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NATIONAL FOREST VOLUNTEER PROGRAM
and
NATIONAL FOREST REFORESTATION FUND

GOVERNMENT

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON FORESTS

OF THE

COMMITTEE ON AGRICULTURE

HOUSE OF REPRESENTATIVES

NINETY-SECOND CONGRESS

SECOND SESSION

ON

H.R. 7033, H.R. 13089, and H.R. 13841

MARCH 21, 1972

Serial No. 92-X

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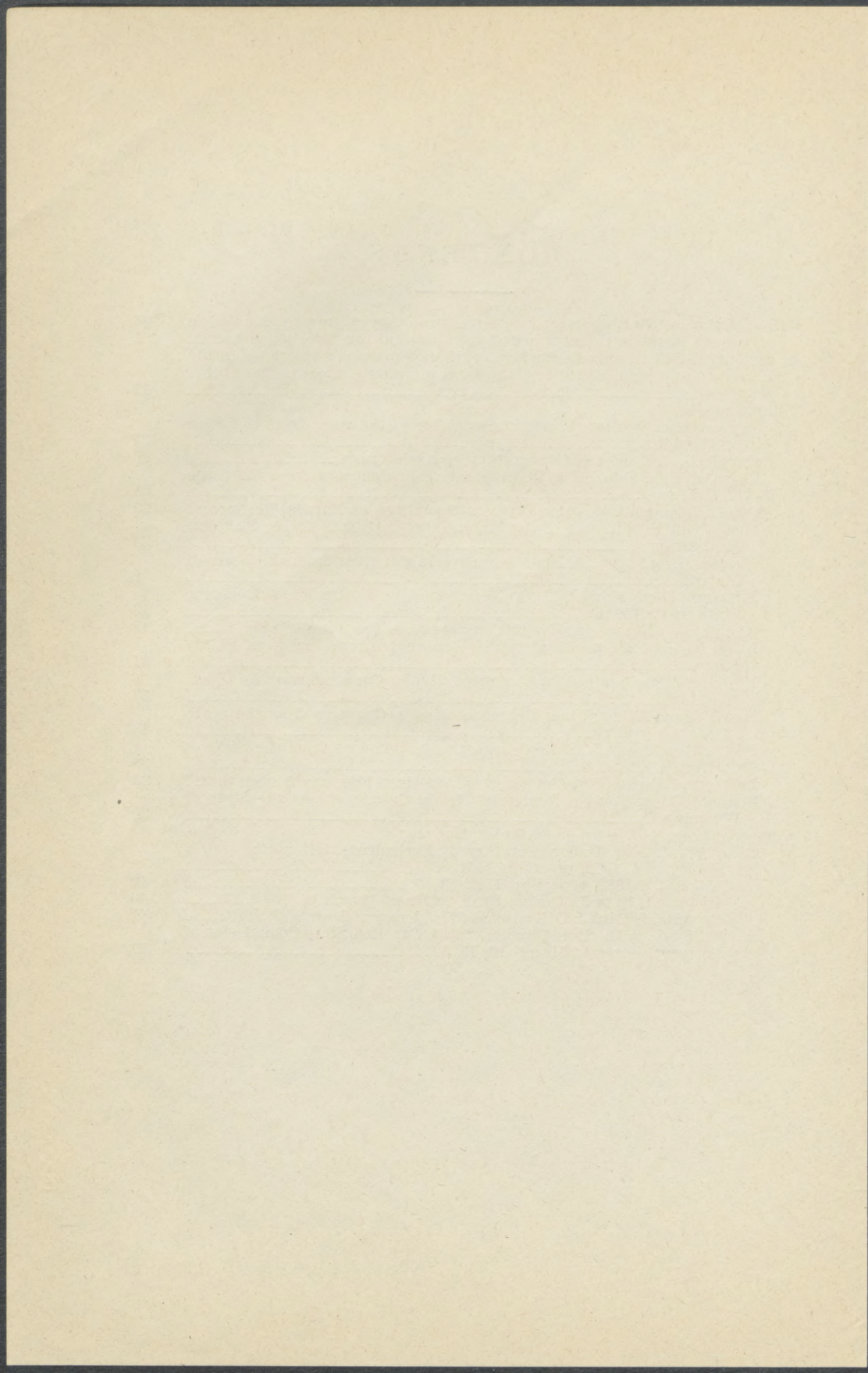
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SCOTTS SPRING

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NATIONAL FORESTS VOLUNTEER PROGRAM

TUESDAY, MARCH 21, 1972

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

The committee met, pursuant to notice, at 10 a.m., in room 1301, Longworth House Office Building, Hon. John L. McMillan (chairman) presiding.

Present: Representatives McMillan, Burlison, Dow, Teague, Kyl, and Baker.

Also present: Lacey C. Sharp, general counsel; Hyde H. Murray, associate counsel; and Martha S. Hannah, subcommittee clerk.

Mr. McMILLAN. The committee will come to order.

We are honored to have the Under Secretary of Agriculture with us this morning. We will be pleased to hear from Mr. Campbell at this time on H.R. 7033.

H.R. 7033 and report from the Department of Agriculture follows:)

[H.R. 7033, 92d Cong., first sess.]

A BILL To authorize the Secretary of Agriculture to establish a volunteers in the national forests program, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of Agriculture (hereinafter referred to as the Secretary) is authorized to recruit, train, and accept without regard to the civil service classification laws, rules, or regulations the services of individuals without compensation as volunteers for or in aid of interpretive functions, or other visitor services or activities in and related to areas administered by the Secretary through the Forest Service.

SEC. 2. The Secretary is authorized to provide for incidental expenses, such as transportation, uniforms, lodging, and subsistence.

SEC. 3. (a) Except as otherwise provided in this section, a volunteer shall not be deemed a Federal employee and shall not be subject to the provisions of law relating to Federal employment, including those relating to hours of work, rates of compensation, leave, unemployment compensation, and Federal employee benefits.

(b) For the purpose of the tort claim provisions of title 28 of the United States Code, a volunteer under this Act shall be considered a Federal employee.

(c) For the purposes of subchapter I of chapter 81 of title 5 of the United States Code, relating to compensation to Federal employees for work injuries, volunteers under this Act shall be deemed civil employees of the United States within the meaning of the term "employee" as defined in section 8101 of title 5, United States Code, and the provisions of that subchapter shall apply.

SEC. 4. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not more than \$100,000 shall be appropriated in any one year.

SEC. 5. This Act may be cited as the "Volunteers in the National Forests Act of 1971."

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., February 4, 1972.

Hon. W. R. POAGE,
*Chairman, Committee on Agriculture,
House of Representatives.*

DEAR MR. CHAIRMAN: As you requested, here is our report on H.R. 7033, a bill "To authorize the Secretary of Agriculture to establish a volunteers in the national forests program, and for other purposes."

This Department recommends that H.R. 7033 be enacted if amended as suggested.

H.R. 7033 would authorize the Secretary of Agriculture to accept services of volunteers for or in aid of interpretive functions, or other visitor services or activities in and related to areas administered by the Secretary of Agriculture through the Forest Service. The volunteers would be considered as Federal employees in relation to tort claims and compensation for work injuries but not otherwise. Sums as may be necessary to carry out the provisions of the bill but not more than \$100,000 in any one year, would be authorized to be appropriated.

In the past, the Forest Service has accepted the volunteer services of private citizens on a nonappointed basis. These volunteers were not covered under the Federal Employees' Compensation Act nor the Federal Tort Claims Act. This legislation would extend such coverage, plus authorization of such things as meals, transportation, uniforms, awards, and medical examinations as appropriate.

Enthusiastic volunteers are available to do a variety of things which enrich visits to the National Forest System lands and help build a meaningful association between the visitor and the environment of rural America.

Such volunteers would perform services which complement, but not replace, the efforts of regular career staff.

Volunteers could be used in interpretive activities as needed along the historic trails, such as the Lewis and Clark National Historic Trail. They could provide their skills for the development and presentation of visitor programs in connection with interpretive trails, Visitor Centers, Information Stations, and amphitheaters. In some cases they could construct or refurbish special projects, for example parts of the National Trails System. Volunteers could provide a valuable extension of the environmental education program of the agency on the National Forests and National Grasslands as well as in nearby schools. They could assist in the youth programs operated by the Forest Service such as the Youth Conservation Corps, Job Corps, and Neighborhood Youth Corps.

The duties of the volunteers could include providing special information services to visitors, assisting at historical and special events, increasing the availability of interpretive programs, providing specialized skills, training volunteers in specialized cases, assisting in special research projects such as historical research of a ghost-town, writing brochures on trees, plants, birds, and mammals or other features of interest, working on special projects, and teaching special subjects.

If H.R. 7033 is enacted, we estimate that the \$100,000 annual authorization would be adequate once the program is fully underway. We do not anticipate any operations or expenditures for the current fiscal year.

We suggest that "and conservation measures and development" be inserted after "activities" in line 8, page 1, and that the following sentence be added after "Service" on line 9, page 1; "The Secretary shall consider referrals of prospective volunteers made by ACTION for the volunteers in the National Forests Program."

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

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

STATEMENT OF J. PHIL CAMPBELL, UNDER SECRETARY OF AGRICULTURE, ACCOMPANIED BY EDWARD P. CLIFF, CHIEF, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. CAMPBELL. Mr. Chairman, I have Mr. Ed Cliff with me, Chief of the Forest Service.

Mr. McMILLAN. We are always pleased to have you with us.

Mr. CAMPBELL. Mr. Chairman, I have a very brief statement which I will read on H.R. 7033.

Thank you for the opportunity to present the views of the Department.

The Department of Agriculture recommends that H.R. 7033 be enacted with certain amendments as recommended in our report.

H.R. 7033 would authorize the Secretary of Agriculture to accept the services of volunteers for or in aid of interpretive functions, or other visitor services or activities in and related to areas administered by the Secretary of Agriculture through the Forest Service. The volunteers would be considered as Federal employees in relation to tort claims and compensation for work injuries, but not otherwise. Sums as may be necessary to carry out the provisions of the bill but not more than \$100,000 in any 1 year, would be authorized to be appropriated.

The proposed "Volunteers in the National Forest Act of 1971," H.R. 7033, recognizes the desire of many Americans to give their time and skills to public service. Over the years, hundreds of citizens interested in the conservation of natural resources and the management of the National Forest System have volunteered their time and services to assist the Forest Service. While the Forest Service has authority to accept such volunteer services, only a small percentage of these offers have actually resulted in volunteer service rendered. This discrepancy can be explained by the two basic barriers to citizens offering volunteer service.

First, the volunteer who wishes to offer his time and services to the Forest Service is not covered under the Federal Employees Compensation Act or the Federal Tort Claims Act. Therefore, before his services can be accepted, the volunteer must sign a waiver agreeing that the Government is not liable to compensate the volunteer for any injury resulting from the performance of his voluntary service. Understandably many citizens are unwilling to sign such a waiver.

Second, many volunteers, especially senior citizens and students, need some assistance to defray the incidental costs of travel or meals involved in performing volunteer services. Currently, the Forest Service does not have authority to reimburse the volunteer for these personal expenses.

H.R. 7033 would eliminate both these barriers to citizens who wish to volunteer their services to the National Forest System and other Forest Service projects.

Volunteers could be helpful in our visitor information service program which provides interpretive and informational services to

national forest visitors. The numbers of visitors to national forest lands are increasing so rapidly that we cannot keep our visitor services apace with the public's demand for interpretation. The enactment of H.R. 7033 would help remedy this situation. Volunteer interpretive and information guides who have talents for explaining and interpreting the world of nature and skills and working with the public can greatly extend interpretive services to the public.

In addition to serving as forest naturalists and information aids on trails, at visitor centers and at amphitheaters—volunteers can also provide specialized skills in researching the cultural and natural history of the National Forest System and related Forest Service areas, and writing brochures on trees, plants, birds, and other features of interest to national forest visitors.

In some cases the volunteers could construct or refurbish special projects, for example, parts of the National Trails System. We envision these as local, civic-pride projects.

Volunteers could provide a valuable extension of the environmental education program of the agency on the national forests and national grasslands by assisting in training teachers in the newest environmental education techniques.

The volunteers could assist in the youth programs operated by the Forest Service such as the Youth Conservation Corps, Job Corps, and Neighborhood Youth Corps by acting as student counselors, remedial or special education teachers, or offering other specialized skills not now available to these youth programs.

Such volunteers would perform services which complement, but not replace, the efforts of regular career staff.

Enthusiastic volunteers are available to do a variety of things which enrich visits to the National Forest System lands and help build a meaningful association between the visitor and the environment of rural America. Enactment of H.R. 7033 would facilitate the mutual benefits of volunteer service.

Mr. Chairman, if there are any questions, we will be glad to answer them.

Mr. McMILLAN. Mr. Secretary, we are glad to have your statement. It is a very good statement and I think thoroughly explains the bill.

Any questions?

Mr. TEAGUE. I have one question, Mr. Chairman.

In the first page, Mr. Secretary, you say "sums as may be necessary to carry out the provisions of the bill, but not more than \$100,000 in any one year, would be authorized to be appropriated." Then you go on further, either before that or afterward, and say that it might be necessary to transport young people or elder people who are serving as volunteers to the scene where the work is to be performed.

Suppose you were taking a busful of 30 or 40 kids and the driver goes to sleep and the railroad train comes along and they are all maimed and some of them are killed. I take it that under the law, the Federal Government would be eligible or responsible for suit to recover injuries of that sort.

Am I correct in that assumption?

Mr. CAMPBELL. Yes; that is correct.

Mr. TEAGUE. How is \$100,000 going to come anywhere near covering such a thing?

Mr. CAMPBELL. This \$100,000 would not cover that. This \$100,000 is to cover the expenses of these people on a 30-day-work-period basis.

