House committee, particularly those making it clear that multiple use principles will be followed, are helpful. We feel certain your subcommittee will look carefully at this aspect of the proposed legislation.

We feel that passage of this act, generally in the present form so far developed by the House Forests Subcommittee will be of positive value in increasing our forest bounty which will restore our forest products industries to a healthy state and in making some headway on solving the nation's housing crisis.

Sincerely yours,

WARREN G. MAGNUSON,
HENRY M. JACKSON,

U.S. SENATE,
Washington, D.C., October 24, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil and Conservation and Forestry, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: One of my sincere regrets in having left the Committee on Agriculture and your Subcommittee is that I am not there now to assist you in the mark-up of S. 1832, the National Timber Supply Act, which I believe is one of the most important bills which the Subcommittee will consider for many years. I want to thank you for holding hearings on this measure and urge that you and the other members of the Subcommittee begin work as promptly as possible to report it to the Senate floor.

Last November the Senate Committee on Small Business, of which I am a member, held an extended hearing on timber management policies of the federal timber managing agencies. The Committee heard presentations by the major federal agencies administering timber lands—the Forest Service in the Department of Agriculture, the Bureau of Land Management in the Department of the Interior—as well as numerous forest products industry and private consultants.

The record of those hearings is the most extensive record of wood product demand and supply possibilities which has yet been developed. The concept embraced in S. 1832—that of reinvesting national forest timber sale receipts into more productive forest management program on the federal forest lands—was initially presented at those hearings. The subsequent hearings by the Senate Banking and Currency Committee, conducted at a time when lumber and plywood price and supply were at critical national importance, further refined those ideas and was the direct stimulus to Senator Sparkman's proposal to put national forest timber management on a firmer and more logical financial basis. I fully concur with the objectives of S. 1832.

The federal forests in New Mexico administered by the Forest Service are a vital part of our state economy. Additionally they supply significant amounts of the wood fiber necessary to meet our nation's housing and other wood products needs. It is unfortunate, both to the economy of New Mexico and the nation, that these lands are not being administered to product the optimum timber crop of which they are capable. Forest Service Chief, Edward P. Cliff, has estimated that timber yield from the commercial timber lands on the national forests could be increased by two-thirds through the intensive application of modern forest management techniques. This could be accomplished without reducing other uses or benefits of these forest lands.

We are going to need a continuing timber crop for plywood and lumber and other wood products to build and rebuild our America. The national forests can provide their fair proportion of this needed wood fiber without endangering either the spirit or the letter of the Multiple Use-Sustained Yield Act of 1960. We can do this simply by returning a portion of federal timber receipts for timber management.

Again, Mr. Chairman, I urgently request your prompt consideration of this very important legislation and hope that I will soon have an opportunity to vote for it on the Senate floor.

Sincerely,

JOSEPH M. MONTOYA.

U.S. SENATE,
Washington, D.C., October 23, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture, Old Senate Office Building, Washington, D.C.

DEAR JIM: As a sponsor of S. 1832, the National Timber Supply Act, I want to thank you for arranging for a hearing on this important measure. Enactment of the bill would be a major step in making the commercial forest lands in our National Forests supply their proportion of the timber we will need to meet our national housing goals.

As a member of the Agricultural Appropriations Subcommittee, I am fully aware of the relatively low level of forest management in many of our valuable forest areas. Private companies, State forest management agencies, and even the Department of Defense have developed more intensive forest management programs to increase the supply of needed wood fiber and at the same time enhance other forest users and values. It is illogical that the Forest Service of the Department of Agriculture, which is the Nation's largest single timber owner, should be denied the opportunity to do the same. Prompt regeneration of cutover areas, planting poorly stocked areas and areas deforested by fire, will help assure proper soil and water conservation and wildlife habitat on these lands while growing the next crop of timber.

This approach toward an adequate timber management program of federal forest lands is vitally important. I want to emphasize my support for the concepts in S. 1832 and urge that your Subcommittee consider and report the bill at its earliest convenience.

With best wishes, I am

Cordially yours,

KARL E. MUNDT.

U.S. SENATE,
Washington, D.C., October 24, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.

DEAR JIM: A number of our colleagues have commented most favorably to me concerning the initiation and conduct of your Subcommittee hearings on S. 1832, the National Timber Supply Act.

I concur in their judgment that this is a legislation which will materially influence both the improved management of our National Forests, which are of great significance to the State of West Virginia, and the realization of our national housing goals. Both forest management and housing are of continuing interest to me and I have watched the evolution of this legislative proposal with great interest ever since Senator Sparkman introduced it as a means to overcome serious supply deficiencies in both lumber and plywood.

Both you and Senator Ellender are aware that as Chairman of the Public Works Committee I was consulted in the drafting of S. 1832 so there would be no misunderstanding about the fact that the bill contains no intent to infringe upon the prerogatives of the Senate Public Works Committee with respect to forest roads. I would suggest, however, that this letter be inserted in the hearing record to confirm the understanding for the guidance of the agencies and future Congresses. It may be desirable to reaffirm this understanding and intent as a point of legislative history during floor debate on the bill.

Truly,

JENNINGS RANDOLPH,
Chairman, Committee on Public Works.

U.S. SENATE,
Washington, D.C., October 27, 1969.

Hon. JAMES O. EASTLAND.
Chairman, Subcommittee on Soil Conservation and Forestry, Committee on Agriculture, Washington, D.C.

DEAR MR. CHAIRMAN: Although I was not a member of the Senate when Senator Sparkman introduced S. 1832, the National Timber Supply Act, I would like to join my colleague from Illinois in support of that measure, which has been the subject of hearings before your Subcommittee. This legislation would provide the Forest Service with the funds to increase and improve timber management activities on the commercial forest lands in our National Forest System. Such timber management practices would help assure an adequate supply of timber for manufacture into the lumber, plywood and other wood products needed to meet our Nation's housing goals.

I am keenly aware of the deterioration of our urban environment and of the absolute necessity to rebuild a substantial part of our cities to make them more livable. I understand from the March, 1969, hearings of the Senate Housing Subcommittee that there is serious question as to the availability of adequate wood supplies when the current mortgage market situation is eased. If ever there is time to prepare for the future, it is now while demand for lumber and wood products is at a temporary low ebb. Although the Nation's industrial forest lands are producing this needed wood fiber at a very high rate, there is some concern that the extensive lands in the National Forest System are falling short of their capabilities simply due to lack of financing.

I express the hope that your Subcommittee could consider S. 1832 in the near future in order that as a nation we can prepare to provide the wood products required by our housing goals.

Sincerely,

RALPH TYLER SMITH.

U.S. SENATE,
Washington, D.C., October 28, 1969.

Hon. JAMES O. EASTLAND.
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.

DEAR JIM: The resources of the United States, both material and manpower, must be afforded an unshackled opportunity to serve the housing needs of the nation. Both chambers have given evidence this week that the Congress is determined to apply its wisdom to the means to accomplish this basic public purpose.

Similar amendments to the Housing bill, introduced first in the Senate by me and then in the House by Representative Anderson of Illinois, were adopted as a means to apply modern technology to the needs of housing. The Congress is aware that it must exert every effort to meet the national housing goals of 26 million units in a decade established last year.

It is therefore a propitious time for you and your Subcommittee to move forward to the early passage of S. 1832, the National Timber Supply Act, which will guarantee that our forest resources will be ready to meet the demand for housing. As a sponsor of S. 1832, I was pleased to see that you conducted hearings on this measure this week and want this letter included in the record of that hearing as evidence that I support both the intent and early adoption of this monumental legislation in the interest of both timber producion and wise construction.

Sincerely,

JOHN G. TOWER.

HONOLULU, HAWAII, *October 24, 1969.*

Hon. JAMES EASTLAND,
Chairman, Forestry Subcommittee, Senate Committee on Agriculture, Senate Office Bulding, Washington, D.C.

DEAR SENATOR EASTLAND: Though Hawaii does not have any National forests, we are affected by national policies that control the supply of lumber and wood products because we import virtually all of our lumber from the mainland states. S. 1832, the National Forest Timber Supply Act of 1969, was studied by the Western Governors' Conference in August 1969. Discussions at this conference revealed that timber yield from National Forests can be increased as much as two-thirds by intensive forest management without impairing other forest values, such as recreation, fish and wildlife, grazing and watersheds. S. 1832 establishes policies and provides funds to improve timber production while insuring that other multiple-use values of the National Forests are protected.

It is my feeling that this Act will provide a better raw material base for forest products, and in turn, will help solve the housing crisis in Hawaii. I urge your support of S. 1832.

Warmest personal regards. May the Almighty be with you and yours always.

Sincerely,

JOHN A. BURNS,
Governor, State of Hawaii.

OLYMPIA, WASH., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Please indicate on the Committee record my support of the proposed National Timber Supply Act of 1969.

DANIEL J. EVANS,
Governor, State of Washington.

CHEYENNE, WYO., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

I urge your support of S. 1832. I feel it is imperative that this type of legislation be enacted to continue our great national forests and to further insure a supply of lumber for our domestic lumber industries.

STAN HATHAWAY,
Governor of Wyoming.

MADISON, WIS., *October 25, 1969.*

Hon. JAMES O. EASTLAND,
U.S. Senate, Washington, D.C.:

I want you to know of my support of Senate bill 1832, to provide funds for more efficient development and improved management of National Forest timber lands. The products from our National Forests can and must play an ever increas-

ing role in the social and economic well-being of our citizens. Projections of future demands for wood products dictate that management of Federal lands devoted to wood products be intensified to produce more wood and do so more efficiently. Bill S. 1832 provides the means to respond positively to a matter of national urgency.

I am in full accord with your efforts to enact legislation to provide funds, authority and programs to make optimum use of our Federal forest resources.

Sincerely,

WARREN P. KNOWLES,
Governor, State of Wisconsin.

ATLANTA, GA.,
October 29, 1969.

Senator JAMES EASTLAND,
Chairman, Forestry Subcommittee,
Senate Committee on Agriculture:

Consider National Timber Act (S. 1832) vital to continued economic growth of the timber industry in Georgia and the southeast. Hope you can give support to this act.

LESTER MADDOX,
Governor, State of Georgia.

SACRAMENTO, CALIF., *October 25, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Room 324, Old Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: This letter is sent to add my support to the concept of increasing timber yield from our national forests without impinging upon future wilderness designations or other recreation uses. H.R. 12025 (as amended September 11), which closely parallels S. 1832 now being heard by your committee, proposes just such a balanced multiple-use concept.

Increasing the level of timber management on the national forests will assist in meeting the steadily growing national demand for wood products. This increase can be accomplished in conjunction with fulfilling the need for improved public recreation and scenic opportunities, including the consideration of additions to the wilderness system. The proposed legislation will accomplish these objectives.

The National Forest Timber Supply Act, embodying this balanced multiple-use concept, will be an excellent addition to other conservation statutes such as the Wilderness Act and the National Multiple Use and Sustained Yield Acts. I am pleased to offer my support and ask that this letter be made a part of the record of your hearing.

Sincerely,

RONALD REAGAN,
Governor, State of California.

BOISE, IDAHO, *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, U.S. Senate Agriculture and Forestry Committee, U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: I write to express strong support for S. 1832, the National Timber Supply Act, and to urge prompt passage of a measure vital to Idaho and other timber producing states.

I respectfully request early and favorable consideration of S. 1832. I attach a copy of a recent letter which I sent to Dr. Thomas K. Cowden, Assistant Secretary of Agriculture, Rural Development and Conservation. The attachment spells out clearly the deficiencies in management of resources on Federal lands, including timber supplies.

I submit that prompt remedial action is necessary for the good of the people of Idaho and the country, and therefore again express the strongest support for the National Timber Supply Act.

Respectfully yours,

DON SAMUELSON, *Governor, State of Idaho.*

Enclosure.

BOISE, IDAHO, *Septembre 26, 1969.*

Hon. THOMAS K. COWDEN,
Assistant Secretary of Agriculture, Rural Development and Conservation, Departpartment of Agriculture, Washington, D.C.

DEAR DR. COWDEN: This will acknowledge, with deep appreciation, the time and careful attention you gave my concern with federal management of Idaho natural resources when we met in Washington, September 21. I want to reiterate, in writing, some of the issues we discussed.

You readily perceived, I am confident, that the purpose of my visit was to enlist your personal intervention with the Forest Service to overcome management practices which have been, and continue to be, detrimental to the economic, social and environmental condition of the people of Idaho. There was evidence at the Western Governors Conference last month that problems we are experiencing in my State, as a result of federal resource management, are present throughout the west. The specifics vary, of course, but the difficulties seem to stem, in every case, from the lack of correlation between avowed federal purposes and local realties. I recommend that you solicit investigation of the aims and the accomplishments in resource management by an impartial group of resource experts so that federal officials under your jurisdiction can be directed towards fulfillment of their statutory obligations with a minimum of restraint upon the local state and regional economic and growth opportunities.

Federal resource management in Idaho, as I described it to you, directly determines the standard of living, employment stability, earnings and the environment of most of our citizens since much of the rich resources of the State are under your jurisdiction. Both the nation and my people of Idaho are being denied the opportunity to realize many of the current and potential benefits of these riches as a direct consequence of federal mismanagement.

For instance, both the decisions and the indecisiveness of the Forest Service, in Washington and in the Region, have resulted in demonstrably unwarranted waste of timber, mineral, water and recreational resources. Failure of the Forest Service to cope with the beetle-infestation of timber in Southeastern Idaho is a case in point. As early as June 1965, the Chief of the Forest Service, in a memorandum, established official policy for dealing with the problem. In a follow-up memorandum two years later, which I showed you, he was still urging action by the regional forester.

Six years have passed since the first memorandum of which I am aware and the waste of federal timber, owned by all the people of the United States and of critical importance to the livelihood of the residents of Idaho, continues unabated. I consider this administrative lack indefensible, Mr. Assistant Secretary, and believe it is the obligation of the present administration to correct it.

