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MIGRATORY BIRD HUNTING STAMP ACT

GOVERNMENT

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HEARING

BEFORE THE

SUBCOMMITTEE ON THE ENVIRONMENT

OF THE

COMMITTEE ON COMMERCE

UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

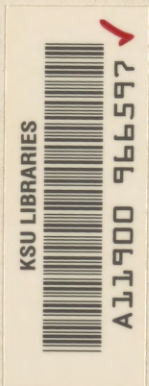
H.R. 701

TO AMEND THE MIGRATORY BIRD HUNTING STAMP ACT TO
AUTHORIZE THE SECRETARY OF THE INTERIOR TO ESTAB-
LISH THE FEE FOR STAMPS ISSUED THEREUNDER, AND
FOR OTHER PURPOSES

NOVEMBER 24, 1971

Serial No. 92-37

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MIGRATORY BIRD HUNTING STAMP ACT

WEDNESDAY, NOVEMBER 24, 1971

U.S. SENATE,
COMMITTEE ON COMMERCE,
SUBCOMMITTEE ON THE ENVIRONMENT,
Washington, D.C.

The subcommittee met, at 10:10 a.m., in room 5110, New Senate Office Building, Hon. Philip A. Hart (chairman of the subcommittee) presiding.

Present : Senators Hart and Hatfield.

OPENING STATEMENT BY THE CHAIRMAN

Senator HART. The committee will be in order. I apologize for being late. The telephone was the villain. Today the Subcommittee on the Environment will receive testimony on H.R. 701.

This is a bill to authorize the Secretary of the Interior to establish the price of the so-called duck stamp at a figure between \$3 and \$5. Duck stamps are required of all persons 16 years and older, who would hunt waterfowl. The original Duck Stamp Act fixed the price at \$1. Subsequent amendments have raised the price to its current price of \$3. The revenue is used to purchase waterfowl habitat for inclusion within the national wildlife refuge system.

The able Senator from Oregon was here and has been obliged to leave for another subcommittee meeting and advises me he will make every effort to return.

(The bill and agency comments follow :)

Staff member assigned to this hearing : Michael Brownlee.

92^D CONGRESS
1ST SESSION

H. R. 701

IN THE SENATE OF THE UNITED STATES

AUGUST 3, 1971

Read twice and referred to the Committee on Commerce

AN ACT

To amend the Migratory Bird Hunting Stamp Act to authorize the Secretary of the Interior to establish the fee for stamps issued thereunder, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the second sentence of section 2 of the Migratory Bird
4 Hunting Stamp Act (48 Stat. 451), as amended (16 U.S.C.
5 718b), is amended to read as follows: "For each such
6 stamp sold under the provisions of this section there shall be
7 collected by the Postal Service a sum of not less than \$3 and
8 not more than \$5 as determined by the Secretary of the
9 Interior after taking into consideration, among other matters,

1 the increased cost of lands needed for the conservation of
2 migratory birds.”.

3 SEC. 2. Sections 2 and 4 of the Migratory Bird Hunting
4 Stamp Act (16 U.S.C. 718b, 718d) are each amended by
5 striking out “Post Office Department” and “Postmaster Gen-
6 eral” each place they appear therein and inserting in lieu
7 thereof “Postal Service”.

8 SEC. 3. Section 3 (a) of the Act of July 30, 1956 (70
9 Stat. 722; 16 U.S.C. 718b-1), is amended by striking out
10 “Postmaster General” each place it appears therein and in-
11 serting in lieu thereof “Postal Service”

Passed the House of Representatives August 2, 1971.

Attest:

W. PAT JENNINGS,

Clerk.

UNITED STATES DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., September 29, 1971.

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

DEAR MR. CHAIRMAN: This responds to your request of August 27 for comment on H.R. 701, a bill “To amend the Migratory Bird Hunting Stamp Act to authorize the Secretary of the Interior to establish the fee for stamps issued thereunder, and for other purposes”, as passed by the House of Representatives on August 2.