Ed, do you want to elaborate on that?

Mr. CLIFF. I would say it is not likely that we will have that kind of circumstance, because these volunteers will be used one or two at a place, generally, not in large groups. They would serve as instructors or guides or doing special work and maybe working more as individuals or in very small groups. It is not likely we would have a catastrophe of that kind.

The \$100,000 would be used in part to pay for workmen's compensation or Government employees' compensation in the form of insurance. If there were any fatalities, the Government Employees Compensation Commission would take care of the expenses based on the financial structure that they have similar to the insurance. We pay into that fund every year from our other appropriations.

Mr. TEAGUE. Yes, but that does not—I would assume, anyway, it does not cover tort liability. It covers the accident——

Mr. CLIFF. No; it would not cover tort.

Mr. TEAGUE. So if a situation like I described happened, I suppose all we could do then is get some further authorization or supplemental appropriation. That is what I wanted to point out, that certainly \$100,000 would not cover all potential liability under this bill.

Mr. CAMPBELL. That is correct, Mr. Chairman.

Mr. KYL. If we did get one of these volunteers working as an interpreter and he were accompanying a group of sightseers or tourists, if the conveyance such as the gentleman from California mentions, is operated by a private firm and the Forest Service employee, the volunteer, who is the one who uses that bus, then certainly the Government would not be responsible for anyone in that bus except the individual who is in their employ, is that not correct?

Mr. CAMPBELL. Yes; that is correct. He would be on official duty status even though he were not in a Government vehicle. But the Government would be responsible for him only.

Mr. KYL. As a matter of fact, we do not have a number of vehicles who take these people in Forest Service areas, is that correct?

Mr. CAMPBELL. Yes; that is correct.

Mr. McMILLAN. Any further questions?

Mr. Dow. Yes, sir, Mr. Chairman.

I think you have made a good statement, Mr. Campbell. I have some reservation in my mind about the merits of volunteer help. It is apt to be spotty and volunteers are apt to feel they can knock off at 3:10 in the afternoon instead of 5 and they are apt to be jealous if they are abler than some of the regular employees and develop a kind of bitterness because somebody whom they consider inferior maybe has a permanent job and is getting pay while they are not. I just wonder if these factors have crossed your mind? Because I do feel there is a consideration here that ought to be reckoned with.

Mr. CAMPBELL. Well, I am certain that the Forest Service, with all of the experience that they have had have thought of this. My reaction

to your statement would be that a person of that type would not be a desirable volunteer. The volunteers we are thinking of, really, are those who may be retired and want something to do or some of the young people who are not interested in getting a permanent job and would like to go out and do some of this work. We have a lot of youth groups that do want to do some volunteer work, sponsored by different organizations—civic clubs and so on. Of course, we have Boy Scout and Boys Club people—this type.

Then, as pointed out in the background material, it is anticipated that most of these volunteers would work an average of maybe 30 days a year. If they had one who wanted to quit at 3 in the afternoon, I am sure that this would not be what you would call a desirable volunteer and I am certain there would be a screening process on volunteers.

The Park Service has had this program for some time and it seems to be working quite well. I think you have quite a degree of control over your volunteers and if they are the type that you have described, I do not think they would be acceptable.

Mr. Dow. Well, thank you, Mr. Campbell.

Mr. BURLISON. Mr. Chairman, if I may.

Mr. McMILLAN. Mr. Burlison.

Mr. BURLISON. Mr. Secretary, I think the concept here is probably a good one and I think that I shall probably support it. But I think some of the things that are claimed for it, some of the aspirations for it, may be a bit exaggerated, in that I do not believe that we will get volunteers—that is, people who work for nothing—who are capable of serving as forest naturalists and information aides on trails at visitor centers, volunteers who will provide specialized skills in researching, and cultural and natural history of the National Forest System, volunteers who will assist in training teachers in the newest environmental education techniques, volunteers who will assist in the youth programs operated by the Forest Service such as the Youth Conservation Corps by acting as student counselors, remedial or special education teachers or offering other specialized skills not available to these youth programs.

Now, I think we are not being realistic when we say that we are going to get professionals who will be qualified to do this sort of thing on a volunteer basis.

Mr. CAMPBELL. If I may comment on this, this bill has not been drawn, as I understand it, as a result of the Forest Service seeking and chasing around looking for volunteers. Actually, what has happened is that there have been a lot of people who have volunteered their services during the last few years who have wanted to do something. You have a lot of retired people, you have a lot of retired teachers. Well, you know, retired persons who already have ample income may not have anything to do with their time. They are looking for things, and they like to get out away from an urban area and so on.

So, the point I make is the bill is not drawn as a result of the desire of the Forest Service to go out and seek and try to find volunteers. It has been just the reverse. The volunteers have been offering themselves but there have been inhibitions on being able to use their services because of lack of being covered by workmen's compensation and by the tort action in the law in the case of death or injury of this type. But

the type people we are thinking of that can do the things that you have just referred to, taking the language out of the report, are people who are already skilled in this area, who are retired and do not have enough to do with their time, and who would like to feel as though they are contributing something. There are a lot of retired teachers who could do some of these things that you have read.

Mr. KYL. Would the gentleman yield?

Mr. BURLISON. I will be pleased to yield.

Mr. KYL. There seems to be a lot of concern about these things. Actually, it is a pilot operation and you are not going to go in very far. But anybody who has questions about what volunteers can do, I would call their attention to a couple of things they can look at locally. Probably 75 percent of the people at Mount Vernon are volunteer people. In fact, the work done by the ladies at Mount Vernon is volunteer work. They do have guides and park police that are employed, but the special pageant people and so on are volunteers.

If you go over to Georgetown to the Old Stone House, you have volunteers over there, mostly students, who perform the historic interpretation and so on and are in costume.

We do have some Interior Department volunteers at the present time and we also have some excellent volunteers in the Forest Service. I know of one, for instance, who is a biology teacher, and has taught for years and years and who volunteers his services. He is eminently qualified to do the most scientific kind of work, under the direction of the Forest Service people.

I think we have to look at this, Mr. Burlison, as a kind of pilot operation and if it does not work we can stop it; if it does, we can expand it.

Mr. CAMPBELL. Yes, and I know the Smithsonian each year has volunteers, right between the Department of Agriculture and the Smithsonian. My daughter worked there two summers and it was difficult to get on the volunteer list because there were so many volunteers who did want to do something among young people. She felt she was very fortunate to get on the list of volunteers and work there for two summers without any pay.

Mr. McMILLAN. Thank you very much, Mr. Secretary.

Mr. BAKER. Would the gentleman yield?

Mr. McMILLAN. Mr. Baker?

Mr. BAKER. Within the purview of this legislation, would a local community group be able to take care of recreation areas or set up recreation areas? This might have been answered before I came in.

Mr. CAMPBELL. Yes; they would be able to do if it is well thought out and planned and the Forest Service agrees with their objective. You could have volunteer local groups take care of local recreation areas or local trails. They could actually go in and extend trails in areas where they have interest, things of that type. This can be done under this law.

As has been pointed out, this is a pilot project in response to groups who have volunteered, not as a result of the Forest Service out trying to seek and find volunteers.

Mr. BAKER. Thank you.

Mr. McMILLAN. Thank you very much, Mr. Campbell.

We will now hear from Mr. Hansen.

I would like to say to Mr. Hansen: I did not see you sitting there when I arrived.

Mr. Hansen is the author of the pending bill. We will be glad to hear from you.

STATEMENT OF HON. ORVAL HANSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF IDAHO

Mr. HANSEN. Thank you, Mr. Chairman and members of the committee. I think maybe that it may be just as well that I came on second so that I can respond to some of the comments that were made and so that I could also listen to the rather comprehensive and complete explanation made by Secretary Campbell.

If I might, I will just submit a short prepared statement for the record and just make one or two brief comments. My comments will go pretty much to the colloquy that has just taken place.

I think Congressman Burlison has raised some good issues. As the sponsor of this bill, I would accept the challenge. I think I can speak also for the Forest Service, in this instance, as accepting as the challenge that might be created by the passage of this bill, the opportunity to demonstrate the wide variety of competence of the volunteers that might be brought into this program.

I have had occasion on a number of instances to meet and talk with volunteers in the parks. Not too long ago I visited the Prince William Forest Park, which is a favorite local place to hike. I encountered a very fine young couple. He was a Marine at the Quantico base across the road. He and his wife were devoting their weekends on a volunteer basis in the nature center. They did an excellent job and were most dedicated and courteous. I am sure that the Park Service is gaining great value from their volunteer talents.

I can see in this legislation the opportunity to tap a wealth of talent and enthusiasm that can be applied to assist the Forest Service in this wide variety of jobs. I am a member of the Potomac Appalachian Trail Club, which has the responsibility for the maintenance of a portion of the Appalachian Trail. This is all volunteer help. The number of potential volunteers is growing. So, I can see here an opportunity to bring into this responsibility many who may have limited experience or talent at first, but who bring enthusiasm and dedication. There are many jobs for them.

But I think you would also be surprised to see the kinds and numbers, who have real skills and a great deal of experience, who would volunteer for the services that are contemplated under this bill. These include many retired persons who have worked in Government service or in other jobs during their life and have the time and the desire to donate their time, talent, and experience in volunteer work of this kind. So, I believe that as the program is implemented and we gain experience under it, we will be pleasantly surprised at the positive results that I confidently predict for the future.

(The complete statement of Mr. Hansen follows:)

STATEMENT OF HON. ORVAL HANSEN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF IDAHO

Mr. Chairman and Distinguished Members of the Subcommittee. I am very grateful to you for scheduling this hearing on my bill H.R. 7033, which would

establish a Volunteers in the National Forest Program. And, in light of the many pressing matters being handled by the Subcommittee, I am doubly grateful for the attention and expeditious handling which you have afforded the proposal.

As the House sponsor of H.R. 7033, I wish to call to your attention the fact that this proposal was originated and set in legislative form by Senator Len B. Jordan, who as you know has made so many outstanding contributions in the field of conserving our nation's natural resources.

As you are aware, legislation was recently enacted which created the Volunteers in the Parks Program called VIP. The Program is now operational, and encourages participation by concerned individuals in the efforts to improve the nation's environment. This bill is designed to initiate a similar program for our National Forest System.

National Forests are found in forty of the states, and cover nearly 200 million acres of land, which represents a quarter of all federal lands. In my own State of Idaho, we have over 20 million acres of National Forest land. These forests are a vital part of the country's woodlot, grazing, and watershed resources, and are currently administered by a highly competent career staff. The Volunteers are conceived as performing services which complement the efforts of the career corps, and because of the growing awareness of the importance of our natural resources, I am convinced that many enthusiastic Volunteers would be available to do a variety of things such as the Under Secretary J. Phil Campbell mentioned in the Departmental Report on this bill, such as providing interpretive activities along historic trails; assisting in visitor programs in connection with interpretive trails, visitors' centers, information stations, and amphitheaters. Volunteers could also provide considerable assistance in implementing the environmental education program of the agency on the National Forests and National Grasslands, and assist in youth programs operated by the Forest Service such as the Youth Conservation Corps, Job Corps, and Neighborhood Youth Corps.

There are numerous other possibilities, and I am convinced that the proposed Volunteer program will foster interest in enhancing the environment, protecting the scenery, the valuable watersheds, grazing lands, and wildlife forage, and in developing the resources of the National Forests including outdoor public recreation.

All of this could be provided by the bill, and be done at very little cost. I was pleased that the Forest Service agreed that the \$100,000 annual authorization ceiling for administrative expenses of the program would be adequate. This modest sum would cover items such as meals, transportation, and uniforms of the Volunteers.

The final point covered by this bill is the coverage of the Volunteers for tort claims and compensation for work injuries.

Last Friday, a representative of the Girl Scouts of the USA informed me of their very enthusiastic support of the bill, Mr. Chairman. I am sure that if it is enacted, many other organizations will also give the program the support necessary to assure its success.