The measures now being considered to accelerate removal of dead, dying and threatened timber don't appear to me to be realistic. Offering 150 million board feet of such timber in a single block, while barring the local operators from bidding unless additional manufacturing facilities are installed seems to me to create more problems than it solves. I am concerned about the unnecessary employment instability. Foresters say that there is less offerable timber in the area than the Forest Service believes; continuation of bug-infestation will not only reduce the volume which can be salvaged but will increase roading costs proportionately. Forcing the installation of new mill capacity may sponsor fierce competition among all operators in the area for a shrinking sales volume which will be offered as the salvage program progresses. In the process, the federal government will drain our economy and our working people of a disproportionate share of the benefits since competition for limited offerings can only drive federal stumpage prices higher. Operators will be obliged to shut down because the federal government has a timber monopoly in the area and there is no alternative source of raw material. This approach ignores the economic stability of Idaho people.

Forest Service decisions do not only affect natural resources, Dr. Cowden. They affect people. You must never ignore the primary purpose of the National Forest as stated in the Organic Act of 1897 which created them:

". . . to furnish a continuous supply of timber for the use and necessities of the citizens of the United States."

Nor should the Forest Service ignore its obligations under the 1944 Sustained Yield Forest Management Act, covering both Forest Service and Bureau of Land Management lands:

". . . to promote the stability of forest industries, of employment of communities, and of taxable forest wealth, through continuous supplies of timber; . . . to provide for a continuous and ample supply of forest products; and . . . to secure the benefits of forests in maintenance of water supply, regulation of stream flow, prevention of soil erosion, amelioration of climate, and preservation of wild life . . ." (16 U.S.C. 583)

Fulfillment of these statutory obligations applies not only to the interest of Idaho workers directly involved in logging, transportation, milling, and distribution of forest products but to all residents of the state and the nation. Responsible public and private authorities have clearly stated that it will be impossible to meet our national housing goals of 26 million units by 1978 without assured supplies of the lumber, plywood, steel and other resource based materials necessary to build them. Much of the raw material required for these building products will have to come from federal lands within my state.

But material considerations are not the only concern. Failure to deal with the bettle problem has had and promises to continue to have further adverse effect on the Idaho environment. A dead and dying forest fails to fulfill the recreation, water shed, fish and wild life and grazing values required under the multiple use act. Moreover, in the instance I have described in Southeastern Idaho, failure to control the beetle-infestation consititutes a threat to the scenic and recreational grandeur of Yellowstone National Park which would be a grievous loss to the people of America.

While we discussed the unwarranted and, in my opinion, unlawful action of the Forest Service with respect to access to the molybdenum deposits in Challis National Forest, I think it essential that you clearly understand my position on this issue. It is my view that the Forest Service, having authorized investigation of mineral deposits and prompting the private investment of hundreds of thousands of dollars in two years of exploration and evaluation, failed to meet its statutory obligations to grant access to the valid mining claim involved. A statute is clear and binding with respect to access. The Forest Service response to pressures against mineral development reflected, in my opinion, the unwillingness of public officials to fulfill their obligation to enforce the provisions of the statutes.

The Forest Service, it appears to me, has failed to act *responsibly* in the case of timber management in Idaho and acted *irresponsibly* in the minerals case.

These two instances, both of vital concern to all the people of Idaho and to me as their Governor, afford a classic example of federal vacillation with respect to resource management. Highly professional resource managers make informed judgment within their statutory obligations and then fail to defend with skill and competence the facts which they alone have the legal responsibility to defend. Instead they appear to adjust both their philosophy and their facts to support whatever position on an issue seems to have the greatest popularity at a given time or is able to exert the greatest pressure. This is no way to manage a public business.

It seems clear to me that responsible management of federal resource lands requires recognition of the fundamental philosophy expressed in the laws governing such management and vigorous implementation of that philosophy. Federal agencies charged with these functions must be directed by the administration to make judgments within the law, and their professional competence, and then communicate the facts to the people. The people of Idaho, like responsible Americans throughout the nation, are capable of understanding and will make sound judgment on management decisions based upon law, facts, and professional competence. I believe you can serve all the people well by insisting, within your own area of responsibility, that the Forest Service professionals arrive at their decisions responsibly and then assume the obligation to defend those decisions aggressively in the interest of the citizens, who own the valuable resources these professionals are pledged to manage for the public good.

I regret to close by observing that there has been little indication, during the tenure of the current administration, that this statutory and administrative philosophy has been imposed on the management of the Forest Service. Unless it is, and soon, the natural resources of the United States will continue to be wasted and all the people will share in the losses, to the detriment of our society.

Sincerely,

DON SAMUELSON, *Governor, State of Idaho.*

PHOENIX, ARIZ., *October 24, 1969.*

Hon. JAMES O. EASTLAND,
Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.

Urge favorable consideration and passage of the National Supply Act (S. 1832) introduced by Senator Sparkman of Alabama.

JACK WILLIAMS, *Governor of Arizona.*

STATEMENT OF HON. WALTER E. WASHINGTON, COMMISSIONER OF THE DISTRICT OF COLUMBIA

Mr. Chairman and members of the Committee: I thank you for the opportunity to appear before you to describe the housing needs of the District of Columbia and its relationship to your concern with the national timber yield. I appear not as an expert on the problem of timber yield, but as the Chief Executive of a large urban center whose population desperately needs more housing.

Our housing problem has many facets. It is not only a question of providing more housing, but of providing better housing in a better environment; of providing housing for a growing population and for families who will be displaced; and of providing housing for low-income groups and for higher income groups.

The District of Columbia requires the construction of a substantial volume of new housing over the next 20 years. We must provide homes to meet an estimated 20% increase as well as for the families who will be displaced by rehabilitation, public and private development and public works programs. Perhaps most important, we must meet the already urgent need for better housing for low-income groups.

The number of housing units in the District should be increased from an existing 280,000 to about 345,00 by 1985.

Approximately 110,000 units should be built through both public and private actions, while about 45,000 existing units should be removed, either because they are beyond rehabilitation or in order to make room for needed public works. There will thus be a net increment of 65,000 units. In addition, another 40,000 units in renewal and conservation areas will undergo major rehabilitation, as will many additional units in the rest of the city. About 100,000 housing units will be subjected to intensive code enforcement.

We are in process of investigating the feasibility of using some of the new modular housing systems as a means of reducing costs as well as expediting the construction of new homes. As you know, many of the modular systems involve the intensive use of wood. Though it is yet too early to predict the extent to which we will be able to use these new systems should they prove feasible, it is clear that wood will be a central material in this type of construction.

The District's housing needs are desperate. The progress of our plans for new construction depend upon a number of factors beyond our immediate control. Of course money is our priority need. But beyond that, the availability of sufficient building materials of durable quality is a major consideration.

While I recognize that technology is providing us with an increasing number of materials to replace our natural products, wood remains an integral material in the construction process.

If we are to meet the housing needs of our expanding population, the supply of wood must be sufficient to meet the construction requirements. Indeed, this was one of the principal concerns that led the President to establish the Ad Hoc Task Force on Lumber to study the supply-demand relationship in the lumber and plywood industry. The report of this Task Force has recently been completed and is now under review in the Executive branch. Accordingly, while I support the basic policy objectives of the timber management legislation, I believe that the decision as to whether S. 1832 is the best means of accomplishing these objectives should await the recommendations growing out of the work of the Task Force.

I therefore urge you to do all that you can to assure that wood will be available to play its role in the building and rebuilding which is so vital to us all not only in the Nation's Capital but all of our great American Cities.

CHEYENNE, WYO., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.

We urge your full consideration and passage of S. 1832. This type of legislation is imperative for the survival and good management of the lumber industry in this country and the proper utilization and replacement of our National Forest.

ROY PECK,
Executive Director, State Department of Economic Planning and Development.

OLYMPIA, WASH., *October 22, 1969.*

Hon. JAMES EASTLAND,
Chairman, Forest and Soil Conservation Subcommittee, Committee on Agriculture and Forestry, U.S. Senate, Washington, D.C.

I support the concept of S. 1832. The provision of the bill has proven to be the proper concept for intensive forest management of 3 million acres of State of Washington forest lands. The people of the State have approved this concept for increased forestry values from our forest lands.

BERT L. COLE,
Commissioner of Public Lands, State of Washington.

WASHINGTON, D.C., *October 15, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Agricultural Committee, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: This is to set forth the views of the Farm Bureau concerning the proposed National Timber Supply Act (S. 1832), and to suggest additional means to accomplish the objectives of this bill.

The interests of farmers in this issue are obvious. Farmers are major purchasers of lumber. They also operate land resources which in many cases are or may be used for forest product production.

First, we endorse the general objectives of the National Timber Supply Act. Efficient use and management of public lands is obviously desirable and in the public interest.

Second, we believe that an additional major program of cropland diversion would further the objectives of the National Timber Supply Act; i.e. the diversion of substantial acreages of agricultural land to forest production.

We do not propose the inclusion of this program in the National Timber Supply Act; instead, we suggest consideration of this approach during the Committee's subsequent consideration of government farm program legislation. At that time, we shall propose a substantial cropland acreage retirement program. Some of this acreage could, and should, be diverted to timber production.

By such means, we would alleviate two major problems: first, the continued overproduction of agricultural products and second, a longterm shortage of forest products.

Although the increased production of forest products from public lands is a major step to meet increased needs of forest products, additional supplies from other sources will be needed to meet future demands. Timber produced on privately owned farm lands can help to meet our future needs.

It will be appreciated if you will include this letter in the hearing record.

Yours very truly,

MARVIN L. MCLAIN,
Legislative Director, American Farm Bureau Federation.

GORDON R. BLANTON, SOUTHEASTERN LUMBER MANUFACTURERS ASSOCIATION, HOPEVILLE, GA.

Mr. Chairman and Members of the Subcommittee, the Southeastern Lumber Manufacturers Association, with headquarters in Atlanta, Georgia, was formed in 1962 to provide a common voice for independent lumber manufacturers in the Southeast. In these few years, it has grown to its present membership of 116

independent producers operating in Alabama, Florida, Georgia, North Carolina, and South Carolina. Together they produce about one billion board feet of lumber annually. Many new members have joined in recent months because of their shared concern over the problems discussed in this statement.

The Association speaks only for Southeastern producers, and not those located in any other part of the country; speaks on behalf of independent producers, and not those who are part of any integrated organization, or who produce lumber in the West as well as the South; and, further, is a spokesman for lumber producers only, and not for those who produce both lumber and plywood. Most of the members are producers without their own source of timber supply. Let it be made clear, however, that the SLMA is not composed of marginal producers. The estimated combined capital investment of the members is more than $50 million.

Emphasis has been placed on the makeup of SLMA members—who they are and who they are not—in order to talk about their specific problems. These problems continue to exist despite improvement over past lumber price levels. Their problems differ from those of western producers, from those of plywood producers, and certainly from those of national giants of the forest products industry. More to the point of these hearings, ours are the immediate and pressing problems of survival—and they will not be eased, let alone solved, by increasing the national forests timber yield—unless adequate safeguards for small business are written into proposed legislation.

There is a long history of Congressional concern for the independent lumber manufacturer such as represented by our group. Extensive hearings took place in 1956 concerning federal timber sales policies; in 1959 concerning problems of the independent saw mill operator; in 1963 concerning the problems of the softwood lumber industry; and in 1964 concerning the impact of United States softwood lumber standards on small businesses.

This attention was in no small part prompted by the depressed lumber prices of many years, and the steady disappearance of thousands of independent lumber producers. In the hearings of recent months, many members of Congress and many witnesses again mourned the wholesale disappearance of independent producers, including more than 8,000 independents in the South alone during the last ten years.

But, this mourning period for independents may have just begun. The independent's survival as a competitive force is threatened today by the accelerating concentration of power in the hands of the national giants of the forest products industry. Congressional hearings are not enough unless the words and warnings are translated into action—action that halts the disappearance of independents and curbs the growing trend toward concentration.

Today's concentration has been fed by the acquisition polices of the national giants. These companies are huge and integrated enterprises often engaged in all phases of activity affecting forest supply and price—including the production of timber, lumber, plywood and even pulp and paper. We believe it is their objective to control the forest product industry from the tree through the consumer. They have made countless acquisitions of independent lumber and plywood mills, of independent wholesale and retail distributors, and of vast holdings of timber. And central to the fact of their power is their quest for control of the timber resources. (Indeed, most of these acquisitions of lumber companies were motivated by the timber and timberlands under the acquired's control.)

Our members and other independent producer friends are up in arms. Our wholesale and retail distributors are frightened. Each day seems to bring another grim announcement—of a national giant buying the largest independent; of purchases or contracts covering vast acreages of timber; or of huge new plants to be built only steps from our national forests. And most significantly, this concentration of power and assets is accompanied by their insatiable need for timber resources, and by the bidding practices that cause skyrocketing prices for stumpage and threaten our survival. The independents will soon be unable to obtain adequate sources of saw timber—except at prices they cannot afford. These acquisitions, and the activities of these national giants in the South, have caused soaring prices for stumpage. In recent weeks alone, one such giant was the high bidder at record prices in twelve consecutive saw timber sales. There is no way that our members can realistically outbid the giant, or compete on the buying side against its power and profitability. Yet, outbid, these giants we must—at any price—since we at least have no other source of supply.

Now what relevance do these warnings have in these hearings? S. 1832 and related bills are aimed at increasing the timber yield from national forests. Dozens of Congressmen have lent their names to them. We now hope that these sponsors will reconsider these provisions and their effect in the light of the menacing wave of acquisitions and the monopolistic bids for control of forest supplies. We independents fully support the need for, and the overall objective of, these bills. Increased yield is desirable. But at any price? Including the death of even more independents?

Without proper safeguards, what independent can share in this increased yield—except at the sufference of the giants? Without protective amendments, and changes in present U.S. timber sales policies, this legislation can by its very silence foster the monopolistic objectives of the forest giants. These are the very companies which maintain huge timberlands of their own, or under contracts with others; which use government timber as a supplementary, and not a sole, source of supply; and which frequently export their own timber at attractive capital gains, while purchasing national forest timber to meet their current production needs. It is the independent and not the giant who needs to benefit from increased government timber yield. Therefore, the SLMA urges recognition of this need for formal safeguards in the bill under study and before any legislation is recommended.