H.R. 701 would amend section 2 of the Migratory Bird Hunting Stamp Act (48 Stat. 451), as amended (16 U.S.C. 718b) to vest in the Secretary of the Interior discretion to fix the so-called “duck stamp” fee at no less than \$3 and no more than \$5. It also contains technical amendments that would conform the Migratory Bird Hunting Stamp Act and certain provisions of the Act of July 30, 1956 (70 Stat. 722; 16 U.S.C. 718b-1) to changes in the postal establishment effected by the Postal Reorganization Act (84 Stat. 743).

We believe that the duck stamp fee should now be increased by the Congress from \$3 to \$5, and recommend enactment of H.R. 701, as passed by the House, with an amendment to section 1.

Our proposed amendment would revise the second sentence of section 2 of the Migratory Bird Hunting Stamp Act to increase the so-called “duck stamp” fee to \$5. The current fee is \$3, up from \$1 at the inception of this program in 1934. An increase from \$2 to the present level was accomplished by enact-

ment of Public Law 85-585 in 1958, which also authorized the use of these funds for acquisition of waterfowl production areas and earmarked the receipts for land acquisition. Duck stamp receipts have been supplemented by the advance appropriations authorized by the so-called Wetlands Loan Act of October 4, 1961, as amended (16 U.S.C. 715k-3-715k-5), which authorized an advance of \$105 million to accelerate land acquisition. Repayment is to be made with 75% of annual duck stamp receipts for the 15-year period beginning with fiscal year 1962.

Unfortunately, the correlation between price and total sales of duck stamps cannot be predicted with complete accuracy. In a 1967 analysis of the probable effect upon sales of a price increase, it was estimated that a \$2 increase would reduce the number of sales by 30 percent in the first year and by about 15 percent thereafter. In terms of additional revenue during the remaining five years of the accelerated 15-year migratory bird habitat acquisition program made possible by the Wetlands Loan Act, a \$5 stamp would increase total receipts by about \$11 million. These would be added to whatever the Congress appropriates of the \$38.2 million balance of the \$105 million authorized to be appropriated by the Wetlands Loan Act, for maximum combined revenue of about \$79 million.

In 1961, it was estimated that during the original seven-year accelerated program, with duck stamp receipts of \$35 million and appropriation of the entire \$105 million authorized, it would be possible to acquire about 2.5 million acres of waterfowl land. Because duck stamp receipts were less than expected, and because less than half of the \$105 million authorized was actually appropriated through the seven-year period, and also because of increasing costs, actual accomplishments in terms of land acquired were only about 42 percent of the 2.5-million-acre-goal. For this reason, the accelerated program was extended to its present duration of 15 years.

Waterfowl habitat continues to be converted to other uses and land prices continue to increase, so that there remains an urgent need to carry out the land acquisition program as rapidly as possible. Additional revenue from an increase in the duck stamp fee together with advance appropriations, would make it possible for the Department to acquire needed wetlands at a faster rate and, probably, at lower prices than if acquisition is delayed. Moreover, the increased receipts from duck stamp sales at a \$5 rate will later help to repay the \$105-million advance in a shorter period than would otherwise be possible.

Accordingly, we recommend (1) that section 1 of H.R. 701, as passed by the House, be amended to read as follows:

"That the second sentence of section 2 of the Migratory Bird Hunting Stamp Act of March 16, 1934 (48 Stat. 451), as amended (16 U.S.C. 718b), is further amended by striking out "\$3", and inserting in lieu thereof "\$5" and (2) that the title be revised to read "To amend the Migratory Bird Hunting Stamp Act of March 16, 1934, as amended, and for other purposes".

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

Sincerely yours,

NATHANIEL P. REED,
Assistant Secretary of the Interior.

SENIOR ASSISTANT POSTMASTER GENERAL AND GENERAL COUNSEL,
Washington, D.C. October 7, 1971.