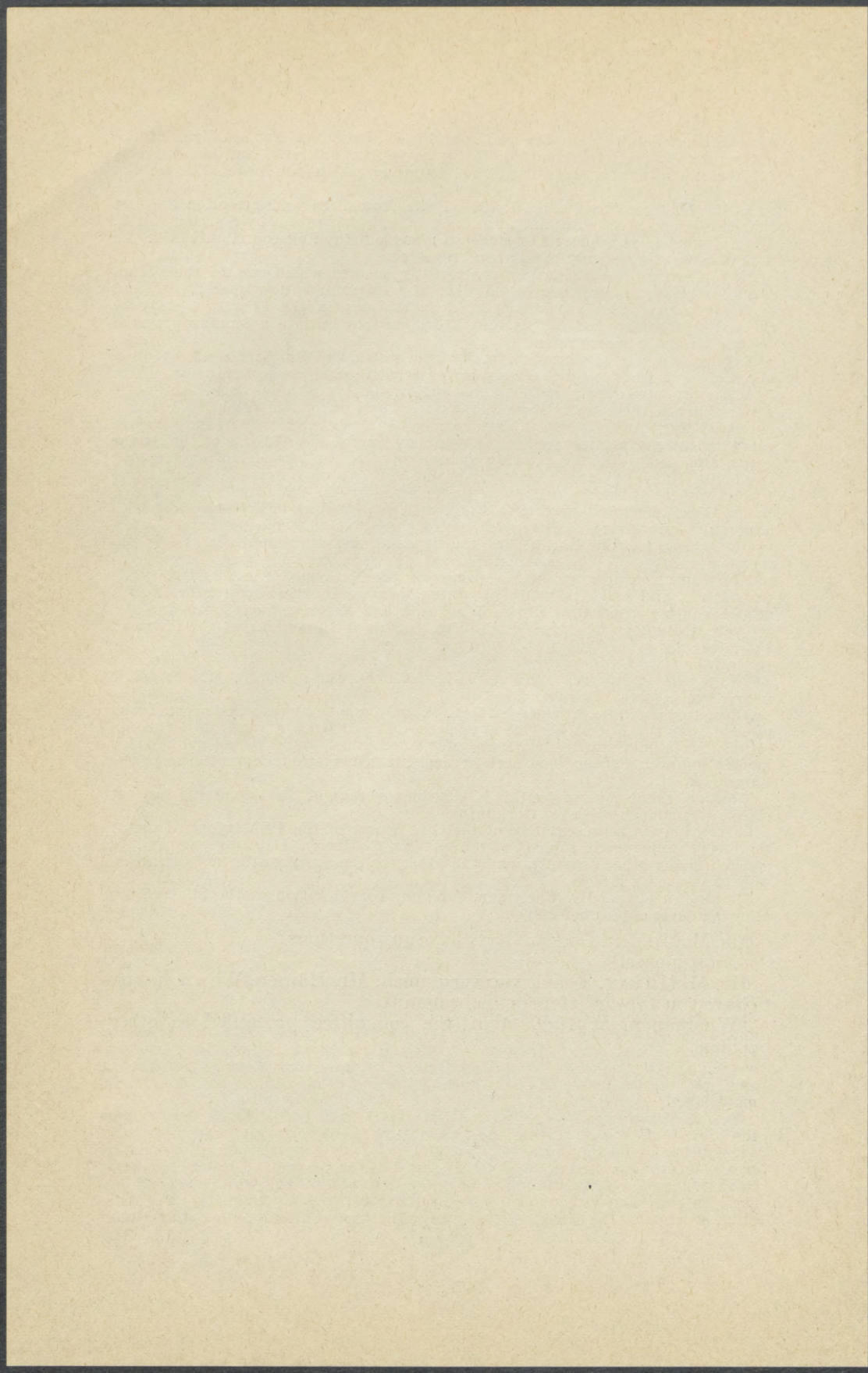
Thank you again, Mr. Chairman, for your consideration of the bill and for allowing me to appear before you.

Mr. McMILLAN. Does anybody have any questions?

(No response.)

Mr. McMILLAN. Thank you very much, Mr. Hansen. We are happy to have you appear before our subcommittee.

(Whereupon, at 10:25 a.m., the committee proceeded to other business.)



NATIONAL FOREST REFORESTATION FUND

TUESDAY, MARCH 21, 1972

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

The subcommittee met, pursuant to notice, at 10:25 a.m., in room 1301, Longworth House Office Building, the Honorable John L. McMillan (chairman of the subcommittee) presiding.

Present: Representatives McMillan, Burlison, Dow, Teague of California, Kyl, and Baker.

Also present: Lacey C. Sharp, general counsel; Hyde H. Murray, associate counsel; and Martha S. Hannah, subcommittee clerk.

Mr. McMILLAN. This time, we will call on Congressman Kyl to explain his bill, H.R. 13089, and H.R. 13841.

(H.R. 13089, introduced by Mr. Kyl, Mr. Abbitt, Mr. Aspinall, Mr. Baring, Mr. Don H. Clausen, Mr. Córdova, Mr. Goodling, Mr. Haley, Mr. Johnson of California, Mr. Kee, Mr. Mayne, Mr. McClure, Mr. Pettis, Mr. Rarick, Mr. Roncalio, Mr. Sebelius, Mr. Steiger of Arizona, Mr. Taylor, Mr. Terry, Mr. Ullman, Mr. Denholm, and Mr. Link, is similar to H.R. 13841, introduced by Mr. Mizell, Mr. Begich, Mr. Bergland, Mr. Dellenback, Mr. Dow, Mr. Findley, Mr. Jones of North Carolina, Mr. Teague of California, and Mr. Vigorito, the text of which together with the Department's report, follow:)

[H.R. 13089, 92d Cong., second sess.]

A BILL To provide for acceleration of programs for the planting of trees on national forest lands in need of reforestation, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That notwithstanding any other provision of law, the Secretary of Agriculture shall establish a "Supplemental National Reforestation Fund", and transfer to that fund beginning with the fiscal year commencing July 1, 1972, and ending on June 30, 1987, from moneys made available to carry out the provisions of section 32 of the Act of August 24, 1935 (49 Stat. 774, as amended, 7 U.S.C. 612c), amounts equal to the gross receipts from duties collected under the customs laws on wood and paper, and printed matter (including wood and wood products, cork and cork products, wood veneers, plywood, and other wood veneer assemblies and building boards, paper, paperboard, and products thereof, and books, pamphlets, and other printed and manuscript material).

SEC. 2. Moneys transferred to the National Forest Reforestation Fund under the provisions of this Act shall be available to the Secretary of Agriculture, for expenditure upon appropriation, for the purpose of supplementing programs of tree planting and seeding of national forest lands determined by the Secretary to be in need of reforestation. Such moneys shall be available until expended, and shall be provided without prejudice to appropriations or funds available from other sources for the same purposes, including those available pursuant to section

3 of the Act of June 9, 1930 (46 Stat. 527, 16 U.S.C. 576b). Any money transferred to the fund and not subsequently authorized for expenditure by the Congress within two fiscal years after which such money was transferred to the fund shall be retransferred to the fund established by section 32 of the Act of August 24, 1935.

Sec. 3. The Secretary of Agriculture shall, within one year after the date of this Act, provide a report to the Congress which sets forth the scope of the total national forest reforestation needs, and a planned program for reforesting such lands, including a description of the extent to which funds authorized by this Act are to be applied to the program. The Secretary shall annually thereafter make a report to the Congress on the use of funds authorized by this Act and the progress toward completion of his planned national forest reforestation program.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., March 21, 1972.

Hon. W. R. POAGE,
*Chairman, Committee on Agriculture,
House of Representatives.*

DEAR MR. CHAIRMAN: As you asked, here is the report of the Department of Agriculture on H.R. 13089, a bill "To provide for acceleration of programs for the planting of trees on national forest lands in need of reforestation, and for other purposes."

The Department of Agriculture recommends that H.R. 13089 not be enacted.

The purpose of H.R. 13089 would be to accelerate the funding of reforestation programs on National Forest lands. For this purpose, it would allocate monies from the fund established by Section 32 of the Act of August 24, 1935 (49 Stat. 774, as amended, 7 U.S.C. 612c). Section 32 made available 30 percent of annual customs receipts, through the special fund it established, to encourage the exportation and domestic consumption of agricultural commodities. H.R. 13089 would establish, from amounts available under the Section 32 fund, a "National Forest Reforestation Fund." The National Forest Reforestation Fund would consist of amounts equal to the gross receipts from duties collected under the customs laws on certain forest products listed in the bill.

The monies allocated to the National Forest Reforestation Fund would be available upon appropriation, without prejudice to other funds available for the same purposes. Any money not authorized to be appropriated within two fiscal years after it is transferred to the Reforestation Fund would be retransferred to the Section 32 fund. The special fund would terminate on June 30, 1987.

The bill would also provide that the Secretary of Agriculture shall report to the Congress on the scope of National Forest reforestation needs and a planned reforestation program. He would also report annually on the use of the funds.

The net effect of H.R. 13089 would be to decrease the total amounts available for carrying out programs now funded with Section 32 monies. In 1971, this amount was \$72.2 million. We believe the priorities and arrangements for funding other important programs under Section 32 should not be altered.

This Department has adequate authority to accomplish reforestation programs on the National Forests. H.R. 13089 would not be necessary if Congress determined that it would be desirable to accelerate funding for National Forest programs. The normal appropriations process can serve such an objective.

The earmarking approach involved in H.R. 13089 tends to give special priority to the funding of selected programs relative to total program needs, both for administration of the National Forests and for other Federal objectives. We believe the key to upgrading the quality of National Forest programs is the achievement of balance in the several program efforts of the Forest Service. H.R. 13089 would not aid a balanced funding approach since it would give special funding assurance for reforestation programs, while other activities would compete for funding from non-earmarked sources.

We concur with the basic objective of H.R. 13089 that National Forest reforestation programs should be accelerated. Within the scope of total national needs we are increasing our reforestation efforts as fast as available funds and other resources permit. Further, the question of National Forest reforestation is now under consideration by the new Presidential Advisory Panel on Timber

and the Environment. The Panel is studying a broad range of problems relevant to forest management policy on both public and private lands and will be making recommendations to the President later this year.

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

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

STATEMENT OF HON. JOHN KYL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF IOWA

Mr. KYL. Before I begin, I would like to ask unanimous consent to include in the record the statement of the Honorable Harold T. Johnson of California and the Honorable Wilmer D. Mizell.

Mr. McMILLAN. Without objection.

(The statements referred to follow:)

STATEMENT OF HON. HAROLD T. JOHNSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. Chairman, as you well know, the Second Congressional District of California, which I represent, contains approximately 13 million acres of National Forest Land and it is used for all purposes under the multiple-use concept enacted by Congress through your fine leadership and the leadership of this Subcommittee. It represents a major factor in the economy of my Congressional District in California and in the State as a whole, therefore, anything that we can do to improve the management of these forest lands is beneficial to the State of California and the Nation.

It was for these reasons that I joined our good friend and colleague from Iowa, Mr. Kyl, in the introduction of H.R. 13089, in an effort to accelerate the programs for planting of trees on the National Forest lands, which are in need of reforestation. It has been estimated that there are 5 million acres of National Forest lands in need of seeding and planting today in order to catch up and subsequently keep up with the reforestation requirements of our National Forests.

Throughout the years the reforestation programs have been tied directly to the sale of the timber produced on National Forest lands, therefore, you can only pick up the pace of reforestation by increasing the harvest of timber which in turn increases the need for reforestation. This is the vicious cycle which has resulted in this Nation being 5 million acres in the hole as far as reforestation is concerned. Under the existing procedures there is no way we can catch up.

I believe that the most realistic approach is that proposed before you here today to utilize funds developed by import duties on timber products to help reforest our own Federal lands. Even with that substantial source of income it will take this Nation at least ten years to catch up with the backlog of reforestation. I believe that there is adequate authority and precedent for taking this step on the books today, with the statutes permitting the use of import duties for promotion of domestic agriculture on a category basis.

In addition to solving our reforestation problems by earmarking these funds, I believe we will achieve secondary benefits by releasing what minimum amounts have been spent on reforestation under the present procedures to other management purposes. While the reforestation funds have been woefully inadequate they are there and cannot help but benefit other programs of the Forest Service, programs which will improve the conservation and preservation of our natural resources do abound on these Federal lands.

Thank you.

STATEMENT OF HON. WILMER D. MIZELL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NORTH CAROLINA

Mr. Chairman, I appreciate this opportunity to testify before this Committee in support of the bill I am sponsoring with my distinguished colleague, Mr. Kyl, to provide new funds for reforestation of national forests.

With an eye to the future, we must see that our current level of effort in reforestation is not doing the job adequately, and if we persist at this level, we will fall farther and farther behind as the future becomes the present.

As my colleague has pointed out, there now stand about five million acres of national forestland in need of reforestation. This amount of acreage remains essentially the same as it was thirty-four years ago, when our reforestation efforts were begun in earnest.

The legislation we have proposed is designed to accelerate our reforestation program to the point that substantial progress can be made, rather than continuing to simply "hold our own" against forest depletion and damage.

We can do all this without spending an additional tax dollar, by earmarking certain import duties on wood and paper for reforestation purposes.

It is estimated that this new program will provide five times as much revenue for reforestation than is now being spent. Our present spending level is approximately \$12 million a year, and under the legislation we have proposed, that level could be increased to approximately \$62 million.

The relatively small investments required for tree planting and seeding and the other means of reforestation will reap predictably great rewards in the future if we take the initiative now.

When anyone speaks of this Nation's natural resources, we immediately think of our great forests, the source of so much of our food, fiber and fuel products, as well as the scenic beauty we all enjoy.

To permit the squandering of these resources by falling farther behind in reforestation is completely irresponsible, and I urge this Committee to consider seriously and immediately the alternate course that we have proposed in this legislation.

Mr. KYL. I would like to ask permission, as asked customarily, to keep the record open for a certain period of time so others may add testimony.

Mr. McMILLAN. We will have the record kept open for a period of 10 days.

Mr. KYL. Thank you, Mr. Chairman.

One other preference. We have in the room this morning a gentleman who is announcing his retirement from the Forest Service and I want to say with the greatest of sincerity that I am very unhappy that Mr. Cliff is leaving that governmental service. He has been in that service long enough so that the trees he planted in the early days are now ready for cutting. I have always found him to be a deep student, a very considerate and reasonable man with great judgment, and I am saddened by his leaving the Service.

Mr. McMILLAN. I think every member of this committee will echo your statement. Personally, I will miss Mr. Cliff. In fact, the Forest Service will not be the same, I am certain.

Mr. TEAGUE of California. Mr. Chairman, may I join Mr. Kyl and yourself in expressing my regrets that Mr. Cliff is leaving.

Unhappy as I am that Mr. Cliff has decided he will retire, I think that you or whoever has chosen your successor has made a wise choice. I have known Mr. John McGuire for a long time and think he will do a good job.

You and Mr. Kyl have something else in common. You are very devoted to those condors of mine out there in California. We have had many conversations with both of you.

Mr. KYL. Mr. Chairman, most of my statement I shall read rather rapidly.

All members of this committee recognize the importance of forest resources in our Nation. We recognize the multiplicity of uses of forest lands, ranging from the purely esthetic appreciations, through the en-

vironmental functions, to the commerce generated from harvest of timber or other economic uses. We recognize the explicit benefits to communities, States, and the Nation.