We suggest the following proposals and safeguards:

First, there is unquestionable need for an active and effective small business set-aside program. An SBA-sponsored program has for a long time been available in theory, but not in practice. We believe the Subcommittee should inquire into the scope of past programs, and determine why only five percent or less of national forest timber has been sold under set-asides in recent years. In light of today's problems, the Subcommittee should also consider the advice of one prominent home builder official, who would give preference to small lumber and plywood mills to buy all national forest timber put up for sale that they are able to manufacture. Such a course would serve national interests in several ways. It would protect competition at the same time that efforts to increase the forest yield ease today's timber shortage. In any event, amendments guaranteeing protection to the independents should be written into any bill.

Second, in addition to substantial set-asides, more restrictive small business regulations should be adopted and enforced, so as to limit the resale of much set-aside timber in export trade or to large companies.

Third, U.S. timber sales should be more frequent, and be offered in smaller tracts in order to promote better bidding opportunities for small mills.

Fourth, limitations should be placed on the bidding for the increased national timber yield by (a) forest products companies with sizeable timber acreage of their own, and (b) by companies that have exported timber within a preceding six month period. This should discourage hoarding of industry forests.

Fifth, the sale of national forest saw timber for other than lumber or plywood purposes should be limited.

Sixth, those of the Forest Service cruising formulas which are inaccurate, and which contribute to spiralling timber prices, should be revised.

Seventh, a regional approach should be applied in implementing the underlying policies of S. 1832, so as to give recognition to the fast-growth capabilities of southern softwoods in determining both allowable cut and percentage of High Timber Yield Fund expenditures.

Eighth, special encouragement should be given to the problems of private, small timber holdings—in the South and nationwide. Support for continuing capital gains tax of timber, so as to end the present concern, should be announced, along with a warning of the effects of unfair timber taxes on the local level. A further tax incentive to encourage the growth of trees to saw timber size should be considered. At the same time, this Subcommittee should recognize and discourage both the consumption of saw timber by companies not engaged in lumber or plywood production, and the conversion of saw timber stands to other purposes.

The policy expressed by these suggested small business safeguards should be encorporated in any new legislation. The lessons from the hearings of the past should be reviewed, and views of the Small Business Administration and the Justice Department be solicited and weighed, in determining the scope of these safeguards.

In summary, recommendations such as these will aid the independents in their fight for survival, and preserve the jobs of countless persons they employ.

Yet the consideration of these suggestions is no substitute for a searching inquiry by this Subcommittee and other appropriate authorities into the threat of industry concentration and monopolistic tendencies. As we suggested to other Congressional committees in recent months, no legislative solution should be attempted that contributes to the closing-down of more small companies, or ignores the importance of their survival. The laudable goals of the national housing program will best be attained by preserving the independent producers as an effective competitive force.

We appreciate this opportunity to present the SLMA views. Our Association will be happy to cooperate fully with this Committee in exploring solutions to the problems that confront this great industry.

STATEMENT OF CARL M. HALVORSON, PRESIDENT, ASSOCIATED GENERAL CONTRACTORS OF AMERICA

My name is Carl M. Halvorson. I am president of the Associated General Contractors of America, a trade association of almost 9,000 of the Nation's leading general contractors. Members of the AGC perform the greater part of all heavy, building, and highway construction in the United States. I appreciate your giving us an opportunity to testify on the problem created by the accelerated prices that have occurred on two key building materials: lumber and plywood.

S. 1832 sets up what we believe to be an essential program for developing a meaningful operation for commerical use and conservation of our Nation's Federal timberlands. AGC supports the concept proposed in this bill in establishing a Federal timber management program financed from timber sale receipts in order to provide an intensified timber management program. The enactment of this bill would provide the funds necessary to expand timber reserves necessary to carry out the rapidly accelerating construction programs promptly, efficiently and economically.

As contractors, we have practical experience with a similar program in highway construction. The Highway Trust Fund permits the projection of construction schedules which have a direct effect upon the cost, and gives stability to the program.

S. 1832 would apply approximately a similar principle to timber. It would assure national forest timber management funds on a self-sustaining basis and increase the productivity of our timber resources.

In recent months the skyrocketing prices of lumber and plywood reached such serious proportions that industry appealed to Congress for a solution. That is why we are submitting this statement in support of this proposed legislation.

Today's unrealistic price increases apparently stem from reaction to many years of relatively depressed lumber prices and were set off by certain inflationary pressures, increased demand and short supply. The current inflation in lumber prices has been so rapid, and has become so drastic, that serious consideration should be given to the various factors involved and to the possibilities for the future.

Our industry is very closely controlled by the law of supply and demand. Contractors have been confronted with a situation of trying to get lumber and plywood at a competitive price but the supply of plywood and framing lumber is very short, and the prospects are for the shortage to become even more acute in the future.

However, where does the wood supply come from? The Federal Government owns approximately 60% of the soft wood supply in our forest system, 5% is held in other public lands such as State and local communities, 18% held by private individuals and 17% under the ownership of the forest industry. Therefore, the Federal Government controls the greatest share of existing soft wood in our country which amounts to two trillion board feet. How much of that commodity is harvested?[1]

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[1] See table below:

Harvest	*Percent*
National Forest	28
Other Federal	5
Other Public	4
Forest Industry	36
Other Private	27

These varying percentages produced 41,000,000,000 board feet.

The Federal Government is harvesting 0.9% of its inventory while on the other hand the forest industry is harvesting 3.8% of their inventory on a perpetual basis.

It appears that the Government must address itself to the problem. One of the programs of the Department of Agriculture is to attempt to provide an adequate supply of timber, and to achieve this goal the Department is supposed to perform research, education, conservation and, most important, marketing of our national forests.

The Federal Government received $205 million for the sale of stumpage in 1968 and it is estimated that the figure will be $214 million in 1969 and in excess of $225 million in 1970. Only a small portion of this revenue is retained or earmarked for timber management or utilization practices. Accelerated timber stand improvement, planting and seeding, fire protection and research funds for the National Forest Service require annual appropriations by Congress. Timber management programs should no longer be required to rely on congressional appropriations but should be financed from the receipts from sales of timber.

In order to protect future needs of wood products, a greater effort must be made in regeneration related to species, increased fire protection and more road construction for proper timber management.

These methods are being intensively applied to the better managed private forest lands but not as intensively applied to Federal forest land operations due to the lack of funds.

We believe that the Federal Government should embark upon an accelerated forest management program which is properly funded and which would increase the annual yield substantially.

In 1968, the Federal Government spent approximately $108 million in the construction of access roads in Federal timberlands. An additional $18 million was spent in the improvement of timber stands and reforestation. Included in the $18 million expenditure was the planning and seeding of 268,878 acres. While this is a significant number of acres, there remains approximately 5 million acres in national forests in need of reforestation! If seeded and planted, these 5 million acres would increase the national growth by about 2.5 billion board feet.

We believe that the current appropriation of the forest service is not sufficient to provide the increased yield needed in the future from Federal forest lands.

In testimony before another committee several years ago, the U.S. Forest Service stated that an adequate system of highways and access roads and trails is beneficial to national forest lands and their resources. As recently as March 25, that same agency told the Committee on Banking and Currency that approximately 10 billion board feet a year are lost because there are no access roads to reach many trees that are dying or are over mature and should be harvested.

We support the principle that proceeds realized on the sale of timber from Federal forest lands should be reinvested to improve timber management and timber growth in our Federal forests. We are advised that proper management, including precommercial thinning, salvage or mortality, complete roading, the development of super trees and spacing of seedlings rather than direct seeding, could increase the timber yield by as much as 33%

We realize that this drastic increase in the lumber and plywood prices is brought about by many factors, and that there is probably no one solution which will bring immediate relief. In addition to the enactment of S. 1832, we would like to recommend the following:

1. That the forest service prepare and offer for sale timber in areas where little or minimum access road building is required.
2. That the White House be requested to exempt the Forest Service from personnel replacements restraints in order to assure adequate staff to expedite timber sale administration.
3. That the Congress consider some imposition on the export of logs from privately owned timberlands, similar to the restrictions placed on log exports from Federal land.
4. That considering the tremendous control of the timber resources exercised by the United States in ownership of approximately 75% of the working forest in this country and considering further the ever increasing need for great productivity in that area, we would recommend creation of either a citizen advisory board specifically charged with implementation of

the above programs through the forest service or the setting up of a controlling group similar to the Atomic Energy Commission with precise hard-line duties in this implementation.

Mr. Chairman, we certainly do not have all of the answers necessary to resolve this difficult problem, but we wish to emphasize to this committee that a continuation of the present programs by the United States will result in ever increasing costs in virtually all shelter and structure construction in the United States and in a short time will probably mandate the use of substitute materials at even higher costs. Further, in the timber field we have great potential for substantial foreign exchange earnings in future years if we nurture and thoroughly expand our capability in development of this great natural resource.

Again I wish to thank the committee for this opportunity to file a statement in behalf of S. 1832.

COEUR D'ALENE, IDAHO, *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Senate Office Building,
Washington, D.C.

DEAR SENATOR EASTLAND: At the request of the Intermountain Logging Conference, I wish to inform you the membership favors the enactment of the National Forest Conservation and Management Act of 1969.

If we wish to maintain national strength, our timber resources must be managed and used in a wise manner. This is conservation in its true sense. Management as prescribed in the Act will enable the attainment of this objective.

Please register 1,000 votes in the aye column.

Sincerely yours,

EDWARD L. SHULTS,
President, International Logging Conference, Inc.

PORTLAND, OREG., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: The 105 companies and individuals which comprise the Industrial Forestry Association want to commend you for holding the hearing on S. 1832 which would, for the first time, give the U.S. Forest Service the kind of financial support it must have if it is to apply the results of its own research to the national forests to raise their timber production to their capability through forestry. National forest timber now provides 60,000 jobs in the Washington-Oregon forest industry. With intensified forestry, this could be doubled and the production of timber greatly increased to help meet the Nation's home-building goals.

Secretary of Agriculture Hardin last week made a very significant statement when he said at the Annual Meeting of the Society of American Foresters at Miami Beach, Florida, "there is no such thing as an instant forest." What we do now on the national forests in building roads, planting trees, thinning young forests, salvaging old forests, preventing and controlling fires, insects and diseases, will determine whether Americans yet unborn will have a decent home in which to live.

It is imperative for the future of the United States that the national forests be provided with the means to play the part the Congress intended them to do, and which they have never done to date, in meeting their rightful share of the wood needs of the American people. The time is now, and S. 1832 provides the tools. We hope your Subcommittee will report the Bill out promptly and work for its enactment during this Session of the Congress.

Please include this letter in your Hearing Record on S. 1832.

With warmest personal regards, I am,

Sincerely yours,

W. D. HAGENSTEIN,
Executive Vice President,
Industrial Forestry Association.

JACKSON, MISS., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Committee on Agriculture and Forestry, New Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: The issue of adequate timber to meet the urgent needs of a growing population affects every wood products manufacturer and consumer in the State of Mississippi, as it does elsewhere throughout the United States.

It is because the Mississippi Pine Manufacturers Association is so directly concerned with forest management and improvement that we welcome the information that the Sub-Committee met yesterday to consider "S–1832", the National Timber Supply Act.

In our opinion there is no piece of legislation before the Congress which is more significant in terms of wise use of our national timber resources or their orderly regeneration to meet the demands of the Future. You are well aware that the forests of Mississippi represent great wealth to our State. You know, further, that the proper management of State and Private Lands in our State have provided the people with jobs, a cash crop, and unlimited outdoor recreational opportunities as well. It is our judgment that the Forest Service of the Department of Agriculture should be obliged to manage the Federal timber land under its care, as well as the more enlightened timber managers have learned to manage theirs.

We endorse the National Timber Supply Act and respectfully urge that you and your colleagues in the Senate Agricultural Committee work for its early adoption by the entire Congress. We request that this expression of support for the Measure be made a part of the official Sub-Committee Record.

Sincerely,

HUGH THOMASSON,
President, Mississippi Pine Manufacturers Association.

MINNEAPOLIS, MINN., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Sub-Committee, State Agricultural and Forestry Commission, Senate Building, Washington, D.C.

DEAR SIR: The Northwestern Lumbermens Association, representing 2100 lumber dealers in Iowa, Minnesota, North and South Dakota goes on record as supporting the provisions of the National Timber Supply Act of 1969.

We will appreciate your support.

JAMES E. TOEPEL,
Executive Director, Northwestern Lumbermen, Inc.

PORTLAND, OREG., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: The Pacific Logging Congress urges your aggressive support of the Timber Supply Act of 1969 (S. 1832).

The national forests of the nation are not presently contributing their reasonable share of the forest products so desperately needed to provide housing and jobs.

S. 1832 will provide the maangers of our public lands with the funds and policy directives they need to initiate the long range management programs essential for maximum productivity of our forests under the multiple use concept. We hope you will exert all possible influence to obtain its approval by Congress.

Very truly yours,

CARWIN A. WOOLLEY,
Executive Vice-President,
Pacific Logging Congress.

JACKSON, MISS., *October 24, 1969.*

Hon. JAMES O. EASTLAND,
U.S. Senator,
Senate Office Building,
Washington, D.C.

DEAR SENATOR EASTLAND: It is our understanding that the Timber Supply Act was the subject of a hearing by your Senate Soil Conservation and Forestry Subcommittee this week.

The Mississippi Forestry Association, representing timberland owners, forest product industries and equipment suppliers from all parts of Mississippi, is strongly in favor of this legislation.

The National Forests play an important role in providing the timber resource and related benefits so important to the economy and welfare of our country. This bill would be an effective means of increasing the yield of National Forest lands through intensive management.

We sincerely hope that this legislation will be reported favorably by your subcommittee in the near future.