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

DEAR MR. CHAIRMAN: This is in reply to your request for a report on H.R. 701, an Act to amend the Migratory Bird Hunting Stamp Act to authorize the Secretary of the Interior to establish the fee for stamps issued thereunder, and for other purposes. This measure passed the House on August 2, 1971.

The proposed legislation provides that the Postal Service shall collect for each Migratory Bird Hunting Stamp sold a sum of not less than \$3 and not more than \$5 as determined by the Secretary of the Interior, after taking into consideration, among other matters, the increased cost of lands needed for the conservation of migratory birds. Under current law the Postal Service issues and sells these bird hunting stamps for three dollars each, and is reimbursed by the Department of the Interior for its costs and expenses associated with the program (16 U.S.C.

718d(a)). The amendment that would be made by H.R. 701 would not affect the right of the Postal Service to such reimbursement.

From the point of view of the Postal Service there is no objection to the enactment of H.R. 701.

Sincerely,

DAVID A. NELSON,
By ROGER P. CRAIG,
Associate General Counsel.

Senator HART. Now, with that said, let me welcome Mr. Gene Gazlay, assistant director of the Michigan Department of Natural Resources. I learned this morning that he is also head of the Legislative Committee of the International Association of Game, Fish, and Conservation Commissioners. And it will be in that capacity that he will testify.

STATEMENT OF GENE GAZLAY, ASSISTANT DIRECTOR, MICHIGAN DEPARTMENT OF NATURAL RESOURCES, LANSING, MICH.

Mr. GAZLAY. Thank you, Senator. I am glad to be here.

I am Gene Gazlay, assistant director of the Michigan Department of Natural Resources, speaking for my agency as well as for the International Association of Game, Fish, and Conservation Commissioners, of which our director, Dr. Ralph MacMullan, is president.

First let me point out that I believe Michigan has a very large stake in the continental waterfowl population. We have every reason to be, and are, greatly concerned that the welfare and management of ducks and geese receive top priority consideration. Michigan has the unique position of "sitting in the middle" of five big water puddles that make up the largest supply of fresh water—note, I did not say "pure water"—with PCB's and DDT and whatnot to contend with—the largest supply of fresh water in the world—the Great Lakes.

The river systems, the creeks and smaller streams, the inland lakes and marshes, that feed into these big lakes and the famous extensive areas around the big lakes that we always refer to as the Great Lake Marshes, influence many hundreds of thousands of the Mississippi Flyway ducks and geese to route their flight through and over Michigan each spring and fall season. Hopefully, every fall our developments and management are effective enough to entice some hundreds of thousands of these birds to drop in and give our hunters their fair share of waterfowl hunting.

Michigan, over the years, has rated well among the States in providing managed areas for waterfowl. Major impoundments number upward of 60. Construction costs of these total something over \$600,000. The land for most of these was already State owned and many were built when a dollar went much further than it does today.

Over 400 small water impoundments have been built in the past 20 or so years at a cost of about \$120,000 for development alone. Extensive areas of Great Lakes marshes have been purchased to preserve them for public use and important traditional upland stopover feeding and resting areas for geese have been acquired. State acquisition costs alone for these beginning in the late 1930's have totaled nearly \$2¾ million.

Development and management work on all of these has been expensive, sometimes making us and our clientele groups ask: Are we getting too far out of balance with our spending for other game

species? We have still other major flooding and development plans, already off the drawing boards—all ready to be implemented if we can get the necessary funds from our legislature. Our present recreation bonding program aims at acquiring 25,980 acres for some of these at a cost of close to \$2 million.

The Federal Government has spent money in Michigan on waterfowl, too—for the Seney National Wildlife Refuge in the Upper Peninsula and the newer Shiawassee Refuge below Saginaw Bay in the Lower Peninsula. These are successful and are attracting tens of thousands of additional ducks and geese to Michigan annually. They have helped to make our waterfowl hunters—and the nonhunting public who like the waterfowl spectacles—a much happier people.