We know that none of the timber resources should be neglected. We have vast acreages of private, nonindustrial forest lands and productive units in the industrial system. But the public resource lands today contain most of the old growth saw timber, and it is the public lands which get the pressures for preservation on one hand and multiple use on the other.

We have talked in this committee about the forestry problems: about wildlife, insect and storm damage, available cut and clear-cut. We have studied methods of forest management, the bad examples and the good ones. We have debated method of sale. Certainly one of the most perplexing problems, long discussed, is adequate financing. Unwillingness to invest today for a payoff 50 years from this day is a historic fact, not a suspicion.

One thing we know for certain is that if we are to have a sustained yield for harvest and an adequate resource for other purposes, we have to replenish the forests. And though we may debate the accuracy of the pure statistic, we are today about 5 million acres behind in reforestation. Even in that facet of forest management which finds natural regeneration the most feasible operation, there are techniques through which man may help nature to produce more desirable stands of better trees.

I have personally studied about 20 different proposals for improvement of long-range forest management and for securing adequate financing. As Mr. Cliff and others in this room know, we spent not hours or days but weeks in the Public Land Law Review Commission on this subject, studying material ranging from the very comprehensive Banzoff report through other studies and then weeks in debate. I have come to the conclusion that the best single advance we can provide is through enactment of the legislation pending before us today. The proposal does not cover the entire field. It does deal with a most significant segment of the problem. While we continue to debate the many controversies, solutions, and alternatives, we can take a most significant step forward with this bill. This proposal is consistent with the purposes of the original act which we seek to apply for reforestation.

At this point, I want to make it absolutely clear that in asking for section 32 funds, I am not proposing that the dollars we use would be taken from functions now covered. It would be possible to divert attention from our purpose, and possibly to gain some emotional support for opposition, by intimating that we want to take funds from the child nutritional programs now getting money from this source, as an example. Originally, the Nation utilized section 32 funds to purchase agricultural products which were in surplus. That use obviously followed the philosophic basis of the law. As public pressures have mounted for larger and more costly food distribution programs, section 32 has been a convenient source of moneys, even though the products are not necessarily surplus agricultural commodities. I am certainly not objecting to any funding now going on. But there are

additional reserves. It is true those reserves are not now as great as before; but they are there, and I believe forestry funding is appropriate.

I add here in addition to the statement that I am also willing to put this reforestation program into any priority test that is suggested.

If the language of the bill needs alteration to fit some technicality, I would welcome the suggestion.

This approach eliminates one widely criticized procedure employed at present, which procedure would be expanded by several other pending proposals. The argument is validly made that if funds for forest management are generated through profits or allowances from commercial timber harvest, the temptation is to increase the cut to gain more funds—the greater the cut, the greater the financial return, the greater the funds for management. The proposal before us would utilize funds totally independent of our own domestic harvest.

I have mentioned the very human unwillingness to appropriate Treasury funds as an investment which doesn't pay interest for a long period of time. But there is more involved than that. With the existing vagaries of the appropriations process, the ups and downs of the economy, and the changes in emphasis of priorities from year to year, it is impossible at present to get the kind of guaranteed funding which permits long-range planning and management.

We place the administering agency in an almost impossible situation. As I noted before, I have worked with Forest Service people, debated with them, and have viewed the fruits of their labor. I have developed a very high regard for the overall job accomplished by the Forest Service. The personnel of that agency have been dedicated. It has been appropriately motivated. It is also human. Mistakes have been made. But I believe sincerely that most of the mistakes have developed because the agency has never had an adequate, independent funding capability to develop the kind of consistency and direction that can come only through long-range management plans. The bill before us would fill the present void in that basic necessity, reforestation.

I do not intend that the funds would flow to the agency without oversight by the Congress. Indeed, current attitudes of the public generally would not permit such lack of scrutinization.

If this proposal is sent to the floor by the Agriculture Committee, I would hope the report accompanying the bill would indicate that the committee wants to be kept informed on the plans and execution of the plans.

Perhaps there is a better idea than that encompassed in the bill I introduced. I have not seen it. If there is a better vehicle to ride, my pride of authorship would willingly yield to the alternative. I am absolutely convinced that this bill meets the real criteria which should guide all our actions in the Congress: The investment of these funds will return full value to the citizens of this generation and those which follow it. Failure to invest is bad business. The priority for our concern is valid. The time to start is now.

I would add to that statement, Mr. Chairman, perhaps the most significant part of the whole dialog. I would anticipate that the administration will oppose this legislation. History indicates that they

will, because adequate forestation has been opposed by administrations for a long time. I think probably some of the members of our Appropriations Committee will object. That is exactly why I introduced this bill, because sometime in the very near future, we are going to have to overcome this objection and get the funds we need to carry on a decent forestry program. Of course, there are objections to this kind of funding. That is why the bill is here.

I want to straighten out something else for some folks who may be here who are not closely associated with this business of forestry. These are my words and they have not been prompted by any individual in the administration or outside the administration. I do not want anybody in this country blaming the Forest Service or the Agriculture Department for the lack that we have had in a total overall management program. It is difficult to place the blame, because most of the time, that blame belongs to a nameless, faceless group of individuals in any administration in the so-called Budget Office or Office of Management and Budget, who can make these decisions behind closed doors without ever having to come out in the open to be shot at like the Chief of the Forest Service or the Secretary or Under Secretaries of Agriculture. I would be willing to put this matter to a vote with all of the foresters, the professional foresters, in the United States, and I know full well how they would vote on getting adequate, long-range funding for reforestation. I do not think they are our problem and I want the other members of this committee to know that. The question we have before us this morning is a very simple one: Are the forests of the United States to be managed properly or not? That is why this bill has been introduced.

I thank you, Mr. Chairman.

Mr. BURLISON (presiding). Thank you, Mr. Kyl.

Do any members have questions?

Mr. TEAGUE of California. Yes; I have one question, Mr. Chairman.

John, how much do you anticipate annually would be made available for section 32 funds—that is, under the limitations proposal of the bill?

Mr. KYL. First, permit me to answer the question indirectly, giving some basis in fact.

If the figures from the Department of the Interior and the Department of Agriculture are correct, we probably need \$100 million a year for 10 years to catch up and get current with the backlog of reforestation that we have before us right now. I do not hope to get that much money from this source. We are not dealing here with Interior Department lands in the first place, we are dealing with the Agriculture Department's U.S. Forest Service. As I remember, about 60 percent of the need is in that area. Therefore, I would hope that we could get \$60-\$65 million a year for this reforestation purpose.

Mr. TEAGUE of California. All right, thank you.

One more question: Do you contemplate that wilderness areas presently designated or considered as potential wilderness areas would be subject to the reforestation program or left alone?

Mr. KYL. Again, I have to contemplate for a moment exactly what is involved in this question. There are some legal deterrents actually to carrying on some kind of reforestation projects in the wilderness.

Mr. TEAGUE of California. The matter of building roads in there to do it.

Mr. KYL. First, you cannot build roads and a lot of times you have to clear land, actually prepare land for reforestation, and I am sure that practice will be frowned upon. It might be possible to do that.

As a plain matter of fact, the wilderness areas ought not to need the kind of reforestation we are talking about here. So I guess I would have to answer your question directly by saying that I would not contemplate that much of these funds would be used in any wilderness areas.

Now, again, I condition that a little bit. On February 8, the President of the United States directed the Secretaries of Interior and Agriculture to find wilderness areas in the East. Now, you have some immediate problems. That looked like a pretty nice thing to do, but as a matter of fact, it is almost impossible under present wilderness law. You realize that there are 11 States west of the Mississippi which each have more public lands than all the States east of the Mississippi combined. Then when you consider the forests of the East, those which are now in national forest status, within the exterior boundaries of any given forest, on the average, more than half of the land is privately owned. So it is not in as big tracts.

Furthermore, most of the land in the East has been timbered at one time, perhaps. It is not old-growth natural timber. There is some second growth and so on which might help qualify. There are agricultural operations; there are roads, and so on. If we do develop a system—I tell the gentleman I am going to introduce a bill before long which will set up a separate kind of wilderness for the East so we can accomplish that without diminishing that in the West—I would suppose we would have to do some reforestation in some of those areas to make them desirable wilderness areas again.

But the purpose here is to concentrate on that area where timber grows best, where we know it is a product that can be a sustained yield harvest over all future generations.

Mr. TEAGUE of California. And primarily outside of wilderness areas?

Mr. KYL. Yes. I think that would be true, sure.

Mr. TEAGUE of California. Thank you.

Mr. BAKER. Mr. Chairman, could I ask a question?

Mr. BURLISON. Mr. Baker.

Mr. BAKER. Would this possibly extend to the point of reclaiming land which has been destroyed by an industrial process? I have an area in my district where copper mining and a smelting activity created in the past a scorched land condition and now Cities Services has acquired the Tennessee Copper Co., started a modernization program, and erosion is being eliminated to some degree. But it is a critical problem right at the fringe of our Cherokee National Forest. Would you consider that this might extend to that possible use?

Mr. KYL. Yes, sir; any land which is forest land which needs reforestation, I think, would be a prime subject for the application of this bill. In addition to the kind of situation you are talking about, we have vast acreages of land which were acquired for forest lands which

have never been planted at all and a whole lot of it which needs timber stand improvement.

You have a multiplicity of problems. This is not a simple thing. You just do not go out somewhere and start planting trees. In some areas, as a matter of fact, where we have had wildfire, actually, you have destroyed the growth-producing humus down to rock and it takes regeneration, it takes sodding, it takes a whole lot of things to get back to a condition where you can plant trees. There are areas that have to be cleaned up before you can have an adequate planting process.

I would envision that part of these funds could also be used in these experimental areas where they are trying to develop methods of fertilization for better forests, where they can develop better trees, selective nursery-type operations, so you can get the best kind of trees in the best possible way to sustain in the best possible way. But any area which the Forest Service manages which is in need of reforestation could be included as the bill is drawn.

Mr. BAKER. Thank you, Mr. Chairman.

Mr. BURLISON. Any other questions?

Mr. Dow. Yes, sir.

Mr. Kyr, I judge that when you speak of reforestation, there are considerable areas in the national forest that are not properly forested at the present time. I wonder how they came to be that way? Did they once have forests? Have they been cut over or burned over? What is the reason for the necessity of planting forests in those areas at the present time?

Mr. Kyr. Well, my answer will be inadequate and can certainly be supplemented by those specialists here who have spent their lives in forestry, but I can name a number of causes.

I mentioned wildfire, forest fire, which of course is the obvious reason for reforestation. In some of the areas where we have cut for commercial timber harvest, we have not had the funds to go back in and do the kind of cleaning up, planting and so on, for adequate forest management to do those. There are other lands which we bought for forest which have never been forested.

The gentleman here, Mr. Baker, has told us about an illustration of one of the multiple uses of the forest which has in this case apparently deprecated the land, or at least there is a need for reforestation.

Basically, the answer to your question is this: We have never been able to get the kind of long-range funding to keep the forest system in the best possible management. It is the old problem: You have trees. Somebody goes out in a forest and says, boy, we have trees we have not even used yet; we have more forest than we will ever use.

That is not true. We have more acres of commercial timber private nonindustrial and industrial, than we do national forest lands. But it happens that probably 60 percent of the old growth saw timber is still on public lands. If it is to be harvested in a practical fashion, you are going to have to replenish it. The reason the trees are there is, it is a good area to grow trees, and it ought to be in tree growing.

There are a host of reasons why we have lands that need reforestation. The reason we have not reforested is that we have not been able to get the funds. Every year we go and you battle for it. I believe in

this current budget, instead of keeping up even with what we have done in the past, we have a lower request for reforestation—I believe that is correct.

It is just as simple as this so far as I am concerned: If we are going to have forests for future generations, we are going to have to plant trees.

Mr. Dow. If I may continue, I suppose that private companies come into these lands and do carry on timber-cutting operations there. Now, are they required to reforest the area so that the growth will compensate for what they have been cutting?

Mr. KYL. You have hit on the total subject which is a major controversy in this field. The private forester, the timber people, go into an area and harvest the timber. They buy the timber. We do have a different basis between Interior and Agriculture. In one case, they buy on a cruise basis; in another case, they buy on a stumpage basis. But whichever you use, the Government is paid for the harvesting of the timber. And of course, no one argues but that the timber industry is an important, very basic industry in the United States. But the argument comes, then, you see—at least it has never been as true as is publicly suspected, but the argument is there—that the Forest Service, then, to get the kind of funds that these dedicated people know they need, will allow more cuts so they sell more timber so they get more money to carry on their forestation program. If we have an outside source for those funds, then that kind of claim vanishes because they are not getting the funds for that purpose.

The Public Land Law Review Commission, Mr. Dow, decided that they would go all the way on that kind of concept. They would set up a semi-, a quasi-governmental corporation and this corporation would receive the funds and go into the management program. But again, it is less likely that we can set up that kind of corporation today than it was when the Public Land Law Review Commission made the recommendation, because the public today will not approve the plan which seeks to get funds dependent on the harvesting of timber.

Mr. Dow. Well, I am quite favorable to the gentleman's bill, let me say. My questions were not intended to be negative.

Mr. KYL. I know that, sir.

Mr. Dow. I lean very much in the direction that I think he is headed in. I think he is performing a public service here to offer this bill. I regard the gentleman from Iowa as the most implacable and relentless foe of all the legislation that I have introduced in the Agriculture Committee, but let me say that I nevertheless want to support him as heartily as I can in this particular legislation, which I regard as most essential.

Mr. BURLISON. Thank you, Mr. Dow.

If there are no further questions, we will hear from our next witness.

I note that Mr. Don Clausen of California is here. We will be pleased to hear from him at this time.