We would appreciate having this letter, in support of the Timber Supply Act included in the hearing record.

Sincerely yours,

BEN A. DAVIS, Jr.,
Executive Vice President,
Mississippi Forestry Association.

BIRMINGHAM, ALA., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommitee, U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: Our members are very interested in passage of S. 1832, National Timber Supply & Management Act of 1969. Earlier this year short supply brought on a situation of extremely high increases in the price of lumber, and made it very difficult for home builders to operate at maximum efficiency.

We pledge our wholehearted support for this Act and hope you will use your expertise to see that it not only comes to a vote as soon as possible, but will also help by personally backing its passage.

Your comments would be appreciated.

Sincerely yours,

GEORGE R. PERKINS,
Executive Vice President,
Birmingham Association of Home Builders.

WASHINGTON, D.C., *October 24, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Forest Subcommittee, Senate Committee on Agriculture,
U.S. Senate, Washington, D.C.:

Senator Eastland, the Home Manufacturers Association represents the producers of factory-built housing ranging from that for low cost housing up to and including what may be called luxury housing, all by an increasingly efficient process of industrialization. Our membership further includes most of the major national corporations furnishing raw materials to the housing industry, as well as many smaller national or regional suppliers.

Factory builders of housing produce 30 percent of one and two family residential construction, with softwood lumber and plywood representing our largest single raw material need. For this reason, we strongly urge the prompt, favorable reporting out of S. 1832 . . . we emphasize the importance of this legislation as a necessity to the meeting of our Nation's housing goals.

We ask that this letter of endorsement be included in the record of hearing on S. 1832.

DON L. GILCHRIST,
Executive Vice President,
Home Manufacturers Association.

JACKSON, MISS., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: We ask your support and urge Committee Endorsement of the "Timber Supply Act of 1969". The passage of federal legislation will provide manufacturers with adequate raw material supplies and dealers and builders with stable prices and supplies.

Your help will be sincerely appreciated in regard to the above legislation.

Cordially,

LEA L. DARBY,
Secretary-Treasurer,
Mississippi Building Material Dealers Association.

MISSOULA, MONT., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Committee of Agriculture and Forestry, Washington, D.C.

DEAR SENATOR EASTLAND: The National Forest Conservation and Management Act of 1969 is perhaps the most forward-looking legislation the Congress has considered in years. Intensive management of our forest resources is long overdue and this act, when enacted, will provide the means whereby intensive management can be realized.

Timber is a soil crop which must be nourished, managed, harvested and renewed. Otherwise, it is wasted. The national loss to date, because of wildfires, insect infestation, disease, windthrow and wilderness withdrawals, is astronomical. The time to correct past mistakes is now.

We urge favorable action and early enactment of the National Forest Conservation and Management Act.

Sincerely yours,

E. L. SHULTS,
Vice President, Tree Farmers, Inc.

SAN FRANCISCO, CALIF., *October 27, 1969.*

Hon. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.

DEAR SENATOR ELLENDER: The American Institute of Architects is very concerned over the dramatic recent increases in the cost of lumber. A consequence of this situation is that there is now a near emergency in the home building industry due to limited lumber supply. Unfortunately, those hardest hit by the lumber shortage are low and moderate income families who either have to pay more for their homes or are precluded from decent housing altogether. We believe additional timber harvested as a result of the enactment of S. 1832 would help meet the critical housing need for low and moderate income families.

The architectural profession is quite conservation-minded. In the past year, architects were among those who pleaded for the redwoods and the preservation of other natural assets such as the Gulf Islands National Seashore. Accordingly, we would not support a harvest of Federal timber lands unless it was carried out under prudent forest management. We believe the proposed Act would permit more efficient use of our forest resources without sacrificing timberlands to wasteful "cut and run" practices.

However, we do not wish to engage ourselves in the technical aspects of the lumber crisis. We relegate this chore to those more expert than we. But we are indeed quite concerned about the removal of another obstacle in the search for improved housing and a decent environment for all Americans. We strongly feel that this remedy will not be of a temporary nature, but one that will insure a constant flow of wood products on a level and on an ever-increasing basis so as to meet the needs that our society demands.

Inasmuch as the proposed National Timber Supply Act would substantially increase the supply of wood products so necessary to the some building industry, and since the harvesting of Federal forests would be coupled with regeneration and other timber production improvement practices, please count the American

Institute of Architects, and the more than 22,000 members we represent, in the ranks of those who favor the subject legislation.

Sincerely yours,

REX W. ALLEN, FAIA,
President, American Institute of Architects.

WASHINGTON, D.C., *October 20, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry,
Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: The American Forestry Association is pleased to have this opportunity to present its views regarding the "National Timber Supply Act of 1969" as outlined in S. 1832 and the "National Forest Conservation and Management Act of 1969" as set forth in the House Committee Print of September 11, 1969 on HR 12025.

We welcome the attention now being given to the production of timber on national forests. This work could be accomplished without additional legislation if the Appropriations Committees of the Congress would authorize funding in accordance with "A Development Program For The National Forests" as presented by the Forest Service in September 1961. However, a war and other high priority demands have precluded such action at rates called for in the Program Some progress has been made, but not rapidly enough to meet current requirements of National Housing Goals or future needs of an expanding population. Consequently, some other device is needed.

The provisions of S. 1832 are not acceptable to us because:

1. Tieing the expenditure of funds to the forest of origin, as proposed in Section 6 may restrict effective use of the money. A higher priority need may exist somewhere else. The allotment of funds should be determined by the Secretary of Agriculture.

2. S. 1832 does not recognize the multiple use aspects of national forest management as required under the Multiple Use-Sustained Yield Act of June 12, 1960.

3. Section 7 provides that "The Secretary of Agriculture shall immediately . . . revise the annual harvest rates . . ." This requirement could lead to over-cutting of the national forests. The proper sequence is to plant, thin, prune, fertilize, etc., and then adjust harvest rates in accordance with new capabilities for timber growth.

All of these recommendations have been recognized and incorporated in the Committee Print of H.R. 12025. Therefore The American Forestry Association recommends that the Senate Subcommittee on Soil Conservation and Forestry accept H.R. 12025 instead of S. 1832.

Sincerely yours,

KENNETH B. POMEROY,
Chief Forester, American Forestry Association.

TACOMA, WASH., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, U.S. Senate,
Washington, D.C.

DEAR SENATOR EASTLAND: I appreciate the opportunity to submit the following statement to be a part of the hearings record on S. 1832, National Forest Conservation and Management Act of 1969.

This is the position of the American Plywood Association whose members produce better than 80 per cent of the nation's *softwood* plywood in 134 manufacturing plants located on the Pacific Coast, Idaho, Montana, Colorado and in eleven Southern pine states. In 1969 the industry will produce approximately fifteen billion feet of plywood. By 1972, volume will grow to eighteen billion square feet.

The purpose and technicalities of the Act have been presented by capable industry spokesmen at all Congressional hearings. Therefore, the purpose of this statement is simply to reaffirm the strong position the American Plywood Association takes in support of the proposed legislation.

The availability of future supplies of softwood lumber and plywood depends upon intensified management of the nation's softwood timber producing forests. Attainment of national housing goals which specify the production of 2.6 million new and rehabilitated housing units annually through 1978 and projected softwood lumber and plywood required, have led experts to estimate that supplies of wood products must increase two-thirds in the next ten years.

In the eary months of 1969, temporary shortages of softwood lumber and plywood resulted from a combination of pressures which placed intense demand on timber resources. The demand for wood products for residential and nonresidential construction and military requirements increased dramatically while the supply of logs remained inelastic. This thwarted the forest industry's ability to respond to the heavy market demand. The result: Rapidly escalating prices and softwood lumber and plywood shortages.

Edward P. Cliff, Chief of the Forest Service, has stated: "Studies . . . of investment opportunities on National Forests . . . show that allowable cuts could, in time, be increased about two-thirds by intensifying timber culture on the more productive portions of National Forest commercial timberlands. Substantial investments would be required to accomplish this, but the returns, in terms of increased wood supplies and other benefits of forest management, would more than offset the cost."

Industry experts agree with Chief Cliff. And the American Plywood Association, after direct participation in the months of research and preparation prior to introduction of S. 1832, is certain that the intensive forest management provided by the provisions of the Act will create an adequate timber supply. At the same time, it will allow multiple use of forest lands which *must* be a part of all future planning.

Your consideration of the National Forest Conservation and Management Act of 1969 is appreciated and I urge your support.

Sincerely,

BRONSON J. LEWIS,
Executive Vice President,
American Plywood Association.

Raleigh, N.C., October 24, 1969.

Sen. JAMES O. EASTLAND,
New Senate Office Building,
Washington, D.C.

The 600 member North Carolina Forestry Association is grateful for your interest in the Timber Supply Act, S. 1832. We support its provisions and hope you can help get it to the floor for consideration at an early date. If possible, please make our endorsement part of the record.

JOHN H. WEATHERLY, *President,*
North Carolina Forestry Association.

Washington, D.C., October 22, 1998.

Hon. JAMES EASTLAND,
U.S. Senator, Chairman, Forestry Subcommittee, Senate Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: The National Particleboard Association is the national trade association representing the domestic particleboard industry.

We manufacture wood-based panel products and the availability of timber decides the availability of our raw material source.

Our products are heavily involved in homebuilding.

Therefore we urge early reporting and passage of S. 1832, the National Timber Supply Act.

Sincerely,

ROBERT E. DOUGHERTY,
Executive Director,
National Particleboard Association.

WASHINGTON, D.C., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Forestry Subcommittee, Senate Committee on Agriculture, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: The passage of S–1832, the National Timber Supply Act, will guarantee the timber resource necessary to meet the housing requirements of the United States.

This organization, representing the structural timber fabricating industry, urges that your Subcommittee act favorably and promptly on this measure which is of such significance to the economic and social interests of the United States.

Sincerely yours,

FRANK J. HANRAHAN,
Executive Vice President,
American Institute of Timber Construction.

MEDFORD, OREG., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommtitee, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: The 112 members of the Southern Oregon Timber Industries Association unanimously support the principles embodied in S. 1832, the National Forest Timber Supply Act. This organization, representing the vast majority of lumber and plywood mills, loggers and related forest industry members in southern Oregon, commends you for your efforts to secure favorable Senate action on this measure and urge continued attention.

Sincerely,

ROBERT F. HIGGINS,
President, Southern Oregon Timber Industries Association.

PORTLAND, OREG., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Committee on Agriculture and Forestry, U.S. Senate, Old Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: Under date of May 23, 1969, Western Forestry and Conservation Association submitted a statement for the Hearing Record on the "National Timber Supply Act of 1969," H.R. 10394 and companion legislation. It is the feeling of the Association that this statement is appropirate to its position on S. 1832. Since this is the case, we beg leave to submit the following for the record of the Hearing of your Subcommittee on S. 1832, the "Timber Supply Act of 1969."

Western Forestry and Conservation Association, dedicated to the promotion of the practice of forestry and the development of forest conservation on all forest land in the Western United States and in its 60th year, agrees with the general purposes and objectives of the "National Timber Supply Act of 1969." This agreement is dictated by the "Timber Utilization" paragraphs in the Association Policy Statement for 1969, which reads:

TIMBER UTILIZATION

"The Association believes that public and private forest landowners have the responsibility to achieve maximum economic timber yields and to encourage the development of facilities for full utilization of raw materials. The Association urges a dynamic program to increase forest production through the reduction of mortality and loss of growth and the prompt salvage of dead and dying timber.

"The Association endorses the principle of continuous timber production on commercial forest lands based on realistic up-to-date inventory, application of more intensive timber management practices, and orderly conversion of old growth timber to growing forests. The Association recognizes that full timber yield depends upon annual cuts that achieve an approximate balance between net growth and harvest at the earliest practicable time.

"The Association recognizes that an adequate forest access road system is basic to an orderly timber harvest, the salvage of current mortality and an effective protection and management system. The Association urges a more aggressive program of federal construction of mainline access roads to permit the full devel-

opment of the multiple-use potential of our Western public forests. Further, the Association recommends that governmental agencies give priority to access roads most urgently needed for adequate forest management and essential community requirements."

The dynamic program to increase forest production referred to above depends on enlightened forest management. Whether this is accomplished on private or public lands, adequate funding is necessary. In the case of the National Forests of the United States this adequate funding seems to have been deficient in the past several years. Insofar as this proposed legislation corrects this situation, the Association favors its passage. The very nature of forest management makes the regular appropriation process more difficult, due to the deferred nature of desirable results. S. 1832 should alleviate this difficulty and provide for the beneficial goal of reinvesting proceeds obtained from the forests in their perpetuation and future productivity.

Certainly it is imperative that *all* the forests of the United States be made to yield their maximum potential. This cannot be accomplished until they are brought under management. This is particularly true where decadent and old growth timber stands are involved.

Respectfully,

ARTHUR M. ROBERTS,
Forest Counsel, Western Forestry and Conservation Association.

PORTLAND, OREG., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: We respectfully request that you enter the recommendation of Western Wood Products Association for enactment of the Timber Supply Act of 1969 in the record of hearings held on October 21, 1969. WWPA, the nation's largest lumber trade association, urges that present language be retained which provides that only timber management costs that can be attributed to the high timber yield program be financed from the fund.

The Timber Supply Act is vitally needed to assure that the national forests provide a fair share of the nation's timber supply for the nation's home builders seeking to meet the demands of a growing number of families.

Sincerely yours,

WENDELL B. BARNES,
Executive Vice President, Western Wood Products Association.

SALT LAKE CITY, UTAH, *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: The officers and members of the Utah Cattlemen's Association are extremely interested in sound management practices of the natural resources of our country.

It is our understanding SB 1832, the National Conservation and Management Act of 1969, will require receipts from the sale of timber to be placed in a fund for forest management which should produce healthier forest and faster growing timber.

Our association would like to go on record as supporting SB 1832.

Very truly yours,

SHERMAN D. HARMER,
Secretary-Manager, Utah Cattlemen's Association.