We annually sell about 130,000 migratory bird hunting stamps—"duck stamps." By 1981 we predict that our hunters will buy as many as 175,000 or perhaps more of these stamps.

The question now before us is whether the Congress should authorize raising the price of the duck stamp from its present \$3 to as much as \$5. Speaking for the Michigan Department of Natural Resources, I wholeheartedly favor H.R. 701 which would permit this. In this decision we join the International Association of Game, Fish, and Conservation Commissioners in recognizing the need for an increase in price of the stamp. The association qualifies its endorsement, however, with the proposal that the stamp be raised to \$4 with the other \$1 to come from general fund appropriations so that the non-consumptive user of waterfowl makes a corresponding contribution.

Not only are there unmet needs of waterfowl nationwide for which increased stamp income is sorely needed, but the high cost of wetlands development and management makes it imperative that waterfowl hunters shoulder more of the cost of acquiring, preserving, and perpetuating habitat for these migratory birds across the country.

As alluded to earlier by me, allegations by some that we in Michigan, and elsewhere, may be shortchanging some other wildlife species in favor of ducks and geese may be more than allegations.

However, wetlands are precious—and fragile—and irretrievable once gone. So we have put our money where our best judgment told us it ought to be put at the time—into wetlands. And so all of us at the State level have spent a lot of money on waterfowl. Now it is time for the duck hunter to "catch up" on his fair share of the expenses—with a higher-priced duck stamp—possibly one with a \$5 price tag on it.

Further, I firmly believe that the waterfowler will, like all other groups of sportsmen, support a license increase provided he is assured that there will be some direct benefits. It is this willingness of the hunter to be taxed for conservation purposes that has put the non-hunting-license-buying conservationist forever in the debt of those who like to hunt and are willing to pay for it.

In conclusion, it is our belief that we need the authority which H.R. 701 would convey to the Secretary of the Interior to raise the price of the Migratory Waterfowl Hunting Stamp to as much as \$5.

Senator HART. This has nothing to do with the bill; you say we sell about a hundred thirty thousand in Michigan?

Mr. GAZLAY. Yes.

Senator HART. Is that one of the largest annual State sales?

Mr. GAZLAY. It would not be the largest. There would be a number of States larger. I would say we would be in the upper one-third, however.

Senator HART. Now, you make this point clear, I think, but I would like to get a response again for the record. The association endorses the bill we are considering, provided \$1 of the \$5 is to come from general fund appropriations.

The Michigan Department of Natural Resources endorses the bill as written?

Mr. GAZLAY. That's correct. The Michigan Department of Natural Resources feels it is equitable and fair to raise the duck stamp to \$5 at this time. The International, I think, took a little more conservative position, in that they felt certainly an increase was warranted, perhaps overdue, but felt it ought to go to \$4 and hopefully the Congress would see fit to appropriate a corresponding amount from the general fund to make the nonconsumptive user pay his share.

Senator HART. That's where the practical hard question has to be asked. What assurance is there that given all the other competing claims for every dollar that we ever get that extra dollar out of Congress?

Mr. GAZLAY. Yes, sir; I am aware of the competing priorities and our realistic Michigan position is that perhaps that other dollar is not going to be found. Therefore, we feel the program is of high priority; it is needed, and, therefore, let's increase the duck stamp to \$5 at this time.

Senator HART. Would the administration ask for the dollar, and if asked, would Congress come up with it?

Mr. GAZLAY. Yes.

Senator HART. If the need is there, if the program makes sense, and the opportunity presented by H.R. 701 is at hand, it would seem to me to make better sense to seize the opportunity.

Mr. GAZLAY. I fully agree, sir.

Senator HART. Raising the stamp from \$3 to \$5 is a substantial increase. Almost double. But we should compare that with the total amount of money that a wildfowl hunter spends a year. Can you help us make that comparison? For example, do you have any idea how much a hunter would spend a year in Michigan?