STATEMENT OF HON. DON. H. CLAUSEN, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF CALIFORNIA

Mr. CLAUSEN. I want to thank you, Mr. Chairman, for permitting me to testify a bit out of order and also to express my appreciation to the other witnesses that have permitted me to come in and present testimony that is in support, not only of the legislation that is now pending before the committee, but also the other legislation; namely, H.R. 7033, which is this Volunteers in the National Forest Act.

I am most excited about that particular act because of a program that I am attempting to initiate on the north coast of California, which I am privileged to represent. I am advancing what I refer to as an Eel River Basin watershed conservancy program that will take into account all of the land and the land-related resources, all of the water and the water-related resources, in a comprehensive river system approach. I see my friend, Mr. Baker, from down in the Tennessee country. He is familiar with a coordinated system approach as it relates to water- and water-related resources. I think that we can learn a great deal from their experiences and it is my hope that we can encourage some of the young people from our colleges and universities to come forth and participate in this kind of effort and I am hopeful that the authorization would go forward and be enacted into law.

As an example, it is my hope to bring into being the Forestry Department of Humboldt State College, as well as the Ecology Department of Sonoma State College into this Eel River Basin watershed conservancy program. This will include the recommendations that will be forthcoming from an advisory group that I am in the process of forming.

So I just simply wanted to add my comments to what has been previously stated by the Under Secretary, Mr. Campbell, in support of the legislation.

Now, directing my remarks to the legislation now pending before us as introduced by Mr. Kyl as the principal sponsor, I have sat in on a number of meetings, formally and informally, with Mr. Kyl, and I would state, I think without fear of contradiction, that in the area of resource renewal, the multiple use conservation, as well as forms of preservation conservation, that in my judgment, he has the best grasp of any Member of Congress on the total subject. I think that he has a balanced point of view. When I say a balanced point of view, I am talking about a balance between the preservation-conservation aspects as well as the multiple-use-conservation school of thought.

Many of you know that I went through a rather dramatic experience when we considered legislation over in the Interior Committee to create the Redwood National Park out of my congressional district. It was during that time that I could see the immediate need to bring together all of the professional land managers, be they in the Park Service that has responsibility and jurisdiction over the preservation conservation of our land, and the private land managers, the foresters,

the geologists, the hydrologists—as well as our public agencies—namely, the Agriculture Department as well as the Interior Department, who are the principal land management departments and agencies.

Now, Mr. Chairman, I am privileged to represent in the Congress the north coast of California, where our forests are the envy of the Nation. We live a life style that is uniquely forest oriented.

My lifelong residence in the giant redwood and fir forests of northern California makes me fully aware of both the economic and esthetic bounty they provide. I know the need to protect this vital resource for the future through wise use and careful, appropriately funded management.

To achieve this goal, reforestation must be given a high national priority and a means to make available the money required to do the job. I believe the gentleman from Iowa, Mr. Kyl, has found the best way to improve and enhance our reforestation practices. I commend his efforts and join with him in urging the subcommittee to take early, favorable action on the supplemental national forest reforestation fund.

The legislation before you goes beyond any question of the uses of forest lands and, instead, focuses on a truth that is shared by all Americans: we need more forests. This need is immediate and must be met.

This reforestation bill is going to be part of a forest resources legislative package that I like to call trees for people that I envision as a comprehensive, integrated program that will help us meet our future needs for forest products as well as enhancing wildlife, water, esthetic, recreational, and environmental values in the Nation's forests—on both public and private lands.

We must recognize the key fact that forests provide renewable resources that can be simultaneously utilized and preserved. Unlike exhaustable resources, forests can supply in perpetuity, on a sustained-yield basis, the timber products we need as they continue to provide an unexcelled recreation experience for millions of Americans. I have seen this multiple-use-conservation concept carried forward under proper land management in Germany as well as here at home. However, with the increasing demands for both recreation and forest products, we must now intensify our reforestation efforts.

In addition, there are many watersheds in America that are in need of stabilization. Intensified tree-planting programs can beautify the landscape, reduce floods from heavy precipitation season runoffs, and generally improve the quality of our total environment.

The reforestation bill before us today permits the creation of a permanent funding source that is initially expected to, as Mr. Kyl stated, provide somewhere in the vicinity of \$60 million for forestry needs. Its permanence will permit effective, long-range management which, in turn, can vastly improve the quantity and quality of our public forests.

I appreciate the opportunity to submit this statement to the committee. I strongly urge adoption of the bill.

Now, Mr. Teague, I believe, earlier asked the question: What could be anticipated from the objectives of the bill? Now, I have before me a copy of the calculated duties collected under schedule 2 of imports

which relate to wood and paper. This is from the U.S. Tariff Commission.

In 1967, the yield was \$55.9 million; in 1968, \$69.8 million; in 1969, \$75.9 million; in 1970, \$64.8 million; and in 1971, the anticipated calculated duties would be \$72.2 million.

(The chart referred to follows:)

CALCULATED DUTIES COLLECTED UNDER SCHEDULE 2 IMPORTS—WOOD AND PAPER; PRINTED MATTER
[In millions of dollars]

Part of schedule 2	1967	1968	1969	1970	1971
Wood and wood products ¹	14.3	13.6	13.7	11.8	10.1
Cork and cork products; bamboo, rattan, willow, and chip; basketwood, wickerwork, and related products of fibrous vegetable substances	3.5	3.7	3.6	3.1	2.8
Wood veneer, plywood, and other wood—veneer assemblies, and building boards	28.9	43.4	48.0	39.4	49.9
Paper and paperboard, and products thereof	7.8	7.8	9.1	8.9	8.2
Books, pamphlets, and other printed and manuscript material	1.4	1.3	1.5	1.6	1.2
Total	55.9	69.8	75.9	64.8	72.2

¹ Includes rough and primary wood products; wood waste; lumber, flooring, and moldings; densified wood and articles thereof; wooden containers; miscellaneous products of wood; and articles not specially provided for, of wood.

Source: U.S. Tariff Commission.

MR. CLAUSEN. Now, as has been stated by the administration, this could be handled by the budgeting or the appropriation process. But somehow, it becomes increasingly difficult to get across the point of view that what Mr. Kyl has stated, that in order for us to stabilize these watersheds, and in fact, take advantage of the new science and technology information in the area of tree farming—this is what we are talking about: How can you intensify the reforestation and the yield from the lands that are available and committed to forestry and land management? When I have seen what has transpired in Germany in the Black Forest and some of these other countries—up in Spain, when we attended the World Forestry Conference in Madrid—areas that do not have anywhere near the required amount of precipitation, and the kind of lands that would lend themselves to timber growth, what they are doing and by comparison with the available financial resources, it is absolutely unbelievable to me that we here in the United States can't come forward with the kind of commitment to the national priority that is so urgently needed.

We are now at a recordbreaking pace as far as housing starts. But yet we are way behind in the number of housing units that are needed in order to meet our housing requirements for this generation as well as the future generations to come. And so to me, there is no other way than for us to use this vehicle or to concentrate on the Appropriations Committee and the Office of Management and Budget to give what I think is necessary in the way of a higher priority to reforestation. I will be coming forward, hopefully in concert with other Members of Congress, with a broader package. This again will be in concert with the American Forestry Association, which is made up of experts in the field of silviculture and forest management.

So I strongly urge, with all of the vigor at my command, that you give this legislation favorable consideration and if it needs amending and we can pick up some new information, certainly I would yield to

the gentleman from Iowa for his recommendation. But the principal thought that I want to leave you with is this: The people in this country are crying for improved forestry. They need it for so much in the way of benefits, both from the standpoint of commercial as well as the individual benefits as it relates to recreation. You can do this only if you have the kind of long-range planning and the positive method of finance upon which the professional foresters can depend for their success. Without this, you will fail and we in the Congress will have to face the future generations for not having done our job.

I thank you very much, Mr. Chairman.

Mr. McMILLAN (presiding). Thank you, Mr. Clausen. I certainly agree with your statement. I know the people in my section of the country feel that we have too long neglected the forestry of this country and one of these days, we will be coming up short without any decent forests if we do not begin to pay some attention. I have listened to you and read Mr. Kyl's statement and as far as I am concerned, this bill will certainly have my active support.

Mr. CLAUSEN. I appreciate that, Mr. Chairman.

Mr. McMILLAN. Any questions?

Mr. KYL. I would beg the indulgence of the committee for just a moment to acknowledge the presence in the room of a large group of the best kind of farmers from the State which has one-fourth of all the class 1 agricultural land in the Nation, a group of representatives of the Farm Bureau Federation from my district in the State of Iowa. [Applause.]

Mr. TEAGUE of California. Mr. Chairman, these fine people from Iowa should have been here about 15 or 20 minutes ago to hear the very splendid statement Mr. Kyl made in support of this bill. You would have been very proud of him.

Mr. McMILLAN. Thank you, Mr. Teague.

Any questions?

Mr. KYL. I do want to thank Mr. Clausen for being here. He has participated in a large number of meetings with people from the Forest Service, Interior Department, and others, trying to select the kind of approach we want to present to the committee.

I thank him very much.

Mr. McMILLAN. Thank you. I want to add to your statement that I consider Mr. Clausen to be an expert as far as I am concerned.

Mr. TEAGUE of California. I, of course, want to join in that, being from southern California, where we do not have the kind of trees that Mr. Clausen has. Certainly there is no one who has devoted more time and consideration to the problems of the forests of the West than has Mr. Clausen. He is our expert in this field.

Mr. McMILLAN. Thank you very much.

Mr. CLAUSEN. I thank you very much, Mr. Chairman. One reason that I have this intense interest is primarily because of the area from which I come. But to give you an idea of the magnitude of our potential, we have what I think is the fastest growing timber-producing area in, I believe, the United States. The range of precipitation runs from 60 inches of rain in the southern part of my district to as high as 120-130 inches of rain a year. This is one of the reasons why the redwood forests and the fir forests do grow. But we have not realized the

full capability, simply because of the limitations put on the Interior and Agriculture agencies as it relates to funds to meet the kinds of reforestation capabilities that would be forthcoming if they could fund their programs adequately and commit the talents that they have in abundance to the timber-growing effort.

I thank you very much, Mr. Chairman.

Mr. McMILLAN. Thank you, Mr. Clausen.

Mr. Secretary, we are delighted to hear from you. I was thinking you had testified during my absence from the committee.

The committee will be pleased to hear any statement you wish to make, Mr. Campbell.

STATEMENT OF J. PHIL CAMPBELL, UNDER SECRETARY OF AGRICULTURE, ACCOMPANIED BY EDWARD P. CLIFF, CHIEF, U.S. FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. CAMPBELL. Mr. Chairman, I would like to add to what members of the committee have said with regard to the retirement of the Chief of the Forest Service, Mr. Ed Cliff. We down in the Department of Agriculture, too, very much regret that he has chosen to take his long-deserved retirement after the tremendous service that he has given through the years, not only as chief but prior to that as a worker starting at the lowest level and coming up, from his days in his youth, when he first entered the service of the U.S. Department of Agriculture and the Forest Service. We regret very much that he is departing. He has a great record there, which we appreciate. We are just very happy to hear the words of the members of the committee with regard to Chief Ed Cliff.

We do appreciate again the opportunity to testify on the bill before you. As indicated in our legislative report, the Department of Agriculture recommends that H.R. 13089 not be enacted.

The purpose of H.R. 13089 would be to accelerate the funding of reforestation programs on national forest lands. For this purpose, it would allocate moneys from the fund established by section 32 of the act of August 24, 1935. Section 32 made available 30 percent of annual customs receipts, through the special fund it established, to encourage the exportation and domestic consumption of agricultural commodities. H.R. 13089 would establish a National Forest Reforestation Fund, from amounts available under the section 32 fund. The National Forest Reforestation Fund would consist of amounts equal to the gross receipts from duties collected under the customs laws on certain forest products listed in the bill.

The net effect of H.R. 13089 would be to decrease the total amounts available for carrying out programs now funded with section 32 moneys. In 1971, the amount that would have been transferred to the reforestation fund was \$72.2 million. We believe the priorities and arrangements for funding other important programs under section 32 should not be altered.

This Department has adequate authority to accomplish reforestation programs on the national forests. H.R. 13089 would not be neces-

sary if Congress determined that it would be desirable to accelerate funding for national forest programs. The normal appropriations process can serve such an objective.

The earmarking approach involved in H.R. 13089 tends to give special priority to the funding of selected programs relative to total program needs, both for administration of the national forests and for other Federal objectives. We believe the key to upgrading the quality of national forest programs is the achievement of balance in the several program efforts of the Forest Service. H.R. 13089 would not aid a balanced funding approach since it would give special funding assurance for reforestation programs, while other activities would compete for funding from nonearmarked sources.

We concur with the basic objective of H.R. 13089 that national forest reforestation programs should be accelerated. Within the scope of total national needs we are increasing our reforestation efforts as fast as available funds and other resources permit. Further, the question of national forest reforestation is now under consideration by the new Presidential Advisory Panel on Timber and the Environment. The Panel is studying a broad range of problems relevant to forest management policy on both public and private lands and will be making recommendations to the President later this year.

This concludes my prepared statement. I would be glad to try to answer any questions you may have.

Mr. McMILLAN. Any questions?

Mr. KYL. Mr. Chairman?

Mr. McMILLAN. Mr. Kyl?

Mr. KYL. Mr. Secretary, one of the first statements you made is that this program would decrease funds now appropriated for other purposes. Of course, you also say that we do not want to earmark anything. But as a matter of fact, we have a de facto earmarking right now for these other purposes which you mention.

But I want to call your attention to an act with which you are very familiar, but which apparently has never been understood by the Office of Management and Budget. This is part of the Agricultural Act of 1956, section 205, which says "There is hereby authorized to be appropriated for each fiscal year beginning with the fiscal year ending June 30, 1957, the sum of \$500 million to enable the Secretary of Agriculture to further carry out the provisions of section 32, Public Law 320, 74th Congress, as amended subject to the provisions of law," et cetera.