COLORADO SPRINGS, COLO., *October 24, 1969.*

Senator JAMES O. EASTLAND,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR JIM: I am writing to encourage your support of the above legislation—which I understand is before your subcommittee. You no doubt recall my very active interest in the future timber supply for the Nation.

In addition I have worked with the Alton Box Board Company since leaving Washington. It is one of the largest packaging companies—with three paper mills and a network of some 50 plants making cartons and containers.

According to my information the Bill S. 1832, is being moved closer to the recommendations of the Department of Agriculture and the Forest Service.

With the great timber areas of Mississippi I may not need to promote forestry with you—but wanted you to know of my support of legislation along the line of this bill.

My personal regards and good wishes.

Sincerely,

TRUE D. MORSE,
ALTON BOX BOARD CO.

NEENAH, WIS., *October 24, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Forestry, Senate Committee on Agriculture, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: For some months we have been following with great interest the progress of the several timber supply proposals in the Senate and House. As a forest products company with operations in eighteen states and forest holdings in eight, we are very much aware of the need of sound forestry management for economic timber production with assured year-to-year continuity of available funds for the purpose.

S. 1832, the National Timber Supply Act, will do much to provide the Forest Service with the funds necessary to improve their management of the forests for which they are responsible. I urge you to favorably report this important legislation to the Senate Committee on Agriculture.

I ask that this letter be made a part of the hearing record on this bill.

Sincerely,

KIMBERLY-CLARK CORP.,
R. J. APPERT,
Pulp, Paper & Forest Products Division.

SAN FRANCISCO, CALIF., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
U.S. Senate,
Washington, D.C.

DEAR SENATOR EASTLAND: I received the report that during hearings before the Senate Forestry Subcommittee of the Committee on Agriculture on October 21, 1969, on Senate Bill 1832, the National Timber Supply Act, one witness, who was formerly associated with Southern Pacific Company, appeared in opposition to the bill. As you know, Southern Pacific Company and its subsidiary, Southern Pacific Land Company, own a great deal of timber land in California and I would not want the subcommittee to receive the mistaken impression that the witness in any way reflected our views.

We are in favor of S. 1832 and the intensive forest management it promotes. We believe that it is appropriate to give the U.S. Forest Service broad authority and responsibility for intensive forestry .The funding for this as provided in the bill is desirable and we are strongly in favor of it.

Very truly yours,

B. F. BIAGGINI,
SOUTHERN PACIFIC COMPANY.

GLENDALE, OREG., *October 23, 1969*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry,
Senate Office Building, Washington, D.C.:

We hereby urge prompt passage of S. 1832 to further forestry and satisfy housing needs. We request that this wire be included in the hearing record.

T. H. MEHL, III.
THE ROBERT DOLLAR CO.

WASHINGTON, D.C., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry,
Senate Committee on Agriculture, Washington, D.C.

DEAR SENATOR EASTLAND: Stable supplies of timber are of critical importance to the continued economical production of a wide variety of essential industrial end products as well as consumer goods.

There is a tendency to equate timber harvesting, on either private or public commercial timberlands, with products which use fiber largely in its original form—lumber, plywood and other wood products. The fact is that a vast industrial and chemical complex throughout the United States is heavily dependent upon wood fiber and is just as concerned with adequate yields of raw material from both national forests and other commercial timberlands as are the lumber and plywood industries.

Monsanto, as a supplier of large volumes of chemicals and resins to the wood products industry, is concerned with obtaining maximum effective production of wood fiber from all domestic sources. We believe that the National Timber Supply Act of 1969 (S. 1832) represents the most logical means for the nation to guarantee its future timber requirements and we applaud your Subcommittee for conducting hearings on the commercial timberlands and urge speedy affirmative action on this Bill.

It would be appreciated if this letter were made a part of the Subcommittee hearing record so that the Senate Agriculture Committee may be aware of the fact that the economic impact of this measure extends far beyond lumber and plywood production and housing.

Sincerely,

SAM PICKARD,
Vice President.
MONSANTO CO.

NORTHFORK, CALIF., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Senate Office Building, Washnigton, D.C.:

Respectfully urge prompt Senate action on National Timber Supply Act in order that national forest timber yields may be increased to meet anticipated and urgent housing needs.

Sincerely,

T. L. TAYLOR,
AMERICAN FOREST PRODUCTS CORP.

GREEN BAY, WIS., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Forestry Subcommittee, Senate Committee on Agriculture, Senate Office Building, Washington, D.C.:

We are strongly in favor of National Timber Supply Act (S. 1832). Urge you to work for passage.

L. A. STRAUBEL, G. L. WARE,
STRAUBEL PAPER CO.

DAYTON, OHIO, *October 23, 1969.*

Senator JAMES O. EASTLAND,
Senate Office Building,
Washington, D.C.:

Please vote favorably on National Timber Supply Act. More timber will help to stabilize lumber costs and keep housing costs from skyrocketing.

D. E. HOELAND,
F. A. REQUARTH CO.

WEST POINT, VA., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Forestry Subcommittee, Senate Committee on Agriculture, Senate Office Building, Washington, D.C.:

Strongly urge that the Timber Supply Act (S. 1832) supported by American Pulpwood Associated be considered favorably by your commiteee.

J. H. JOHNSON,
CHESAPEAKE CORP. OF VIRGINIA.

SCHILLER PARK, ILL., *October 22, 1969.*

Hon. JAMES EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

I strongly urge your support of the National Timber Supply Act of 1969.

W. L. BEHAN 3d,
HILL BEHAN LUMBER CO.

SARATOGA, WYO., *October 22, 1969.*

Senator JAMES EASTLAND,
Chairman, Soil Conservation & Forestry Subcommittee,
Washington, D.C.:

Passage of timber supply bill No. 1832 is urged.

EDWARD HINES LUMBER CO.,
PETE HIMMAL,
Forestry Manager.

CHICAGO, ILL., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Senate Office Building,
Washington, D.C.:

Urge your utmost support for getting bill S. 1832 out of committee for quick passage to avert repetition this year's runaway lumber prices.

W. H. SCHENK LUMBER CO.
W. J. CARR, *Chairman.*

WEED, CALIF., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Forestry Subcommittee, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.:

Respectively urge early Senate action on National Timber Supply Act which we feel is essential to help solve the critical timber supply problem and housing crisis.

INTERNATIONAL PAPER CO.,
WARREN GOLDSMITH,
Woodlands Manager.

LOUISVILLE, KY., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

We urge that you support Senate bill 1832, National Timber Supply Act. We feel that this is necessary in order to have enough lumber for the future building needs of our country.

W. R. WILLETT LUMBER CO., INC.
W. R. WILLETT, Jr.,

CINCINNATI, OHIO, *October 22, 1969.*

Senator JAMES O. EASTLAND,
Senate Office Building,
Washington, D.C.:

Respectively urge your favorable vote on National Timber Supply Act. It is most important to the equilibrium of the housing industry and the Nations housing needs.

THE HESS-GARDNER LUMBER CO.
THEODORE H. GARDNER,

SAN FRANCISCO, CALIFORNIA, *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

In view of anticipated timber shortages, request Senate action so national forest timber yields may be promptly increased. Hope bill will contain requirement for annually reporting goals and performance.

DONALD WATSON, *Regional Vice President.*
WEYERHAEUSER CO.

MOUNT CLEMENS, MICH., *October 23, 1969.*

Senator EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Office Building, Washington, D.C.:

We urge you to vote in the affirmative on the National Forest Conservation Management Act of 1969. Our industry needs this type of act to help keep our industry a going industry.

THE LITVIN BROS.,
LAMINATED STRUCTURES,
MACOMB WHOLESALE LUMBER CO.

SARATOGA, WYO., *October 22, 1969.*

Senator JAMES EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Washington, D.C.:

We urge passage on timber supply bill No. 1832.

EDWARD HINES LUMBER CO.

SAN FRANCISCO, CALIFORNIA, *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Subcommittee on Agriculture and Forestry, Senate Office Building, Washington, D.C.:

We respectfully urge your committee's favorable recommendation with respect to the pending National Timber Supply Act. It is vital to the housing needs of the future that national forest timber yields be increased so as to minimize anticipated timber shortages. We further suggest that the bill require annually reported goals and performance.

C. T. GRAY, *President.*
AMERICAN FOREST PRODUCTS CORP.

SAN FRANCISCO, CALIFORNIA, *October 23, 1969.*

Hon. JAMES EASTLAND,
Chairman, Committee on Agriculture, U.S. Senate, Senate Office Building, Washington, D.C.:

We urge the favorable consideration by your committee of the provisions of the National Timber Supply Act (S. 1832). As the owner and manager of substantial forest lands in the United States, including approximately 240,000 acres

in the State of Mississippi, it is our opinion that the National Timber Supply Act presents the country with a unique opportunity to increase its timber resources, contribute to the housing needs of the country, while retaining the recreational properties necessary for our citizens.

F. O. BOYLAN, *President.*
CROWN ZELLERBACH CORP.

WARREN, ARK., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Senate Office Building,
Washington, D.C.:

I would appreciate your active support of National Timber Supply Act, S. 1832. This bill is important to not only the southern pine industry but the forest industry as a whole. Any assistance you can give our industry in seeing that the bill is passed will be sincerely appreciated.

POTLATCH FORESTS, INC.
R. V. WARNER,

WILLIAMBURG, PA., *October 23, 1969.*

JAMES O. EASTLAND,
U.S. Senate,
Washington, D.C.:

Strongly request your favorable consideration of S. 1832, National Timber Supply Act. Regards.

WESTVACO CORP.
J. LYNNE FERNER,

SARATOGA, WYO., *October 22, 1969.*

Senator JAMES EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Washington, D.C.:

Passing of timber supply bill No. 1832 is urged.

EDWARD HINES LUMBER CO.
LEON NEWELL, *General Manager,*

PHOENIX, ARIZ., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Senate Office Building,
Washington, D.C.:

Happy to learn your Subcommittee on Soil Conservation and Forestry will consider Sparkman bill, S. 1832. Southwest Forest Industries is diversified forest industry company with holdings in South as well as Southwest regions. We believe National Timber Supply Act most important to create high yield forestry on national forests and yet not interfere with multiple use concept. If passed, act will materially contribute to developing and utilizing our timber resources in effort to reach Nation's housing goals. We believe most crucial piece of legislation now before Congress.

SOUTHWEST FOREST INDUSTRIES.
J. B. EDENS, *President,*

CHICAGO, ILL., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.:

Speaking for the members of Ponderosa Pine Woodwork, the leading lumber and woodwork manufacturers of the Nation, I urge you to lend all possible support to S. 1832, the National Timber Supply Act.

PONDEROSA PINE WOODWORK.
ROBERT H. HERBST, *General Manager.*

KREMMLING, COLO., *October 22, 1969.*

Senator JAMES EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: We want you to know that we support Senate bill No. 1832, known as the timber supply bill. This is vital for our operation.

KREMMLING TIMBER CO.
JULIAN BUCHER.

LARAMIE, WYO., *October 22, 1969.*

Senator JAMES EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Washington, D.C.:

Passage of timber supply bill No. 1832 is urged.

EDWARD HINES LUMBER CO.
STAN PETERSON,
Office Manager.

LARAMIE, WYO., *October 22, 1969.*

Senator JAMES EASTLAND,
Senate Building, Washington, D.C.:

Forest Products Treating Co., endorses and supports the Senate bill No. 1832 known as the timber supply bill.

FOREST PRODUCTS TREATING CO.

SAN FRANCISCO, CALIF., *October 22, 1969.*

Hon. JAMES EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee an Agriculture and Forestry, Senate Office Building, Washington D.C.:

Respectfully request early Senate action on National Timber Supply Act so that national forest timber yields may be promptly increased to meet anticipated timber shortages. Bill should contain requirement for annually reporting goals and performance.

WESTERN LUMBER MANUFACTURERS,
GEORGE A. CRAIG,
Secretary-Manager.

ESTACADA, OREG., *October 22, 1969.*

Hon. JAMES EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Senate Office Building, Washington, D.C.:

Milwaukie Plywood supports bill S. 1832.

MILWAUKIE PLYWOOD CORP.

FRANKLIN, VA., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Senate Agriculture and Forestry Committee,
Washington, D.C.:

Have just telegraphed our two Virginia Senators asking their support of S. 1832 and hope the bill has your support also. Most important, we think for relieving timber shortage and most important that this be done by increased avalability under proper safeguards of timber from national forests. Would help prevent the short of shortage crisis the Nation experienced a few months ago which to some extent is still continuing. Respectfully urge your support of the bill.

JOHN M. CAMP, Jr.
UNION CAMP.

WALDEN, COLO., *October 22, 1969.*

Hon. JAMES EASTLAND,
Conservation and Forestry Subcommittee,
Senate Office Building,
Washington, D.C.:

We heartily support intensive timber management as proposed in Senate bill S. 1832, timber supply bill.

JAMES D. SHAW, *Superintendent,*
MICHIGAN RIVER TIMBER CO.

KALAMA, WASH., *October 22, 1969.*

JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry,
Senate Office Building,
Washington, D.C.:

We support bill S. 1832 and request that this telegram be included in the hearing record.

GRAM LUMBER CO.

MISSOULA, MONT., *October 22, 1969.*

JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee,
Senate Committee on Agriculture and Forestry,
Senate Building, Washington, D.C.:

This letter is written in support of the National Forest Timber Supply Act. This legislation is needed to bring our national forest up to maximum production to meet the projected housing needs.

LEONARD A. HAMILTON,
MILTON LUMBER CO., INC.

SAN FRANCISCO, CALIF., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.

We respectfully urge your favorable consideration for the passage of the National Timber Supply Act of 1969. The enactment of this legislation can materially stabilize the wood fiber industry, the availability of much needed wood products for the construction of houses in the United States and the economic future of all those involved in these endeavors.

Personal regards,

WOOD PRODUCTS GROUP, POTLATCH FOREST, INC.,
LEONARD K. FLOAN, *Corporate Vice President.*

BLUE ISLAND, ILL., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Please support National Timber Supply Act of 1969. Important to future of people in lumber industry.