Mr. GAZLAY. Yes; the cost of the stamp is an extremely small percent of the total cost to the hunter. In terms of equipment, guns, ammunition, decoys, boats, what-not, I would say that it is certainly less than 5 percent.

Senator HART. It is clear in the record on the House side, but we ought to emphasize it here, too, that duck stamp revenue is used for land acquisition costs only?

Mr. GAZLAY. Yes, sir.

Senator HART. Annual operating costs and physical development of the refuge does come from the general fund so that those costs are borne by the general taxpayer?

Mr. GAZLAY. Yes.

Senator HART. Those costs are very substantial and whether the hunter objects to being clubbed for \$2 more, I think you have to recognize that the costs of the annual operation and physical development would tend to balance the burden on the hunter for the acquisition.

Mr. GAZLAY. That's right. In that regard, I might add that the State fish and game agencies generally are concerned with the lagging waterfowl acquisition program. I think in 1961 in considering the Accelerated Wetlands Act, when it went into effect, it was estimated 2.5 million acres of wetlands would be acquired in 8 years.

We are now just over one-half of the way home in accomplishing that goal. Granting that the program has been extended, it nonetheless is lagging badly. Congress has not seen fit to appropriate the funds authorized for the program.

Senator HART. You include in your prepared statement the reminder that should be voiced with some frequency, that wetlands are precious and fragile and irretrievable once gone.

Mr. GAZLAY. Absolutely.

Senator HART. Mr. Gazlay, thank you very much. Say hello to Dr. MacMullan for me.

Mr. GAZLAY. Thank you.

Senator HART. The next witness is the director of conservation for the National Wildlife Federation, Louis Clapper.

**STATEMENT OF LOUIS S. CLAPPER, DIRECTOR OF CONSERVATION,
NATIONAL WILDLIFE FEDERATION, WASHINGTON, D.C.**

Mr. CLAPPER. Thank you, Senator.

Good morning.

Senator HART. Good morning.

Mr. CLAPPER. I will try to summarize my statement, if I may, to save time.

Senator HART. The statement of Mr. Clapper and any of the other witnesses will be printed in the record in the full.

Senator HART. Proceed.

Mr. CLAPPER. In this statement we try to point out that the National Wildlife Federation has long been concerned about migrant waterfowl and the wetlands situation.

Throughout our existence we have supported efforts to increase the price of the duck stamp and to channel funds from the \$105 million accelerated program into acquisition of lands. We are still interested and concerned about the loss of habitats through drainage and competing uses and we have been active in trying to deal with this situation, too.

Senator HART. You certainly have.

Mr. CLAPPER. As an employee in administrative positions with a State agency for some years, I well recall that the conservation movement when it first got underway decades ago was originated primarily through the interest and support of hunters and fishermen.

These people have continued their support throughout the years as perhaps no other category of citizens. As you know, with almost no exception, the State wildlife agencies are supported almost entirely through funds accruing through sale of licenses and Federal aid allocations originating from excise taxes on sporting arms and ammunition and fishing tackle.

However, many wildlife conservationists have come to the conclusion that the hunter's share of the burden of protecting wildlife is disproportionate in view of the increasing benefits for such activities

as bird-watching, picnicking, swimming, boating, hiking, et cetera. Many interested and concerned individuals fear that hunting and fishing license fees and/or special assessments, such as duck stamps, are becoming so prohibitively high that they actually discriminate on economic grounds against certain elements of the general public, who, after all, owns these resources.

Now this bears down to the latest expression of policy by our organization. It adopted in 1968, a resolution which in part read:

It is viewed as essential that the acquisition of waterfowl wetlands continue at an accelerated rate, particularly in the nesting areas which are threatened by drainage. Studies leading to the identification and preservation of valuable estuarine areas should be authorized and expedited. This organization believes that support for migratory bird conservation programs from tax revenue sources should be sought on grounds of general public interest and benefit before the price of the Migratory Bird Hunting Stamp is increased or another (non-waterfowl) hunting permit is authorized.