There we have authorization for an additional \$500 million per year which has not even been touched, which is in no way utilized at the present time. Now, under that circumstance, I find it a little difficult to say that we are going to take funds from some other program which is already funded. Do you have a response to that, sir?

Mr. CAMPBELL. I think that as we interpret the way the language was written in the bill, it would take from the funds that were appropriated for these other purposes, whereas it probably is possible to amend the bill in such a way that the already earmarked funds would not be affected.

Mr. KYL. May I read the last part of that same section, section 205, act of 1956, that "up to 50 percent of such \$500 million may be devoted

during any fiscal year to one agricultural commodity or the products thereof."

Now, this piece of statute says we could under the law take \$250 million a year for forestry if we so desired. That is part of the statute. That has never been revealed.

Mr. CAMPBELL. Yes.

Mr. KYL. Now, the statement also says that at the present time, we have adequate authority to do this job of reforestation if Congress determines that that is advisable. Now, in the first instance, the fact that the Congress has not seen fit to take this priority into consideration is the reason we have this bill before us. If we had received adequate funding, we would not have to have a bill of this nature.

You also have a statement there which says that we are going to do this job as fast as available funds are available for purposes of reforestation and so on. Is it not true that the budget request for this year calls for a decrease in the funds?

Mr. CAMPBELL. I think that is correct—a decrease of about \$2 million. The current level is \$32 million and the new request is for \$30 million. I think this is still a considerable increase, though, from 3 or 4 years ago. But it is a decrease from the current level, that is correct, of about \$2 million.

Mr. KYL. And you would not in any way indicate that the amount of money that we now are spending for reforestation is adequate for the real needs that we have?

Mr. CAMPBELL. No; I do not think I indicated that and I did not intend to indicate that, because we do have needs beyond these funds.

Mr. KYL. Well, I believe that is all except to say that it is possible to do this job, it has always been possible to do the job, but the fact is we have never done the job. Therefore, I have to reiterate that I am not in agreement with whatever element of the administration has determined that we have to have a negative report on this piece of legislation.

Thank you, Mr. Chairman.

Mr. TEAGUE of California. May I ask one question, Mr. Chairman, either of Mr. Campbell or Mr. Cliff?

Mr. McMILLAN. Mr. Teague.

Mr. TEAGUE of California. Has Congress ever reduced the amount requested by the executive for reforestation purposes?

Mr. CLIFF. Not to my knowledge. I do not recall any time when the Congress has not approved the budget request that was sent up by the administration.

Mr. TEAGUE of California. That is my recollection during the 18 years that I have been here.

Mr. McMILLAN. Any further questions?

Mr. BURLISON. No.

Mr. Dow. No questions.

Mr. BAKER. One question, Mr. Chairman.

Mr. Secretary, you referred to a possible decrease in the amounts available for carrying out programs now funded with section 32 moneys. What would you anticipate might suffer if, indeed, they were used for these purposes, for reforestation?

Mr. CAMPBELL. Well, the need for these funds varies from year to year based on what happens in our farming communities on the non-

price-supported sector of our agricultural production. These section 32 funds are used primarily for perishable products—vegetables, fruits, things of this type—and livestock products. If we by chance were to have a tremendous overproduction in several areas at one time, the use of these funds would greatly increase.

Of course, Congress has seen fit also to earmark certain of these funds in the last year or two, which previously has not been done with regard to use for our feeding programs.

Of course, some years our use of these funds is less than other years. It depends entirely on the oversupply situation on these commodities for which section 32 funds are used.

Mr. KYL. Will the gentleman yield?

Mr. BAKER. Yes.

Mr. KYL. I would like to respond a little more fully and directly to the gentleman's question.

At first, it was thought that they should keep a \$300 million a year reserve in section 32. Then because of the desire to expand food and nutritional programs beyond just the disposition of surplus agricultural commodities—this is no longer a surplus disposal program. In the main, it is now a commensurate food distribution program, with which I do not disagree—at the present time, there is about \$160 million in the fund in reserve. The Appropriations Committee apparently would like to increase that to \$200 million. But there are also some hopes downtown that the administration will find some uses for the rest of the \$160 million. That money is used for a food and nutritional program, as I say, all the way over to some kind of subsidization so we can sell some broilers to Switzerland and a number of other things of that nature.

But in addition to that, under the law, there is authorization for increasing the fund which already shows a reserve by increasing it \$500 million a year. And certainly, none of that is dedicated to any specific purpose at this time.

Mr. CAMPBELL. If I may elaborate briefly on the Congressman's remarks, I appreciate the Congressman pointing out this shift in the attitude of Congress with regard to the use of these funds. Because this, as I have indicated, has occurred very recently. In fact the Appropriations Committees have more or less demanded that we keep \$300 million in reserve. So we are in a shifting situation with regard to the use of these funds, and it depends on the request of the Congress and the attitude of Congress as to how we come out. I would say we are in a transition period here on the use of section 32 funds, because we are moving over into the area of food and nutrition with them. Also, I have thought we are violating the section 32 reserve which we are requested to hold back by the congressional committees. We are in a transition period here as to what we are going to do with them.

Mr. KYL. I do not intend in any respect to criticize the Secretary or the Under Secretary of the Agriculture Department for this.

Mr. CAMPBELL. We appreciate the interest of Congress and we have every desire of working with Congress on this and I appreciate the fact that you have pointed this out, because we are in transition as to how these funds are going to be used in the future as compared to the past.

Mr. BAKER. Mr. Chairman, could I further beg the indulgence of the committee in recognizing the presence of two students from my district who are in the presidential classroom program and ask the chairman to make them welcome?

Mr. McMILLAN. Yes, sir. The committee commends this fine group and if you will give us your names, we will have them inserted in the record of today.

Mr. BAKER. Cynthia Cook and Richard Frank Ray.

Mr. McMILLAN. We are happy to have you with us. We hope you will come back and see us when we are having a real exciting session.

Any further questions?

(No response.)

Mr. KYL. You should tell them in all fairness that most of the really exciting sessions are behind closed doors.

Mr. McMILLAN. The gentleman is correct.

Mr. Edward C. Crafts?

Mr. Crafts, the committee will be happy to hear from you at this time. We are delighted to have you back in the committee room again.

STATEMENT OF EDWARD C. CRAFTS, DIRECTOR, CITIZENS COMMITTEE ON NATURAL RESOURCES

Mr. CRAFTS. Thank you, Mr. McMillan. It is nice to be back here.

Mr. Chairman, members of the committee, my name is Edward C. Crafts. I appear today as former Deputy Chief of the Forest Service (1950-62). Also, it is my privilege to represent the Citizens Committee on Natural Resources of which I am a director.

My own position and that of the Citizens Committee on Natural Resources is strong endorsement of H.R. 13089 by Mr. Kyl and others. This bill would establish a special fund to reforest the millions of acres of idle, nonproductive national forest land.

This bill is one of the best environmental improvement measures to come down the pike for some time. It is good business: (1) it gets to the question of money which is at the heart of the matter, and (2) it would correct one of the long festering sores of the national forests—namely, environmental restoration of millions of acres, as well as returning these good timber-growing lands to productivity.

In the 1950's, I accompanied the Committee on Agriculture on an inspection of the national forests. At the conclusion of that trip I received a letter from Mr. Poage thanking me for showing the committee the national forests, both those that had trees as well as those that did not. Mr. Poage's point was very well taken.

At that time—some 20 years ago—there were about 5 million acres of old cut-overs, burns, and lands devastated by storms, insects or disease that were bare, brush fields, or otherwise lying idle. The committee was shocked at what it saw. Try as we would over the years, we could not get the funds to cut down that backlog of idle lands. Today there are still nearly 5 million acres of such land, which is about 3 percent of the entire National Forest System. No real net progress to cut down this backlog has been made in the last two decades.

In view of the demands for environmental improvements, as well as present and prospective demands for timber, in my opinion, the Na-

tion no longer can afford to allow these 5 million acres of good federally owned, timber-growing land to lie idle and be an eyesore.

The Forest Service has no business continuing allowable cuts at present levels, let alone increase them, unless these idle lands can again be put to work.

Responsibility for this situation, which has continued for many, many years is shared by the Forest Service, the Secretary's Office, the Office of Management and Budget, and the Congress. And if you will pardon me for saying so, the primary responsibility, based on my own experience, is primarily with the Office of Management and Budget and the Congress. The problem has been wrong priorities for the Forest Service in terms of policy, and lack of appropriated money for the most needed functions. This has resulted in lack of funds for the purposes to which this bill is directed.

Last year the Forest Service had about \$18 million to replant such land. For the 8 preceding years, the figure averaged less than half that. In fiscal year 1973, the Service could use effectively about \$27 million. Yet, the administration's budget recommends a \$2 million reduction in the appropriation item from which the tree-planting money is derived.

On one hand the administration is recommending a reduction in planting up wasted acres, but on the other is indicating national forest timber cuts should be increased. The two actions are mutually incompatible. I might say the administration's position which I have just heard does not surprise me. I would only say that reliance on the normal appropriations process has not worked in the past and there is no reason that I know of to think that it will work in the future.

Second, I might comment that this administration, in all its public statements, is committed to environmental improvement and an adequate supply of our renewable natural resources. Yet when it comes to money, in this case, the money is being cut instead of increased. The only possible way in which the normal appropriation process might work would be if the Forest Service were to hang tough on its allowable cut levels and either reduce allowable cuts or not increase them until and unless the money were appropriated to replant the idle lands. I do not question that the Forest Service has the backbone to do this. I am equally convinced that it would not be permitted to do this by the administration.

Over the next 10 years, the Service estimates a need of about \$535 million in terms of 1972 dollars to get the reforestation job done. This bill would channel into the proposed special fund about \$620 million over the next decade.

Considering the fact that program estimates are nearly always low, and these figures I have just quoted come out of the most recent Forest Service program, which was submitted to the Senate in response to a request a few months ago, plus the prospect of a continued decline in the value of the dollar, the \$620 million, which this bill would provide subject to congressional appropriation, is entirely reasonable.

Accordingly, Mr. Chairman, for the reasons stated, and despite the lateness in the Congress in this second session, I hope both the committee and the Congress would act favorably on the bill. I am sure I speak for foresters throughout the country that this would be one

of the best steps ever taken to put the national forest programs back in balance and they are now out of balance, and to help assure quality management.

Thank you very much.

Mr. McMILLAN. Thank you, Mr. Crafts, for your very comprehensive statement.

Are there any questions?

Mr. KYL. Mr. Chairman, I want to add one other laurel to Mr. Crafts' crown. He also served as Director of the Bureau of Outdoor Recreation and in that capacity, served the Nation well.

Mr. Crafts, you have had some experience in this proposition, having been Deputy Chief and so on. Just from a dollar-and-cents standpoint, not considering the multiple use, the esthetics, or anything else, what is 5 million acres of good timber worth when it has reached maturity, or in the period that it takes to grow to maturity?

Mr. CRAFTS. Well, at present values, Mr. Kyl, it would be pretty difficult for me to answer that question. But it is probably 50 to 100 times the cost that it would take to do this job.

Mr. KYL. In other words, if we put a billion dollars into reforestation, we should receive, according to your last statement, something like \$50 billion in return?

Mr. CRAFTS. Well, I would think that would be a reasonable statement, although I am getting this off the top of my head.

Mr. KYL. Of course, there we are figuring cash values. We are not talking about any other value that occurs, such as the generation of oxygen, prevention of flood, soil erosion, recreation, and all the rest?

Mr. CRAFTS. Bare land timber growing or timber-type land which is bare of trees has no value except for watershed and game and this sort of thing.

You put trees on it and bring those trees to maturity and you have greatly—of course, it depends on the kind of trees, age, quality, and all that sort of thing—but you have enhanced the value of that land fiftyfold to a hundredfold, I think, without any question.

Mr. KYL. That is pretty good interest on an investment?

Mr. CRAFTS. I would think so.

Mr. KYL. I thank you very much for your testimony, Mr. Crafts, and I do so because of the tremendous respect I have for you and your judgment in all these matters.

Thank you, Mr. Chairman.

Mr. McMILLAN. Thank you, Mr. Crafts. We are glad to have your statement.

Mr. Richard Lahn, assistant to the Washington representative of the Sierra Club.

STATEMENT OF RICHARD M. LAHN, ASSISTANT TO THE WASHINGTON REPRESENTATIVE, SIERRA CLUB

Mr. LAHN. Thank you, Mr. Chairman.

I am Richard M. Lahn, a Washington, D.C., staff member of the Sierra Club. I appreciate the opportunity to speak before your committee this morning on matters relating to our national forests, a subject to which the Sierra Club has devoted a major portion of its energies and resources.

As evidenced by the great public outcry over the devastating effects of clear cutting in many of our national forests and the results of recent studies conducted by the Forest Service itself, it should be clear that the present Forest Service management practices are inconsistent with the practice of good quality forestry and the wants and needs of the American public. The national forests have been managed primarily for timber production and not equally for the multiple benefits as defined in the Multiple Use and Sustained Yield Act of 1960. Watershed protection, wildlife, and recreation have been neglected as a look at the Forest Service budget indicates. Also neglected has been reforestation.

Several weeks ago Secretary of Agriculture Earl L. Butz testified before a Senate Appropriation Subcommittee that the Forest Service is "doing a pretty good job of replanting," however, the facts do not support this contention. By Forest Service figures there is a 5-million-acre backlog in reforestation, and an additional 13 million acres that need thinning and other timber stand improvement work. Forest Service Chief Cliff testified on March 8 that at the current rate of funding it would take more than 25 years to reforest the backlog areas. The \$30 million budgeted for next fiscal year, down \$2 million from this year, will only replant about 141,000 acres. It was also most discouraging to learn that the White House had stepped in and slashed \$10 million in funds for reforestation from the proposed budget that was submitted to the Office of Management and Budget. Such action together with the quick killing of the Executive order on clear cutting is indicative of the administration's attitude toward good forest management.