WALTER KOEHLER, *President.*
K & K LUMBER CO., INC.

EUGENE, OREG., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

The forest products industry is dependent upon the wood fiber produced on national forests lands administered by the U.S. Forest Service. Prompt and favorable action on S. 1832, the Timber Supply Act, can assure optimum production from these lands. We support this legislation.

WESTERN WOOD FIBER, INC.,
R. E. OLINGER, *Executive Vice President.*

DINUBA, CALIF., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.:

We urge early Senate action on National Timber Supply Act so that timber yields from national forest lands may be promptly increased to meet possible timber shortages.

SEQUOI FOREST INDUSTRIES, INC.
GRANT B. POTTER, *President.*

CASCADE POLE CO.,
Tacoma, Wash., October 22, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: We urge favorable action by your committee in support of S. 1832. This measure will be a giant step toward implementing the intensive management of our National Forests which is an absolute necessity if we are to met the future shelter and recreational needs. Intensive management maximizes the production of fiber and at the same time enhances recreational value.

G. L. MONAHAN.

ALABAMA KRAFT CO.,
MAHRT DIVISION,
Mahrt, Ala., October 23, 1969.

Senator JAMES EASTLAND,
Chairman, Forestry Subcommittee, Senate Committee on Agriculture, Senate Office Building, Washington, D.C.:

Urgently request your support of the proposed National Forest Timber Supply Act (S. 1832) now pending in the Congress. The purpose of this act is to intensify the timber growth and harvest from the national forests while protecting and insuring the other multiple benefits of these lands. It is worthy to note that the purpose of the proposed act coincides with the recent statement of Forest Service Chief Edward P. Cliff that allowable cuts could, in time, be increased about two-thirds by intensifying timber culture on the more productive portions of national forest commercial timberlands. Passage of this act is imperative if this Nation is to fulfill the forecast of timber products consumption in the 1970's. I again respectfully urge your active support in the passage of the proposed National Forest Timber Supply Act.

J. B. BRADLEY, *Division Manager.*

MCGREW BROS. SAWMILL, INC.
Ashland, Oreg., October 23, 1969.

Hon. JAMES O. EASTLAND,
Subcommittee on Soil Conservation and Forestry,
Senate Office Building, Washington, D.C.:

We fully support bill S. 1832. Please include our wire in the hearing record.

E. E. MCGREW.

GILCHRIST TIMBER CO.,
Gilchrist, Oreg., October 24, 1969.

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Of vital concern to the forest products industry is the passage of the Timber Supply Act of 1969 (S. 1832). Urge you and your committee to report favorably to the Senate for its passage. Thank you.

FRANK R. GILCHRIST, *President.*

36-248—69——10

BARKER-WILLAMETTE LUMBER CO., INC.,
Eugene, Oreg., October 23, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

S. 1832 and H.R. 12025 can provide the key to more progressive forest management by the USDA, USFS. I feel prompt, favorable consideration of the Timber Supply Act is an absolute necessity. Adequate future raw material supplies for the wood-using industry depend on increased investment in Federal forest lands.

DONALD R. BARKER, *President.*

U.S. PLYWOOD CHAMPION PAPERS, INC.,
OREGON DIVISION,
Eugene, Oreg., October 23, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

We are in strong support of the national forest timber supply bill, S. 1832, and urge that this bill pass committee without further delay.

L. JAMES BAGLEY,
Manager, Timber and Lands.

KAIBAB INDUSTRIES,
PANGUITCH DIVISION,
Panguitch, Utah, October 23, 1969.

Senator JAMES EASTLAND,
Chairman, Soil Conservation Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: Kaibab Industries and its employees of Panguitch, Utah, manufacturer of lumber products, strongly supports the passage of Timber Supply Act of 1969 (S. 1832). We urge you to please put forth extended energies toward the passage of the vital act. Our sincere appreciation.

TOM MAJOR, *Division Manager.*

T. L. JAMES & CO., INC.,
Ruston, La., October 23, 1969.

Hon. JAMES EASTLAND,
U.S. Senate,
Senate Office Building, Washington, D.C.:

We strongly support position on National Timber Supply Act, S. 1832, as recommended by National Forest Products Association, and we have so notified Senators Ellender and Long to this effect. Appreciate your assistance.

H. D. BURKHALTER,
Vice President.

TIMBER PRODUCTS CO.,
Medford, Oreg., October 23, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.:

Early Senate action needed on National Timber Supply Act. Increase in national forest timber badly needed to meet rising building materials and paper products demands. Very important annual report requirement be in bill.

Respectfully,

DUGAN H. PEARL.

TREMONT LUMBER CO.,
Joyce, La., October 23, 1969.

Hon. JAMES O. EASTLAND,
U.S. Senate,
Washington, D.C.:

Urge your support of S. 1382, National Timber Supply Act. Have transmitted my viewpoint to Senators Ellender and Long with indication of their support of the bill.

PAUL F. HERSHEY,
Vice President and General Manager.

INTERNATIONAL PAPER CO.,
Natchez, Miss., October 23, 1969.

Senator JAMES O. EASTLAND,
Senate Office Building,
Washington, D.C.:

After reviewing Senate bill 1832, the National Timber Supply Act, I feel it is good legislation and hope that it will have your support and a favorable report by committee.

J. R. WARD,
Manager, Delta Woodlands Region.

CAMDEN, S.C., *October 24, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Forestry and Soil Conservation Subcommittee,
Senate Office Building, Washington, D.C.:

Please urge your support to help pass S. 1832, National Timber Supply Act. This is good, positive legislation.

WALTER JAENICKE.

SOUTH CAROLINA INDUSTRIES,
Florence, S.C., October 24, 1969.

Senator JAMES EASTLAND,
Senate Office Building,
Washington, D.C.:

We urge passage of the National Timber Supply Act as a step in the right direction for problem solving. Your support will be appreciated.

S. K. HUDSON.

GEORGIA KRAFT CO.,
KRANNERT DIVISION,
Rome, Ga., October 23, 1969.

Senator JAMES EASTLAND,
Chairman, Forestry Committee,
Senate Office Building, Washington, D.C.

Urgently request your support of the proposed National Forest Timber Supply Act (S. 1832) now pending in the Congress. The purpose of this act is to intensify the timber growth and harvest from the national forest while protecting and insuring the other multiple benefits of these lands. It is worthy to note that the purpose of the proposed act coincides with the recent statement of Forest Service Chief, Edward P. Cliff, that allowable cuts could, in time, be increased about two-thirds by intensifying timber culture on the more productive portions of national forest commercial timberlands. Passage of this act is imperative if this Nation is to fulfill the forecast of timber products consumption in the 1970's. I again respectively urge your active support in the passage of the proposed National Forest Timber Supply Act.

Dr. E. F. WALKER,
Division Manager.

INTERNATIONAL PAPER CO.,
Glen Falls, N.Y., October 24, 1969.

Senator JAMES EASTLAND,
Chairman, Senate Committee on Agriculture
Senate office Building, Washington, D.C.:

Urge that you support National Timber Supply Act, S. 1832, as recommended by NFPA statement.

C. A. PESEZ.
Regional manager Woodlands Department,
Adirondack-Green Mountain Region.

WEST TACOMA NEWSPRINT CO.,
Steilacoom, Wash., October 24, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry,
Senate Office Building, Washington, D.C.:

Wish to support S. 1832, National forest timber supply bill, and urge early favorable report by committee. National future wood requirements for shelter and other uses clearly justify that intense forestry practices be expedited on commercial timber areas of national forests. Our company with production of newsprint for newspapers does and will in future draw heavily on national forest for raw material. With expanding needs of society for all wood-based commodities, all forests must maximize growth and production, and S. 1832 is immense, timely step in funding increased production from Nation's public forests. Please include statement in hearing record.

RAY E. JOHNSON,
Vice President, Timber and Lands.

FOX RIVER PAPER CORP.,
Appleton, Wis., October 23, 1969.

Senator JAMES O. EASTLAND,
Chairman, Forestry Subcommittee, Senate Committee on Agriculture, Senate Office Building, Washington, D.C.

We wholeheartedly support and ask your support for the National Timber Supply Act, S. 1832.

HENRY BAILEY, *President.*

SENECA SAWMILL CO.,
Eugene, Oreg., October 23, 1969.

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Application of sound forest management practices to insure future raw material supplies is necessary for the survival of the wood-using industry.

I support prompt and favorable action on S. 1832 and high-yield timber fund proposed for accelerated management of national forest timberlands.

AARON U. JONES, *President.*

SAN FRANCISCO, CALIF., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.:

Urge your support of National Timber Supply Act including annual performance accountability clause as most vital means of meeting Nation's critical housing need.

AMERICAN FOREST PRODUCTS CORP.,
HOWARD W. BLAGEN, *Vice President.*

COLUMBIA, S.C., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Forestry and Soil Conservation Subcommittee, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.:

The newly formed South Carolina Forestry Association in session at its first annual meeting, October 23, 1969, gives full endorsement of the principles involved in Senate bill 1832, National Timber Supply Act, and urges expeditious handling of this measure and get it moved into law as promptly as possible. Urge that this statement be placed in the hearing record identified as South Carolina Forestry Association position on S. 1832.

SOUTH CAROLINA FORESTRY ASSOCIATION,
ROBERT R. SCOTT, *Executive Vice President.*

CHARLOTTE, N.C., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

The officers, directors, and members of the Home Builders Association of Charlotte heartily endorse the National Timber Supply Act of 1969 and sincerely urge your support of this bill.

HOME BUILDERS ASSOCIATION OF CHARLOTTE,
WILLIAM E. BROWNING, *President.*

PORTLAND, OREG., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry, Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Associated Oregon Industries representing business and industry having over 50 percent of State's private employment and payroll urges your support for S. 1832. Maximum production of wood fiber from Federal lands is essential for economic health of Oregon and for the Nation. Productive national forest lands means jobs in Oregon and lumber to meet the Nation's housing needs.

ASSOCIATED OREGON INDUSTRIES,
IVAN CONGLETON, *Executive Vice President.*

CHICAGO, ILL., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Senate Office Building, Washington, D.C.:

On behalf of our 77 member firms we support and urge the quick passage of the 1969 Timber Supply Act (S. 1832).

NATIONAL WOODWORK MANUFACTURERS ASSOCIATION,
JOHN W. SHOEMAKER.

EUGENE, OREG., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

It is important that commercial forest lands under supervision of the Department of Agriculture, USFS, be managed for optimum production of timber.

We support the intent of S. 1832, the Timber Supply Act, and the proposed high timber yield fund to accomplish these objectives.

We also encourage your subcommittee and the Senate Agriculture and Forestry Committee to act favorably on this measure as expeditiously as possible.

NORTHWEST TIMBER ASSOCIATION,
E. P. JOHNSON, *President.*

LANSING, MICH., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Senate Office Building, Washington, D.C.:

Over 700 Michigan lumber dealers urge your prompt and complete support of S. 1832 to provide practical long-range remedy for this year's lumber market chaos.

MICHIGAN RETAIL LUMBER DEALERS ASSN.,
DON MOE, *Secretary-Manager.*

SAN DIEGO, CALIF., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Office Building, Washington, D.C.

The San Diego Lumbermen's Association endorses and urges passage of the Timber Supply Act of 1969 as constructive legislation beneficial not only to our industry but to all our Nation's citizens as well.

SAN DIEGO LUMBERMEN'S ASSOCIATION,
THAD A. BROWN, *Executive Director.*

PHOENIX, ARIZ., *October 22, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Forestry Subcommittee, Senate Agriculture Committee, Senate Office Building, Washington, D.C.:

DEAR SENATOR EASTLAND: It has been called to our attention that Timber Supply Act S. 1832, is now before the Forestry Subcommittee of the Senate Agricultural Committee. It is strongly urged that your subcommittee give this bill the highest possible priority. It is of vital importance to the wood manufacuring industries, to the community for which they support and to the national housing goals. Under the circumstances we feel this legislation should receive maximum attention. Your consideration will be sincerely appreciated.

SOUTHWEST PINE ASSOCIATION,
JAMES J .COX, Jr., *Secretary.*

HELENA, MONT., *October 23, 1969.*

Senator JAMES EASTLAND,
Senate Office Building, Washington, D.C.:

Montana lumber dealers urgently request support Timber Supply Act, S. 1832. Vital future housing.

MONTANA BUILDING MATERIAL DEALERS ASSOCIATION,
R. V. PETERSON, *Executive Secretary.*

MISSOULA, MONT., *October 24, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Urge prompt favorable action on Timber Supply Act (S. 1832) which is supported by Montana congressional delegation.

WESTERN WOOD PRODUCTS ASSOCIATION,
HORACE H. KOESSLER,
Chairman Montana Forest Practice Committee.

NASHVILLE, TENN., *October 24, 1969.*

Senator JAMES O. EASTLAND,
Senate Office Building, Washington, D.C.:

As Chairman of the Legislative Advisory Committee of the National Lumber and Building Material Dealer Association and President of the Tennessee Building Material Association in the interest of the stabilization of Lumber supplies and prices, I urgently request that your subcommittee give its approval of the Timber Supply Act.

TENNESSEE BUILDING MATERIAL ASSOCIATION,
RICHARD NORVELL, *President.*

NEW YORK, N.Y., *October 24, 1969.*

Senator JAMES EASTLAND,
Chairman, Forestry Subcommittee, Senate Committee on Agriculture, Senate Office Building, Washington, D.C.:

The American Pulpwood Association endorses the statement on S. 1832, National Timber Supply Act, made to your committee by L. L. Stewart and J. B. Crowell for the National Forest Products Association. We urge that their proposed amendments be adopted and request that this endorsement be included in the committee record. We feel that the need for this legislation warrants the prompt and favorable action of the full committee and Senate.

AMERICAN PULPWOOD ASSOCIATION,
W. S. BROMLEY.