Now, since that time, Mr. Chairman, our staff has tried to look into this situation and we recognize that some progress has been made in getting additional funds for operation and maintenance, but we are fearful that no additional moneys will come from general tax revenues for acquisition of wetlands.

So despite this resolution of 3 years ago, our staff is of the personal opinion that we would recommend that the committee give favorable consideration to this bill. We simply don't believe that the moneys will come from general tax revenues to meet the need that we have in this situation.

Senator HART. Let's see if we can get that a little sharper because you know what will happen when we get to the markup of this bill, the question will be asked: "Who is for it?"

If I am asked that question, what do I say with respect to the National Wildlife Federation?

Mr. CLAPPER. Well, I think if our affiliated delegates organization were brought into this picture in this coming March, they would endorse perhaps somewhat reluctantly, but endorse the increase in duck stamp fee. Whether it should go to \$4 or \$5 we are not prepared to say, but the staff feels the \$5 is reasonable in view of the fact that we have been unable to get additional money from general tax revenues for this purpose.

But, officially I can't state this as a policy because of the 3-year-old resolution.

Senator HART. But you do know the attitude of the staff and you are suggesting that you think the Federation itself will go along next March?

Mr. CLAPPER. We may bring it up for review again, yes, sir.

Senator HART. I interrupted you, did you finish?

Mr. CLAPPER. That was all I had to say. I summarized this. We tried to point out some of the other things here.

Senator HART. Now, the bill authorizes the Secretary to raise the price all the way to \$5 or some place in between. Your federation includes a great many hunters.

Do you want to make any guess as to whether the hunter would accept the \$5 in incremental steps with less displeasure than if they went up to \$5 all at once?

MR. CLAPPER. Well, I think there would be double reaction. I think some would like to see it stair stepped; others would be amenable to the increase all the way. I personally can't see why it wouldn't be all right to go all the way in one step but still there are those that will be discriminated against by such an increase and perhaps forced out of the hunting picture by this. What number that would be, I don't know.

SENATOR HART. I notice in your statement you remind us that much of the revenue to operate the State wildlife agencies now comes from our hunting and fishing licenses. I assume it is true in all States that in order to hunt waterfowl, even though you buy your stamp, you must also purchase a State hunting license.

Now, if we raise the price of the duck stamp to \$5, would you anticipate any substantial reduction in the State hunting licenses that would be sold because certain people may hunt just waterfowl?

MR. CLAPPER. I think there will be a certain number. What percentage that will be, who will forgo hunting if this additional amount is imposed, I don't know.

For instance, I hope to take my son-in-law hunting this Saturday. He would not go in Pennsylvania because of the prohibitively high price that Pennsylvania is now charging nonresidents, which is \$40.35 if I am—I think I am—correct. You pile on top of that a duck stamp, and he is a college student now, and that gets beyond his area of financial possibility. How many people would be similarly affected, I can't say. But a certain number would be.

We think the time has come and hope that some of the general tax revenues can be diverted into acquisition of wetlands as soon as possible.

SENATOR HART. Mr. Clapper, thank you very much.

MR. CLAPPER. Thank you.

SENATOR HART. Our thanks to the federation.

(The statement follows:)

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

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

Ours is a private organization which seeks to attain conservation goals through educational means. Affiliates of the National Wildlife Federation are located in all 50 States and the Virgin Islands and Puerto Rico. These affiliates, in turn, are made up of local groups and individuals who, when combined with associate members and other supporters of the Federation, number an estimated three million persons.

We welcome the invitation and opportunity to express our viewpoints.

MR. Chairman, our organization and its affiliates and our associate memberships, include many hunters and fishermen. This also includes many persons who are interested in utilizing natural resources for a broad variety of recreational purposes, including esthetic appreciation and outdoor education. Our constituency also includes many persons whose primary interest are in preventing contamination of the environment through air, water, and noise pollution.