There is no question about the need to quickly replant these barren lands; the only question is where to get the money. It is the Sierra Club position and it has also been the position of the Forest Service that the best place to obtain these funds is in the Forest Service appropriations. Here the agency should request the necessary money and fight for it in Congress. Unfortunately, neither has the Forest Service been aggressive in this area nor would it have made much difference based on the attitude of OMB.

The legislation before this committee, specifically H.R. 13089 and H.R. 13841, would establish a "Supplemental National Forest Reforestation Fund," composed of the gross receipts from duties collected under the customs laws on wood and paper, and printed matter. Under the provisions of section 32 of the act of August 24, 1935, these moneys are already earmarked for use in the area of agricultural commodities. I am told that the yearly amount that would be available via this method would be in the neighborhood of \$65 million and applied over a 10-year period would eliminate the 5-million-acre backlog in need of reforestation.

While we still feel that the proper way to supply the funds is directly through the appropriations process, we do not oppose this legislation. We would, however, oppose any legislation that would apply to reforestation, revenues received from the sale of timber as was the case in the timber supply bill. Here there does not seem to be any incentive to increase the cut on the national forests since the funds are hinged to the amount of wood and wood products that are imported.

In any case the replanting of the 5-million-acre backlog should not dictate an automatic increase in the allowable cut, as the timber industry wants. All indications point up that the national forests are not being managed for sustained yield—that the allowable cut is now excessive and that our forests are now being depleted. Just recently at Senate hearings Senator Church asked for further congressional inquiries into this most serious matter.

A Forest Service report released in December has substantiated excessive cutting on six western national forests. The six forests under study were the Arapaho National Forest in Colorado, the Coconino in Arizona, portions of the Lolo National Forest in Montana, the Boise in Idaho, the Klamath in California, and the Gifford Pinchot in Washington. Forest inventories showed a total of 4.1 million acres of available commercial timber but the resurvey showed only 3.2 million acres. The worst error occurred in the Arapaho Forest where usable commercial timberland totaled only 400,000 acres and not 668,000 acres as the Forest Service had estimated. This was a 40-percent discrepancy. The study concluded: "The area of forest land suitable and available for timber production in National Forests of the West has been overestimated, probably as much as 22 percent."

The Sierra Club has also documented excessive cutting well above the amounts that can be sustained. The Tongass National Forest in southeast Alaska has issued a contract to U.S. Plywood-Champion Papers, Inc., calling for the sale of 8.75 billion feet of timber to be cut in a 50-year period from over a million acres. In one of the three sale areas described in the contract, known as the Yakatat Working Circle, they appear to have sold more commercial timber than actually exists, while claiming to be practicing sustained yield on a 120-year rotation.

Just recently the Sierra Club studied the situation in the Six Rivers National Forest in California and found that the forest is being cut at three times the rate that can be sustained.

In conclusion, while we strongly support all efforts to reforest the national forests, we neither support nor oppose the legislation pending before this committee. However, increasing the reforestation program should not dictate an increase in the allowable cut since the cut is now excessive.

I thank the committee for the opportunity to testify on behalf of the Sierra Club.

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

Any questions?

(No response.)

Mr. McMILLAN. Thank you. We are glad to have you before us.

Mr. John Hall, director of forestry affairs, National Forest Products Association.

Mr. Hall, the committee is happy to hear you.

STATEMENT OF JOHN F. HALL, DIRECTOR OF FORESTRY AFFAIRS, NATIONAL FOREST PRODUCTS ASSOCIATION

Mr. HALL. Thank you, Mr. Chairman.

I am John Hall with the National Forest Products Association and we represent the forest products industry from coast to coast.

We support the objectives of Mr. Kyl's legislation and as you recognize, our industry is dependent on the continued productivity of all of our Nation's forests in order to meet the country's need for lumber, plywood, and other wood products. Consumption of wood products has increased more than 40 percent during the last two decades. Similar increases in future demands can be expected in our growing economy. However, if timber management activities remain at current levels, timber growth in the United States will not be sufficient to sustain such further increases in timber harvests.

The timberlands needed to meet our Nation's demands for housing and other wood product needs is found in three principal classes of commercial forest ownership: industry-owned lands, private non-industrial forest lands and publicly owned forest lands. By far, the largest single bloc of commercial forest land is that administered by the Forest Service. Only one-half of the 187 million acres administered by this agency have been designated as commercial forest lands—capable of sustaining continuing crops of timber and land not withdrawn for more limited uses. These lands in the Federal commercial forests contain 54 percent of our Nation's softwood sawtimber inventory. But they are currently contributing only 30 percent of our annual timber harvest. If we are to meet our Nation's wood product needs we need increased timber management in all three categories, but especially, it is essential that growth and yield of timber on the national forests be substantially increased consistent with other management objectives.

As you recognize, one of the most important steps in timber management is the prompt regeneration of areas harvested and the reforestation of areas which have been subjected to disease, fire, insect attacks, and windstorms. In large measure, the Forest Service is currently regenerating areas as they are harvested under timber harvesting contracts. There exists, however, a backlog of 4.8 million acres of national forest lands which are either nonstocked or poorly stocked due to repeated fires, disease, insect infestations or include lands which were denuded at the time they were acquired by the Forest Service.

While we support the objectives of H.R. 13089, we do have two amendments to suggest.

(1) It is our understanding that the agricultural adjustment programs are in part funded under 7 U.S.C. 612(c) with the 30 percent of customs revenues. In order to avoid conflict with these programs, we suggest that the committee consider an amendment specifying that the 70 percent of import duties on wood and wood fiber imports which now go into "miscellaneous receipts" be used to support this special national forest reforestation project. That amount would be approximately \$45 million annually or \$450 million over the next decade. Assuming a Forest Service program beginning at \$20 million for the first year and building to \$65 million in year 10, the income to the fund would only slightly exceed the program level.

(2) Because several years would be required to expand nursery stock production facilities to meet requirements of such an expanded reforestation program, we also recommend that the bill be amended to authorize accumulation of up to \$75 million which may be carried over before any unexpended surplus in the fund would revert to the

Treasury. This would be similar to the \$300 million ceiling authorized now for agricultural adjustment programs under 7 U.S.C. 612(c).

It comes as no surprise to this committee that we support this measure to increase the reforestation on forest lands. We support any proposal which will bring increased timber management activity to all of our forest products lands. However, we recognize that this is only one facet of the job which needs to be done if we are going to have the assured timber supply to meet our long-range needs. The national forests could, with some form of assured increases in funding, accelerate the growth and yield of timber by two-thirds through timber culture on the more productive portions of national forest timberlands. Substantial investments would be required to accomplish this, but the returns in terms of increased wood supply and other benefits of forest management would more than offset the costs. This increase is entirely consistent with enhancement of the other national forest resources. It is essential that this committee explore methods to assure such long-term funding of essential timber management programs as would have been provided by H.R. 12025 reported by this committee in 1969. This is a more businesslike approach by returning to forest management some of the funds generated by the timber production operations on the national forest.

We also urge that you consider methods to increase the growth and yield of timber on private nonindustrial forest lands. H.R. 12873, introduced by Congressman Sikes, would increase the funding available through the rural environmental assistance program for increased levels of forest management on nonindustrial private lands. We urge early hearings on this proposal.

Mr. Chairman, our Nation's needs for housing, for newspaper and film communications, and for maintaining other aspects of our high standard of living are exceeded only by our Nation's potential to perpetually grow and harvest the wood fiber we require. Wood is our only major renewable industrial raw material. The processes needed for its harvest and manufacture into usable products require far less expenditure of energy than other basic materials. The lands on which this crop grows nurture countless forms of wildlife, sustain an orderly flow of essential water, and provide recreational opportunities for our millions. Through wise and intensive management these lands can continue to meet our wood fiber needs to enhance our total environment while, at the same time, maintaining the forest cover necessary to sustain our total opportunities. This form of management will take increasing amounts of money. H.R. 13089 is a first step toward providing those funds. These public investments will be returned manifold both in economic values and in an improved national environment.

Thank you, sir.

Mr. McMILLAN. Thank you very much, Mr. Hall.

Are there any questions?

(No response.)

Mr. McMILLAN. Thank you very much.

Mr. Kenneth Pomeroy.

Mr. Pomeroy, the committee will be happy to hear any statement you care to make at this time.

STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, THE AMERICAN FORESTRY ASSOCIATION

Mr. POMEROY. Mr. Chairman and members of the committee, the American Forestry Association is very grateful for the comment your associate made this morning when Mr. Clausen spoke. I want to assure you that was not a paid political announcement.

I am Kenneth B. Pomeroy, chief forester of the American Forestry Association. I appear before you today in support of H.R. 13089, a proposal for establishment of a fund for reforestation of idle land in the national forest system.

If I might just digress, inadequate funding has been a primary obstacle to reforestation need on these lands. It has been that way for a long time. If you will turn to page 2 of my prepared statement, for example, in his 1938 report, the Chief of the Forest Service said, "More than 4,500,000 acres in National Forests must be planted before they can produce crops of merchantable timber."

In 1961, the Forest Service reported: "4.4 million acres of non-stocked and poorly stocked plantable lands."

In 1970, the Forest Service reported 4,788,000 acres in need of planting.

In other words, we are not making any progress on the job. The backlog grows, in fact. Why has this not been taken care of? It has not been done because sufficient funds have not been appropriated in sufficient amount to do the job.

Fortunately, there now is an opportunity under the provision of H.R. 13089 and H.R. 13841 to establish a Supplemental National Forest Reforestation Fund from import duties on wood and paper products.

Therefore, it is recommended that these bills be enacted.

Thank you, gentlemen.

(Prepared statement follows:)

STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, AMERICAN FORESTRY ASSOCIATION

Mr. Chairman and Members of the Committee, I am Kenneth B. Pomeroy, Chief Forester of The American Forestry Association. I appear before you today in support of H.R. 13089, a proposal for establishment of a fund for reforestation of idle land in the National Forest system.

Keeping forest land productive has been the primary objective of The American Forestry Association ever since its inception. In 1875 its founder, Dr. John A. Warder, an Ohio physician, called for "The fostering of all interests of forest planing and conservation on this continent."

Subsequently, the movement found expression in the Weeks Act of 1911 and the Clark-McNary Act of 1924.

In the 1930's as an employee of the Forest Service it was my pleasure to assist in purchase under the Weeks Act of thousands of acres of denuded, fire-scarred, tax-delinquent land in Wisconsin and Michigan. Later I supervised CCC enrollees in planting jack pine on 48,000 acres near Filer City, Michigan so that one day the local papermill would not be dependent upon imports from Canada. Today these lands not only provide wood for that papermill but also support one of the largest deer herds and provide some of the best hunting in Michigan.

I cite these facts as an example of what can be done. Unfortunately the accomplishment, and others like it elsewhere, occurred during a period of great economic stress when the primary objective of the Federal Government was to provide employment rather than to improve the productivity of forest land.

Consequently, normal planting activities of the Forest Service have failed to keep up with the acreage being denuded by fire and other destructive forces each year.

For example, in his 1938 report, the Chief of the Forest Service said, "More than 4,500,000 acres in national forests must be planted before they can produce crops of merchantable timber." (Report of the Chief, Forest Service, 1938, page 45.)

In 1961 the Forest Service reported "4.4 million acres of nonstocked and poorly stocked plantable lands" (A Development Program For the National Forests, USDA, Forest Service, September 1961, page 9).

In 1970 the Forest Service reported 4,788,000 acres in need of planting (Appropriations Hearings for Fiscal Year 1971, page 93).

Why hasn't this important task of long-standing been taken care of? It has not been done because funds have not been appropriated in sufficient amount to do the job.

Fortunately there now is an opportunity under the provisions of H.R. 13089 and H.R. 13841 to establish a "Supplemental National Forest Reforestation Fund" from import duties on wood and paper products.

Therefore, it is recommended that these bills be enacted.

Mr. McMILLAN. Any questions?

(No response.)

Mr. KYL. Mr. Chairman.

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

Mr. Kyl?

Mr. KYL. Yes, I would like to take this opportunity to thank Mr. Pomeroy for his service as a forester and adviser and lately as volunteer, as we have been talking about in this first bill, because he has made tremendous contributions and continues to do so.

Thank you, Mr. Chairman.

(The following letters and statements were also submitted to the subcommittee:)

STATEMENT OF HON. WALTER S. BARING, A REPRESENTATIVE IN CONGRESS FROM
THE STATE OF NEVADA

Mr. Chairman, and Members of the Forests Subcommittee, I am urging today that favorable action be taken on H.R. 13089, the Supplemental National Forest Reforestation Fund bill which I have the pleasure of co-sponsoring.

This legislation would accelerate an established goal of this nation of re-planting our land with trees.

Specifically, this bill will accelerate a program for tree planting and seeding on national forest lands.

What we actually have to do in this field is catch up and then keep up with reforestation needs. I understand that we are about five million acres behind currently in reforesting our national forest lands.

The Secretary of Agriculture would be responsible for the direction of this legislation and responsible for periodic reports to the Congress.

The funding for reforestation would be provided for under the bill from the import duty funds of this country where there is an annual amount possible, I have been informed, of about \$62 million. The bill calls for funds from the duties collected under the U.S. Customs laws on wood, paper, printed matter and various imported wood products to be utilized for reforestation.

Mr. Chairman, in some cases, we have learned, it costs up to \$150 to plant a tree when we consider all costs.