WASHINGTON, D.C., *October 23, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Only favorable action now on the Timber Supply Act of 1969 (S. 1832) can avert the crisis in housing which will surely develop without an adequate future supply of wood building products. The American people can clearly see the benefits to them in this bill. On behalf of our 14 major wood industry association members, we urge your committee to expedite passage of this measure.

AMERICAN WOOD COUNCIL,
BOYCE P. PRICE, *Executive Vice President.*

CHARLOTTE, N.C., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Office Building, Washington, D.C.:

Respectfully request your support for passage National Forest Conservation and Management Act 1969.

CAROLINA LUMBER AND BUILDING MATERIAL DEALERS ASSOCIATION,
R. L. REID.

PORTLAND, OREG., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

The 210 sawmill members of the West Coast Lumber Inspection Bureau produce over 5 billion board feet of softwood lumber per year. Their future existence and ability to continue supplying construction lumber for the Nation's homes is dependent on the approval of the Timber Supply Act of 1969 (S. 1832).

WEST COAST LUMBER INSPECTION BUREAU,
PAUL R. HOLLENBECK,
Executive Vice President.

SEATTLE, WASH., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Agriculture and Forestry Committee, U.S. Senate, Washington, D.C.:

On behalf of over 300 Pacific Northwest shingle and shake mills we urge your favorable consideration of the National Timber Supply Act of 1969. Its passage is vital to the future housing needs of our growing population.

RED CEDAR SHINGLE & HANDSPLIT SHAKE BUREAU,
VIRGIL G. PETERSON, *Secretary-Manager.*

LARAMIE, WYO., *October 23, 1969.*

Senator JAMES EASTLAND,
Senate Office Building,
Washington, D.C.:

I am in favor of the timber supply bill, Senate bill No. 1832. Urge you to press for passage.

R. G. HILL.

KREMMLING, COLO., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Committee on Agriculture and Forestry, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: It is important that you help pass Senate bill No. 1832. We must have additional timber sales for our operation.

FLOYD BERTENITTI.

SAN FRANCISCO, CALIF., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Urge favorable action loosening funds for home building and passage of national timber supply bill.

KRAMER ADAMS.

SAN FRANCISCO, CALIF., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Request early and favorable consideration of National Timber Supply Act. Is essential for meeting national housing goals and stabilizing forest products industry and dependent communities.

J. A. HARTLEY.

SAN FRANCISCO, CALIF., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Urge your support of National Timber Supply Act to help provide lumber for needed housing.

R. K. KELLY.

EUGENE, OREG., *October 24, 1969.*

Senator JAMES O. EASTLAND,
Senate Committee on Agriculture,
Capitol Building, Washington, D.C.

DEAR SENATOR EASTLAND: We strongly request your support in passage of Senate bill S. 1832, National Timber Act. Your affirmative vote will certainly be appreciated.

CASCADE FIBER CO.,
DON STOW.

LARAMIE, WYO., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Senate Building,
Washington, D.C.:

I support the timber management principles as proposed in the Senate bill No. 1832 known as the timber supply bill and urge for the passage of the same.

DARRYL R. HUNKAPILLAR.

LARAMIE, WYO., *October 22, 1969.*

Senator JAMES EASTLAND,
Senate Building,
Washington, D.C.:

I support the principle of intensive timber management, therefore urge you to continue to press for passage of S. 1832, the timber supply bill.

JAMES R. CRAINE.

PORTLAND, OREG., *October 22, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Soil Conservation and Forestry Subcommittee, Senate Agriculture and Forestry Committee, Senate Office Building, Washington, D.C.:

Respectfully request you include in hearing record of October 21 on S. 1832, National Timber Supply Act of 1969, my urging of passage of this act to insure adequate supply of timber to provide houses for Nation today and forever.

W. J. CARY, Jr.

BURLINGAME, CALIF., *October 23, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservtaion and Forestry, Senate Committee on Agriculture and Forestry, Senate Office Building, Washington, D.C.:

National Timber Supply Act essential to help solve pressing timber supply problem and home construction crisis. Respectfully urge Senate action in favor.

TOM MUTCHLER.

(Note. Letters in support of S. 1832 were received from the following:)

W. H. Mahler, Regional Sales Manager, St. Regis Paper Co., Atlanta, Ga.
T. D. Hinckley, President, Dwight Hinckley Lumber Co., Cincinnati, Ohio.
Warren M. Briggs, President, Alger-Sullivan Company, Century, Fla.
Alan C. Goudy, Portland, Oreg.
F. B. McFarland, President, Port Huron Paper Co., Port Huron, Mich.
Richard B. Finch, Executive Vice-President, Indiana Lumber and Builders Supply Assn., Indianapolis, Ind.
Edwin F. Sembell, Executive Secretary, Illinois Lumber and Material Dealers Assn., Inc., Springfield, Ill.
P. H. Brewster, Jr., Birmingham, Ala.
Charles E. Mann, General Manager, Arizona Sash Door & Glass Co., Phoenix, Ariz.
Milton Schultz, Manager, Paul Bunyan Lumber Co., Anderson, Calif.
John C. Hampton, President, Willamina Lumber Co., Terminal Sales Building, Portland, Oreg.
Paul D. Colbenson, Atlanta, Ga.
William T. Jobe, Jr., Assistant Secretary, Montgomery Laminating Co., Montgomery, Ala.
Stanley E. Brown, President, Chandler Lumber Company, Van Nuys, Calif.
Martin L. Devere, Forester, Western Pine Sales, Inc., Globe, Ariz.
W. N. Darwin, Director of Woodlands, MacMillan Bloedel Products, Inc., Pine Hill, Ala.
Ronald L. Piercy, General Manager, A-D-E Lumber & Supply Co., Inc., Kansas City, Mo.
Gene D. Ward, Spokane, Wash.
Paul W. Johanningsmeier, Jeffersonville, Ind.
John J. Mulrooney, Executive Vice President, National-American Wholesale Lumber Association, Terminal Sales Bldg., Portland, Oreg.
Robert R. Scholl, Executive Vice President, School Lumber Company, Bethlehem, Pa.
W. E. Gibbons, Wood Manager, Albemarle Paper Company, Roanoke Rapids, N.C.
Gordon D. Wilson, Vice President and General Manager, Idaho Stud Mill, Inc., St. Anthony, Idaho.
Gordon K. Voget, Gales Peak Lumber Co., Forest Grove, Oreg.
Donald L. Delaney, President, Randall B. Walker, Secretary, Silver City Lumber Company, P.O. Box 1504, Missoula, Mont.

Curtis H. Mees, Executive Director, New York & Suburban Lumbermen's Association, Inc., New York, N.Y.
John T. Hay, General Manager, California State Chamber of Commerce, Sacramento, Calif.
Wayne Knauf, Land and Timber Manager, Georgia-Pacific Corporation, Ukiah, Calif.
Wayne Gardner, Exec. Vice President, Lumber Association of Southern California, Los Angeles, Calif.
William A. Bertolini, V. P. Engineering, Theurer, Incorporated, Newark, N.J.
Don R. Piercy, Piercy Lumber Sales, Kansas City, Mo.
Robert N. Helding, Chairman, Montana Forest Industries Council, St. Regis Paper Company, Libby, Mont.
D. T. Potts, Raw Materials Manager, Hoerner Waldorf, Mill Division, Missoula, Mont.
Robert L. Delaney, President, Montana Lumber Sales, Inc., Missoula, Mont.
Robert S. Nobis, Secretary-Manager, Intermountain Logging Conference, Inc., Coeur D'Alene, Idaho.
Theodore M. Anderson, Manager, Anderson Lumber Co., Inc., St. Petersburg, Fla.
George W. Mead, II, President, Consolidated Papers, Inc., Wisconsin Rapids, Wis.
Francis C. Sullivan, Acting, Executive Vice-President, Detroit Lumbermen's Association, Detroit, Mich.
Benjamin W. Shannon, Secretary-Treasurer, Toledo Hoo-Hoo Club No. 157, Toledo, Ohio.
William H. Hermuth, President, Orange Coast Lumber Co., Tustin, Calif.
Donald V. Gribskov, President, Salem Oregon Chapter, The American Institute of Architects, Salem, Oreg.
Ronald B. Sorensen, President, Tualatin Development Co., Inc., Tigard, Oreg.
John W. Lowe, General Manager, Pickering Lumber Corporation, Standard, Calif.
W. R. Bickerton, President & General Manager, Van-Evan Co., Missoula, Mont.
Robert W. Cochran, Architect, Oklahoma City, Okla.
J. R. Kennedy, Chairman of the Board, Federal Paper Board Co., Inc., Montvale, N.J.
T. R. Sheldon, Director of Timberlands, Scott Paper Co., Philadelphia, Pa.
Richard P. Neils, General Sales Manager, Forest Products Group, St. Regis Paper Co., Tacoma, Wash.
W. C. Anderson, President, Williams-Brownell, Inc., Asheville, N.C.
Edward R. Carr, Executive Building, Springfield, Va.
A. G. Chambers, Secretary, F. C. Cook and Company, Inc., Buckhannon, W. Va.
Edward F. Murphy, President, Murphy Plywood Corporation, Pennsauken, N.J.
E. M. Delaney, Vice President, Chief Mountain Lumber Co., Missoula, Mont.
Dan A. Green, Reed's Planing Mill, Inc., Denver, Colo.
Frank Purcell, Jr., General Manager, City Lumber Co., Palm Springs, Calif.
Claude Ramsey, President, American Enka Corporation, Enka, N.C.
Mr. and Mrs. Eugene D. Zanck, Spokane, Wash.
Douglas W. Creek, President, Two Rivers Lumber Co., Bell Gardens, Calif.
C. M. Waller, President, Montgomery Home Builders Assn., Montgomery, Ala.
Wm. H. Matthews, Executive Director, The Louisiana Forestry Association, Alexandria, La.
Walter S. Johnson, Chairman of the Board, American Forest Products Corporation, San Francisco, Calif.
William P. Switzer, Bloomington, Minn.
David A. Myles-Hunkin, Purchasing Agent, The Yeonas Company, Vienna, Va.
Alvin W. Dunbar, Consulting Structural Engineers, Richmond, Va.
C. Page Highfill, ARA, Hyland and Highfill, Richmond, Va.
Ed Fountain, Sr., Ed Fountain Lumber Co., Los Angeles, Calif.
A. J. Mikalon, Colville, Wash.
Duane Sturm, Edina, Minn.
Ivan Neely, Secretary-Manager, Pacific Lumber Inspection Bureau, White-Henry-Stuart Bldg., Seattle, Wash.
Gerald S. Cannaday, Griffey & Strollo Associates, Richmond, Va.
C. H. Martin, Asst. to the Vice President and General Manager, Evans Products Co., Portland, Oreg.
Geo. Olmsted, Jr., Chairman, S.D. Warren Co., Boston, Mass.
Gerhart Bendix, Hi-Ridge Lumber Co., Seiad Valley, Calif.
Arthur J. Pare, Forest Products Group, St. Regis Paper Co., Columbus, Wis.
John B. Veach, Bemis Hardwood Lumber Co., Asheville, N.C.

Ward Smith, Resident Manager, Klickitat Operations, St. Regis Paper Co., Klickitat, Wash.
Harry C. Wechsler, President, Borden Chemical, New York, N.Y.
Robert D. Hayes, Secretary, Southern Idaho Forestry Assn., Boise, Idaho.
Edwin E. Gelletly, Jr., Charles Shiflett, A.I.A., Richmond, Va.
Warren C. Jimerson, Executive Vice President, Western Wood Moulding & Millwork Producers, Portland, Oreg.
Robert L. Leatherman, McCloud, Calif.
Paul R. Smith, President, M. R. Smith Shingle Co., Seattle, Wash.
A. J. Sandoz, Division Woodlands Manager, International Paper Co., Longview, Wash.
Eliot H. Jenkins, Long-Bell Division, International Paper Co., Longview, Wash.
J. T. McShan, Jr., McShan Lumber Co., McShan, Ala.
Howell H. Howard, President, Edward Hines Lumber Co., Chicago, Ill.
Ross L. Moseley, President, Home Builders Association of Chattanooga, Inc., Chattanooga, Tenn.
John R. Stevenson, Executive Vice President, The Intermountain Co., Missoula, Co., Missoula, Mont.
Ivan L. Winsett, Executive Director, Georgia Electrification Council, Inc., Agricultural Engineering Center, University of Georgia, Athens, Ga.
Robert H. Hunt, President, Leisure Lode, Inc., Portland, Oreg.
A. L. Riefflin, Executive Vice-President and Secretary, Missoula White Pine Sash Co., Missoula, Mont.
Wendell R. Feltman, Specifications Department, Cooper Carry & Associates, Inc., Atlanta, Ga.
Charles C. Tansel, Vice President, Virginia Homes, Inc., Columbus, Ohio.
Rex M. Zeiger, Forest Products Sales, Salt Lake City, Utah.
Donald S. Leslie, Jr., Senior Vice President, Hammermill Paper Co., Erie, Pa.
J. P. Hamer, J. P. Hamer Lumber Co., Inc., Kenova, W. Va.
G. C. Edgett, Vice President, Western Red Cedar Lumber Assn., Portland, Oreg.
Joe C. Denman, Jr., Executive Vice President, Temple Industries, Diboll, Tex.
Robert A. Roland, Executive Vice President, National Paint, Varnish and Lacquer Assn., Washington, D.C.
Arthur Temple, President, Temple Industries, Diboll, Tex.
A. B. Hallstrom, Acting Chairman, Oregon Resources Committee, Eugene, Oreg.
G. R. Boehmer, Portland, Oreg.
Paul M. King, Tigard, Oreg.
Douglas S. Smith, Boise, Idaho.
W. M. "Bill" Morgan, Oklahoma Lumbermen's Association, Oklahoma City, Okla.
Charles B. Carlson, Carlson Plywood Co., Inc., Hodgkins, Ill.
Ernie Wales, Wales Lumber Company, Spokane, Wash.
John A. Beckstrom, Beckstrom & Co., Menlo Park, Calif.
W. B. Henderson, Central Building Products Company of Texas, Fort Worth, Tex.
Charles B. Carlson, Carlson Plywood Co., Inc., Hodgkins, Ill.
Ernie Wales, Wales Lumber Co., Spokane, Wash.
John A. Beckstrom, Beckstrom & Co., Menlo Park, Calif.
W. B. Henderson, Central Building Products Co., Fort Worth, Tex.
John J. Lemieux, Vice President & General Manager, Pacific Northwest Division, Reichhold Chemicals, Inc., White Plains, N.Y.
James V. Bernhard, AIA, President, Southwestern Oregon Chapter, American Institute of Architects, Eugene, Oreg.
Fred Hirano, President, Home Builders Assn. of Hawaii, Honolulu, Hawaii.
Clark E. McDonald, Managing Director, Hardwood Plywood Manufacturers Assn., Arlington, Va.
M. F. "Dobbin" Taylor, Executive Vice President, Arkansas Wood Products Assn., Little Rock, Ark.
Jim A. Coon, Timber Manager, Round Prairie Lumber Co., Dillard, Oreg.
Kenneth L. Hebard, President, Douglas Timber Operators, Inc., Roseburg, Oreg.