The National Wildlife Federation throughout its entire existence has stood for the sound professional management of all natural resources, including fish and wildlife resources. We believe that hunting is an important tool of sound wildlife management and believe surplus numbers of suitable types of wildlife can be removed under humane conditions which do not damage or destroy the basic wildlife resources.

Our organization also long has been interested and concerned about the preservation of suitable wildlife habitat, including that of particular value to migra-

tory waterfowl. This policy most certainly includes the acquisition of wetlands as well as the preservation of these resources through various programs relating to agriculture and water management. Many persons who helped found our organization in 1936, were among the initial supporters of the Migratory Bird Hunting Stamp (or the Duck Stamp) proposal and we advocated increases in the price of it in intervening years in the belief that it has been an indispensable tool in the establishment of a viable system to perpetuate and protect migratory birds, especially migratory waterfowl, on the North American continent. Of course, this system also is of paramount importance in helping the United States meet its international commitments in this respect. Not only has the Federation supported duck stamp price increases from \$1 to \$2 in 1949, and from \$2 to \$3 in 1958, but we also were active in our support of the accelerated wetlands acquisition program which is channeling \$105 million on an advance basis against future duck stamp sales for the acquisition of land.

During these decades, our organization has been dismayed and distressed over the loss of waterfowl habitat, through drainage, and through competing uses. We continue to be apprehensive that more than one million acres of wetlands deemed of significant value to migratory waterfowl still remain to be acquired and we have somewhat reluctantly come to the conclusion that this objective can be attained only through the dedication of greater amounts of funds, including those originating from the sales of duck stamps.

Mr. Chairman, as an employee in administrative positions with a State wildlife agency for nine years, I am well aware of the significant role which hunters have played in preserving natural resources. As a matter-of-fact, when the conservation movement first got under way decades ago, it was originated primarily through the interest and support of persons interested in the welfare of wildlife, including hunters and fishermen. Then, throughout the years, hunters have supported governmental programs on behalf of their sport as no other category of citizens. With some few exceptions, most State wildlife agencies are supported almost entirely through funds accruing from the sales of fishing and hunting licenses and from Federal aid allocations originating from excise taxes upon sporting arms and ammunition and fishing tackle. In recent years, however, some allocations of Land and Water Conservation Fund monies have been directed into State facilities which usually serve several purposes, including some hunting and fishing opportunities. In addition, the hunter has supported the wildlife refuge program through the purchase of duck stamps. However, many wildlife conservationists have come to the conclusion that the hunter is bearing a disproportionate share of the burden of protecting wildlife, particularly in view of the increasing general public benefits from these facilities for such activities as bird watching, picnicking, swimming, boating, hiking, etc. Many interested and concerned individuals fear that hunting and fishing license fees and/or special assessments, such as duck stamps, are becoming so prohibitively high that they actually discriminate against certain elements of the general public, who, after all, owns these resources.

The latest expression of policy by the National Wildlife Federation on this situation came in 1968 when our organization adopted a resolution which, in part, read: "It is viewed as essential that the acquisition of waterfowl wetlands continue at an accelerated rate, particularly in the nesting areas which are threatened by drainage. Studies leading to the identification and preservation of valuable estuarine areas should be authorized and expedited. This organization believes that support for migratory bird conservation programs from tax revenue sources should be sought on grounds of general public interest and benefit before the price of the Migratory Bird Hunting Stamp is increased or another (non-waterfowl) hunting permit is authorized."

Despite this expression, however, the staff of the Federation recognizes the circumstances have changed in the intervening years. We are altogether too familiar with the inflationary trend which has resulted in price increases for wetlands and note particularly the observation contained in House Report 92-424, originating from within the Committee on Merchant Marine and Fisheries, to the fact that the average costs of wetlands in fee has risen from \$3 per acre in 1934, to \$31 per acre in 1962, and \$142 per acre at the present time. We also recognize that the accelerated wetlands acquisition program expires at the end of Fiscal 1976, and note that some \$35 million is yet to be spent in this program. We also are appreciative of the fact that active consideration is to be given to a plan for splitting acquisition costs at the San Francisco Bay National Wildlife Refuge, with \$1 million from duck stamp sales and the balance from the Land and Water Conservation Fund. Moreover, we are aware of Land and Water

Conservation Fund money being channeled into the endangered species program which, in part, also benefits migratory waterfowl.