While we do not know the exact amount of funds needed to properly reforest the national forest lands, the funding for the first year would at least initiate the accelerated program so that detailed reports could be made as to accomplishments and costs for the first year. The report also would show what is needed to keep up with reforestation demands.

We all know what a heavy snow melt in the spring and summer months does to barren hillsides damaged by fire or by man—mass erosion which almost devastates any chance of future planting when rich topsoil is washed away.

I will point out that a provision is contained in the bill that would instruct the Secretary of Agriculture to report to Congress, within one year of the bill's enactment, the scope of the total reforestation program for that year and the further needs at that time to carry out a planned program for continued reforestation of barren national forest lands.

Mr. Chairman, I do appreciate this opportunity to include my comments in the record of proceedings in support of H.R. 13089, the Supplemental National Forest Reforestation Fund bill and I urge favorable action on this by the Forests Subcommittee and the Agriculture Committee.

STATEMENT OF HON. JAMES A. MCCLURE, A REPRESENTATIVE IN CONGRESS
FROM THE STATE OF IDAHO

Mr. Chairman, I am appearing before you and your distinguished colleagues this morning because I see an opportunity to achieve something the people of Idaho have long advocated—the revitalization and protection of our National Parks, Forests, and Recreation Areas. H.R. 13089 begins such a program in our National Forests, and I am pleased to be a co-sponsor.

Essentially, this proposal implements a \$62-million a year reforestation program. Federal forest caretakers are allowed to utilize moneys derived from the import duties on foreign timber products to carry out the program over a 15-year period.

It is not a new concept. The precedent is in section 32 of the Act of August 24, 1935 (49 Stat. 774, as amended 7 U.S.C. 612c)—allowing the use of import revenues to boost kindred domestic industry. All that remains to this Congress is the endorsement of this valuable tool to replant America's forest land.

At the present time, we are sadly behind approximately 5 million acres in our ongoing seeding and planting programs. As a matter of fact, based on the funds in this bill the Forest Service is estimating a 10-year backlog in addition to their annual needs—and I would add that this "annual need" has increased consistently over the years as logging operations become more sophisticated and the demand for raw materials more insistent. This annual \$62 million supplement we are considering today would allow us to catch up in that period. And I hope that I am not premature in asking that we then devise a permanent and adequate program to meet the nation's needs—a program flexible enough to deal with nature on its own terms.

I'm sure that you gentlemen have already had an opportunity to review a number of other proposals directed at achieving the same goals as H.R. 13089. I, too, have studied these proposals and heartily recommend to you the superiority of the concept of the measure before you.

We have long made the mistake of directing revenues from the use of a resource toward its revitalization; i.e., in order to *plant* more timber, it becomes necessary to *cut* more timber. This is a perverse way of thinking—a lot like murdering your grandmother because you know you figure prominently in her will. And we've profited in much the same manner as would a greedy grandson.

Nor do we gain by robbing Peter to pay Paul within the Forest Services vast range of programs.

In my State of Idaho, you will find 20.3 million acres of the forest lands this bill is designed to protect. It represents 38% of the entire land area of my State. Throughout those forests, you find burned-over areas from years back. They are covered with dense brush now because we neglected to reforest. The job will be twice as difficult as a result—and we have lost years.

You will also find logged out stands or the barren acreage of a forest diseased or dead. Here, the dead skeletons of the forest stand starkly against the sky or lie in jumbled deadfalls. It will take some hard, backbreaking labor to restore it to its original productivity.

Pressures on presently roadless and uncut areas are mounting, and only the production of more timber within present operating areas will save the untouched acreages. Therefore, we must guarantee funding of reforestation. We must provide consistent totals for this vital part of a sustained-yield forest management program.

It is not enough to say that there is sufficient authority to do the job without this legislation, because we all know that the job has not been done and is not being done under present statutes. A new approach is vitally needed.

My statement today is brief. Technically, the bill stands on its own feet with a full measure of merit. Aesthetically, I need not explain to you gentlemen the critical need for an adequate reforestation program. I am no Thoreau, and I'm sure that I cannot state the need with more eloquence than you gentlemen have yourself employed in the past. I only leave it to your good judgment whether we are to act now or repent at leisure—because we are coming down to the final mile in this nation's reforestation.

STATEMENT OF HON. JERRY L. PETTIS, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF CALIFORNIA

In the past our forest conservation efforts have been largely confined to emergency programs of reforestation and land conservation. All too often these programs were primarily concerned with putting people to work rather than making sure that our National Forests remain the vital resource they have been. In the 1930's economic depression precipitated great reforestation programs like the Civilian Conservation Corps. But now the need for reforestation must be examined on its own merits, without the intrusion of marginal factors, however laudable they might be.

The development of a planned, long term, well funded forest management program can be enhanced by the establishment of a Supplemental National Forest Reforestation Fund, as the passage of H.R. 13089 would do. With the enormous and growing demand for National Forests as recreational areas, for watershed protection, the preservation of fast diminishing natural beauty and the protection of natural game, and the growing demand for their products, the proper reforestation of our National Forests becomes a critical requirement.

In addition to these reasons, a well funded reforestation program has become necessary for two often overlooked reasons. First, fires have destroyed huge areas of our National Forests, requiring massive reforestation efforts. In the San Bernardino National Forest area some 110,000 acres of forest were destroyed by fire in 1970. This exposes the surrounding populated areas to disastrous floods from the once treelined mountain slopes. If National Forests are to protect watersheds and remain available for recreation, burned out areas must be replanted. Secondly, the discovery that smog and pollution are killing certain species of trees makes it essential that we plan to reforest, even while we move to control the pollution that affects forests near our urban areas. The San Bernardino National Forest has a smog research program that has proven invaluable in determining the effect of smog and pollution on various types of trees. Ponderosa and Jeffrey Pine, and Big-Cone Douglas Fir trees are particularly damaged by smog, but the Giant Sequoia, Redwood and Western Juniper are not. If we cannot prevent the destruction of trees susceptible to certain air pollutants, we must be able to reforest those areas with types that can withstand the smog, especially during the time we are working to control the sources of that pollution.

The timeliness of our reforestation effort cannot be denied. The confluence of environmental protection and the rediscovery of the beauty of our natural resources by millions of our citizens has made it imperative that we act now to preserve and replace our National Forests. Rather than wait until fire, pollution, recreational, and commercial demands make the saving of our forests a rear guard battle, let us now provide the funds and program to insure a proper and effective response to this serious problem.

It is for these reasons that I have cosponsored the bill your Committee is examining today, and why I urge its favorable consideration. Amending language to resolve possible conflict with existing programs would be welcomed and appreciated.

STATEMENT OF HON. TENO RONCALIO, A REPRESENTATIVE IN CONGRESS FROM THE
STATE OF WYOMING

Mr. Chairman, I joined our able colleague, Mr. Kyl, in sponsoring H.R. 13089, to create a Supplemental National Forest Reforestation Fund, primarily because my constituency, which includes the entire State of Wyoming, is vitally concerned in advancing the rate of reforestation.

In Wyoming are all or parts of seven national forests, Teton, Shoshone, Big Horn, Bridger, Targhee, Medicine Bow and Black Hills. With almost 47 per cent of the land in Wyoming held by the people of the United States, my con-

stituents rightly demand that I place primary concern on the commitment of the Federal Government to administer these lands for the beneficial use of posterity.

With an estimated backlog of 5 million acres, and every prospect of falling farther behind in reforestation, it is clear that the present policy is inadequate.

I can appreciate the Department of Agriculture view that it has adequate existing authority to accomplish reforestation programs, if only Congress will respond with accelerated appropriations.

The response is the historical fact that Congress has proven reluctant to appropriate for programs which do not bear fruit for anywhere from 30 to 50 years. Additionally, a long-range program of reforestation requires guaranteed funding sources, independent of the ups and downs of annual appropriations.

By using existing authority, we propose to make available for the supplemental fund amounts equal to the gross receipts from duties collected under the customs laws on wood and paper and printed matter, estimated to reach about \$62 million annually.

I concur completely with Mr. Kyl in stressing that this bill does not intend that dollars used under Section 32 funds be taken from existing functions. The reserves are available; and the claim that reforestation is proceeding at too slow a pace is established.

Congress will not surrender its oversight responsibilities under such an arrangement. In addition to the bill's provision for annual reports to Congress, there is the political reality that advocates of sound forestry will simply not let us shirk our responsibility.

In view of our duty to assure sound forestry management and the availability of revenue, H.R. 13089 is the best vehicle to provide supplemental funds to catch up and keep up with reforestation.

SOUTH CAROLINA STATE COMMISSION OF FORESTRY,
Columbia, S.C., March 16, 1972.

HON. JOHN L. McMILLAN,
Chairman, Subcommittee on Forestry, House Committee on Agriculture, Longworth House Office Building, Washington, D.C.

DEAR CONGRESSMAN McMILLAN: I am advised that hearings on H.R. 13089 (Mr. Kyl) for Supplemental National Forest Reforestation Fund are scheduled for 10:00 a.m., Tuesday, March 21, 1972, before your Subcommittee on Forestry.

It is my understanding that the proposal would make available some \$60 million annually over a period of 15 years for reforestation of 5 million acres of national forest land. In my opinion, the U.S. Forest Service cannot accomplish this urgently needed reforestation within existing budget, and this additional assistance is necessary in order to develop these lands to full potential within a short period of time to help provide the multiple resources which can be derived and will be needed.

I sincerely hope that your Subcommittee will favorably consider this Bill and that it will be enacted.

With kindest regards,
Very truly yours,

JOHN R. TILLER,
State Forester.

OGDEN, UTAH, March 16, 1972.

HON. JOHN L. McMILLAN,
Chairman, Subcommittee on Forests, Agriculture Committee, House of Representatives, Washington, D.C.

DEAR MR. McMILLAN: I have read with great interest the bill you and several other people have introduced February 9, 1972 (H.R. 13089) to provide money for a special approach to the reforestation of National Forest Lands. The need for this work is very great, and I lend my strong endorsement to your bill. I understand a hearing is to be held on this matter March 21.

For your information, I have long been closely associated with the conservation movement, and for many years prior to my retirement, I was Secretary-Manager of the Weber Basin Water Conservancy District here in Utah. During this time, I served as a member of the Cache National Forest Multiple Use Advisory Council and gained special insight into local problems concerning reforestation and other land conservation practices. Later on, I served on the

Secretary of Agriculture's Advisory Committee on Multiple Use of the National Forests. Here, of course, I gained further insight into the great need for reforestation work nationally. As I am sure you know, the need to quickly increase timber production on our federal lands is great and urgent. The reasons are obvious.

Please have this letter made a part of your hearing record on March 21.

Copies of this letter are going to members of our local congressional delegation.

Very truly yours,

EZRA J. FJELDSTED.

MILWAUKEE, WIS., March 17, 1972.

Chairman JOHN L. McMILLAN,
Forestry Subcommittee of the House Agriculture and Forestry Committee, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: I would have liked to appear in person to testify before your committee in favor of Representative Kyl's proposed bill H.R. 13089, but since this is not possible, I hope you will accept this letter as a substitute and include it in the hearing record.

My name is Paul J. St. Amant. I am a retired U.S. Forester, now living in Milwaukee, Wisconsin. I served some 37 years with the U.S. Forest Service in the National Forests in Minnesota, Michigan, Wisconsin, Illinois, and Missouri, and also had the honor as Assistant Regional Forester to direct timber management activities in the National Forests in the area now covered by the Eastern Region of the U.S. Forest Service. This latter period covered approximately four years of Service under several Regional Foresters.

I wish to state that Mr. Kyl's bill proposing an appropriation of special reforestation funds over and above regular appropriated funds for planting is the only way that the agency can get on top of the large backlog of badly needed reforestation work that presently exists. Lack of adequate appropriations during the past 15 years has resulted in an increase in the acreage demanding attention.

The bill provides funds annually for a 15-year period based on plans of work and annual accomplishment reports. This type of continuity is what is required to bring these lands back into productivity in a respectable period of time and to keep up with the problem in the future.

In the early thirties and through the forties as a Ranger, I had the honor of working with the Civilian Conservation Corps in the North Central States area. One of the outstanding accomplishments of that program was the large areas of denuded and poorly stocked forest land which it reforested and brought into production both on Federal and State lands.

These areas are now 40 years old, green, growing, and producing income from forest product sales, supplying wildlife habitat and recreational areas for a Nation clamoring for more. It was the *greatest* lift to the environment ever accomplished by man and probably now the least appreciated.

The secret of the CCC success in reforestation was continuity of funds and programs each year based on long range plans. Strange as it may seem, these are the areas now that many young people claim are "wilderness areas." Actually, they are thrifty growing forests providing multiple use benefits to local communities, States, and the Nation.

Representative Kyl's program as proposed in this bill (H.R. 13089) should be approved by you gentlemen and I hope finally will receive a majority vote in the House and Senate alike. There doesn't seem to be much argument against providing our Nation with productive growing forest areas to replace areas denuded or damaged by fire, insects and diseases or those covered by unsightly brush and weed species.

The Nation needs to establish these new stands *now* so that by the year 2000, they will be available to provide part of the additional timber areas estimated to be needed by increasing population and industrial demand.

This proposed bill actually represents an investment in our natural resources and will pay off handsomely in the years ahead for those citizens who will be taking over the reins after we have been long forgotten. Now is the time to do a real job of farsighted long range planning.

Thank you for this opportunity of addressing you by letter.

Sincerely,

PAUL J. ST. AMANT,
Retired Forester.

Mr. McMILLAN. If there are no further questions, we thank you very much and the committee will go into executive session at this time.

(Whereupon, at 11:45 a.m., the subcommittee moved into executive session.)