(NOTE: Telegrams supporting S. 1832 were received from the following:)

H. D. Phillips, St. Regis Paper Company, Deferiet, N.Y.
H. D. Phillips, Empire State Forest Products Assn., Deferiet, N.Y.
Earl Gould, Construction Materials AMFAC Inc., Honolulu, Hawaii.
M. R. Allen, Minnesota Timber Producers Assn., Duluth, Minn.
N. J. Butler, Roanoke, Ala.

G. B. Amidon, Midwestern Woodlands, International Falls, Minn.
G. Kenneth Milliken, Southwestern Lumbermen Assn., Kansas City, Mo.
C. R. Duffie, Western Kraft Corp., Portland, Oreg.
Walter Foltz, Wash. State Council of Architects, Spokane, Wash.
Thornton N. Snider, Snider Lumber Products, Modesto, Calif.
Don E. Nelson, Vancouver Chapter AIA, Vancouver, Wash.
J. H. Colson, Registered Forester, Griffin, Ga.
Ted Litzenberger, Northwest Chapter AIA, Tacoma, Wash.
M. J. Latimer, Minnesota Forest Industries Information Committee, Grand Rapids, Minn.
William Bain, Jr., Seattle Chapter AIA, Seattle, Wash.
Homestake Mining Co., Spearfish, S. Dak.
J. H. Heurer, Fraser Paper Ltd., Madawaska, Me.
Fred Rudat, Portland Chapter AIA, Portland, Oreg.
Charles E. Benson, Pressohio Lumber and Building Products Dealers Assn., Columbus, Ohio.
E. R. Wagoner, Texas Forestry Assn., Lufkin, Texas.
Roger F. Morgan, Home Builders Assn. of Delaware, Wilmington, Del.
Eugene C. Dorsa, Rock Island Corp., Marinette, Wis.
John Cook, Woodlands Tenn. River Pulp and Paper, Corinth, Miss.
James W. Mounsey, Wyoming Sawmills Inc., Sheridan, Wyo.
Wadde C. Harrison, Jr., Millway Lumber Co., Troy, S.C.
Waller H. Reed, Collins Pine Co., Chester, Calif.
W. T. Richards, Idaho Forest Ind. Inc., Coeur D'Alene, Idaho.
J. Mason Meyer, American Hardboard Assn., Chicago, Ill.
William B. Lastesberger, Mt. Whitney Lumber Co., Johnsondale, Calif.
H. D. Phillips, St. Regis Paper Co., Deferiet, N.Y.
T. W. Earl, Cox Woodland Co., Augusta, Ga.
Paul R. Doe, Olson-Lawyer Lumber Co., Medford, Oreg.
Billie G. Donham, Missoula, Montana.
John T. Maines, Great Northern Paper Co., Bangor, Me.
J. Eldon Johnson, Boise Cascade Corp., Boise, Idaho.
C. D. Ough, Burkland Studs Inc., Livingston, Mont.
Montezuma Plwood Co., Cortez, Colo.
R. W. Derow, N.J. Lumber and Building Material Dealers Assn., Springfield, N.J.
New Mexico Mill & Lumber Co., Las Vegas, N. Mex.
Don L. Slatton, Home Builders Assn. of Ala., Montgomery, Ala.
Wood Products Assn. of Hawaii, Honolulu, Hawaii.
Clint Hallsted, Honolulu Woodtreating Co., Honolulu, Hawaii.
L. P. Stolarski, Bell Lumber Co., Chicago, Ill.
J. W. McSwiney, The Mead Corp., Dayton, Ohio.
W. S. Cowling, Jr., Dixieline Lumber Co., San Diego, Calif.
P. F. Holton, Inland Container Corp., Indianapolis. Ind.
Joseph Greevey, Duke City Lumber Co., Albuquerque, N. Mex., Home Builders Assn. of Central Ariz., Phoenix, Ariz.
S. M. Van Kirk, National Building Material Distributors Assn., Chicago, Ill.
Joseph A. Farina, Home Builders Assn. of San Joaquin Valley Inc., Fresno, Calif.
James C. O'Malley, Sr., The O'Malley Lumber Co., Phoenix, Ariz.
Henry G. Van Der Eb, Container Corp. of America, Chicago, Ill.
Robert A. Jones, Middle Atlantic Lumbermens Assn., Ardmore, Penn.
C. M. Snavely, Germain Lumber Corp., Pittsburgh, Penn.
Richard J. Walters, Diamond International Corp., New York, N.Y.
Gerald Saunders and Harold Joiner, Georgia Forestry Assn., Atlanta, Ga.
R. Steele, Hardware Wholesalers, Inc., Fort Wayne, Ind.
Gary Capps, Bend, Oregon Chamber of Commerce, Bend, Oregon.
John Brazier, Western Lumber Marketing Assn., Portland, Oregon.
Richard P. Eitner, Home Builders Assn. of Philadelphia and Suburban Counties, Philadelphia, Pa.
Edward R. Stoner, Jr., Fla. Lumber and Building Material Dealers Assn., Orlando, Fla.
Sam Bryan, Novato, Calif.
Herbert K. C. Luke, Hawaii Chapter AIA, Honolulu, Hawaii
Francis A. Brooks, Home Builders Assn. of Greensboro, N.C., Greensboro, N.C.
Paul C. Pierce, North Eastern Retail Lumbermans Assn., Rochester, N.Y.
R. S. Wallinger, S.C. Forest Products Assn., Charleston, S.C.
Marlin H. Bruner, S.C. Forestry Assn., Columbia, S.C.

Frankie Davis, Arizona Retail Lumber and Builders Supply Assn., Phoenix, Arizona.
H. D. Phillips, Empire State Forest Products Assn., Deferiet, N.Y.
Clarence A. Thompson, National Lumber and Bldg. Material Dealers Assn., Scottsdale, Ariz.
Jack R. Sullivan, Midway Lumber Inc., Oracle Road Lumber Co. and Jiffy Door Co., Tucson, Ariz.
John J. McKeithen, Governor of Louisiana, Baton Rouge, La.
A. H. Johnson, Jr., Nashville Home Builders Assn., Nashville, Tenn.
Don Samuelson, Governor of Idaho, Boise, Idaho.
R. Chapin, Chapin Lumber Supply Co. of Temple, Pa., Reading, Pa.
George Rothfuss, Prescott Lumber and Roofing Co., Prescott, Ariz.
Joseph W. McCracken, Western Forest Industries Assn., Portland, Oreg.
Don Lonie, Lonie Company, Portland, Oreg.
Charles D. Fair and James C. Mayo, Louisvillle, Miss.
Calvin C. Lloyd, Everett Plywood Corp., Everett, Wash.
Mike Gallagher, Mt. Angel College Alumni Assn., Portland, Oreg.
Austin Sparling, Chicago, Ill.
Citymill, Honolulu, Hawaii.
Carl T. Hall, Ryan Homes Mfging., Eighty-Four, Penn.
A. Milton Whiting, Phoenix, Ariz.
William C. Birdsey, Fibreboard Corp., San Francisco, Calif.
K. J. Summers, Indiana Lumber and Builders Supply Assn., Fort Wayne, Ind.
Paul Evans, Palo Alto, Calif.
Douglas H. Mainers, Building Industry Assn., Los Angeles, Calif.
E. D. Dodd, Owens Illinois Inc., Toledo, Ohio.
R. V. Hansberger, Boise Cascade, Boise, Idaho.

(Statements filed in opposition to S. 1832 are as follows:)

PHOENIX, ARIZ., *October 20, 1969.*

Hon. JAMES O. EASTLAND,
Chairman, Senate Soil Conservation and Forests Subcommittee, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: We wish to go on record as being absolutely opposed to S. 1832 (and all matching bills), the so-called "National Forest Conservation and Management Act of 1969." We can discern no improvement in the bill from the time it was entitled "The National Timber Supply Act of 1969." There is no "forest conservation" evident; and, in other areas, our natural resources are being "managed" right out of existence.

The bill by-passes the Multiple-Use Act, and actually turns our forests—this beautiful country belonging to *all* of us and to future Americans—over to the timber industry. If the industry is experiencing so great a "shortage" of timber (and this is most difficult to believe), they can stop exporting it. Japan alone received three billion board feet of lumber last year. We, too, have made peace with the Japanese; however, we do not wish to turn our national forests over to them or to any other country—*or* to the timber industry.

From coast to coast, our country is on a collision course because of air and water pollution, oil pollution, and all the other ills caused by the exploiters who are motivated by *greed* alone and who possess a singular lack of vision. We urge you and the members of your committee not to compound the problem by selling America short with this disastrous legislation.

Please include this letter in the permanent record of the hearing.

Very respectfully yours,

Mr. and Mrs. JOSEPH P. WAGNER.

LOS ANGELES, CALIF., *October 18, 1969.*

Senator JAMES O. EASTLAND,
Chairman, Senate Soil Conservation and Forests Subcommittee, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: The National Timber Supply Act (S. 1832), on which hearings are to be held this week, is a matter of great concern. The multiple-use policy has been the principle by which the Forest Service lands have been administered in the past. The multiple-use principle recognizes the importance of a number of natural resources, including water supply and recre-

ation as well as timber production. No single resource is given priority. The National Timber Supply Act would revoke the concept of multiple-use, as it gives absolute priority to timber supply.

A second consideration is the effect that this legislation would have upon the future development of wilderness areas in this country. Our wilderness sources are rapidly diminishing, and with the increasing pressures of population growth, the preservation of wilderness becomes a matter of importance. It was for the purpose of adding to the wilderness lands that the Wilderness Act was passed. Passage of the National Timber Supply Act would in essence prevent any additional lands from being preserved as wilderness and thus would revoke the Wilderness Act.

The lumber industry has a strong voice and the economic power to make itself heard and felt. Those who have a stake in the other resources of Forest Service lands have no such voice or power, but their needs deserve equal consideration.

The future ramifications of this legislation should be carefully and seriously considered. I urge you to concern yourself and your committee with the demands of a wider society than the members of the timber industry.

Please enter this letter in the records for the hearing.

Sincerely,

DOTTIE EAKIN.

CARMICHAEL, CALIF.

Hon. JAMES O. EASTLAND,
Chairman, Senate Soil Conservation and Forests Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: Although I would be in favor of legislation improving our Nation's timber supply, I believe that S. 1832 should be substantially modified. Increases in the allowable cut of timber from National Forest lands should *not* be granted until substantial progress is made in the reforestation of the 112 million acres of unstocked and poorly stocked commercial timberland in America. Plugging the drain of nearly 10 percent of the Nation's timber (annually) to Japan should also be given priority over increases in the allowable cut on public lands. Thank you for considering the views of a westerner without an axe to grind.

Sincerely,

ERIC GERSTUNG.

LOS ANGELES, CALIF.,
October 18, 1969.

Senator JAMES O. EASTLAND,
Chairman, Senate Soil Conservation and Forests Subcommittee,
Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: I am quite concerned about the implications of the National Timber Supply Act, embodied in S. 1832, which your committee will consider. I understand that you will hold hearings on this bill October 21, but since I will be unable to attend I am writing to convey to you my thoughts on the matter, and I ask that my letter be entered into the record for the hearing.

As I understand it, S. 1832 would give top priority to managing the public forests strictly for cutting, and that it urges that cutting of the timber be quickened. Recreation, watershed protection, and other uses that are encouraged by the 1964 Multiple-Use and Sustained Yield Act would receive only very secondary consideration.

It seems to me that S. 1832 constitutes a great step backward for public land policy. There is no doubt that the nation needs a great deal of lumber, but it is not at all clear that that need is not being met presently. In fact, there is a great amount of evidence that points to the fact that much more of our timber is being cut now than is needed to meet the domestic demand. I refer specifically to the vast amount of timber that is exported to Japan. If there were no limits to the supply of timber, that exportation would be perfectly fine, but if, as the timber industry claims, there is a crying need for lumber on the domestic scene, then that timber should be used here instead of exporting it to Japan.

I would also call to your attention the heavy advertising campaign the timber industry has been waging to urge the public to build everything with their lumber. May I suggest that you inquire about the ad on page 76 of the

September 26, 1969 Time magazine as a sample of the advertising of which I speak. Such actions on the industry's part can only lead us to ask if they are seeking authorization to cut more timber faster to satisfy a genuine need, or to raise their profit levels.

In closing, I would remind you, although I am sure you need none, that the nation's forests serve vital needs other than lumber. They provide sound watersheds and urgently needed sources of recreation and inspiration. I urge you to consider S. 1832 very carefully.

Thank you.

Sincerely,

JOHN W. RETTENMAYER.

(Note: Letters against S. 1832 were received from the following:)

Mrs. Eric D. Molinari, Studio City, Calif.
Richard Searle, Santa Susana, Calif.
James W. Clark, Porterville, Ga.
Rosemary Rettenmayer, Los Angeles, Calif.

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