However, despite the foregoing, we recognize that proposals within the Department of the Interior for grants in aid to the States for wetlands acquisition have not been cleared by the Office of Management and Budget. We are also hopeful that significant amounts of money for the acquisition of wetlands will be approved from general tax revenues to match the additional cost to the hunter, although there is no indication at the present time that this will occur.

As a consequence, despite our reluctance to burden the hunter with additional financial responsibility to perpetuate the sport which he enjoys, and for the benefit of others, the Staff of the National Wildlife Federation would recommend that the Committee give favorable consideration to the principles expressed in H.R. 701 and in addition favorably consider recommending that additional appropriations from the general fund to assist in achieving the objective be made.

We certainly wish to commend members of the Committee for their interest and concern and congratulate Congressman John D. Dingell (Mich.), and others, for their persistence and leadership in securing approval in the House. We hope this can be another conservation accomplishment of the 92nd Congress.

Thank you for the opportunity of making these observations.

Senator HART. I must apologize, the signal that sounded some minutes ago indicates a rollover vote in the Senate at the moment.

We will recess for 15 minutes so I can get over to vote.

(Recess.)

Senator HART. The committee will be in order.

Unfortunately, a second vote occurred as I was returning caused the delay to be longer than anticipated. I apologize to those inconvenienced, particularly to Mr. Poole, president of the Wildlife Management Institute, who was scheduled as our next witness. He was not able to remain.

(The statement follows:)

STATEMENT OF DANIEL A. POOLE

Mr. Chairman: I am Daniel A. Poole, president of the Wildlife Management Institute, with headquarters in Washington, D.C. The Institute's program, initiated 60 years ago, is devoted to the restoration and improved management of renewable natural resources in the public interest.

We are pleased to join with the other national conservation organizations and the International Association of Game, Fish and Conservation Commissioners in seeking to obtain more funds for strengthening the essential land acquisition program for migratory birds.

At the time hearings first were held on this deserving proposal in 1967, the U.S. Bureau of Sport Fisheries and Wildlife estimated that an increase in the Duck Stamp fee would benefit the land acquisition program and permit more rapid repayment of the \$105 million advanced to accelerate wetlands acquisition. Because a small decline in stamp sales is anticipated for a few years immediately following an increase in the price beyond \$3.00, we believe that the increase should be in gradual stages, such as in \$1.00 units.

Collectively, the states adopted a resolution at the September 1970 meeting of the International Association of Game, Fish and Conservation Commissioners favoring legislation to increase the Migratory Bird Hunting Stamp price from \$3.00 to \$4.00, with the understanding that Congress would annually appropriate an additional amount of general funds equal to the revenue generated by the increase. We believe this request is reasonable. All of society may use the waterfowl refuges and other wildlife areas acquired with funds provided by Duck Stamp purchasers. Certainly, financial participation of the magnitude suggested by the International Association is not out of order.

Increasing the Duck Stamp fee is a sensitive subject with the state wildlife agencies. They find themselves in a difficult position. They definitely want to maintain and accelerate the important federal wetlands acquisition program. But the agencies themselves are faced with continuously rising costs, and they need additional funds to meet escalating expenditures for their entire wildlife restoration and management programs. By in large, their income is derived from

hunting license fees. Therefore, they are concerned about the extent of proposed increases in the Duck Stamp fee. Concern focuses on the potential effects such increases may have in depressing the numbers of hunters and in reducing the probabilities of obtaining needed increases in state license fees. The ultimate concern is for the total cost of hunting to sportsmen. This suggests that if the discretionary authority sought through H.R. 701 is established, fee increases be programmed in stages.

As approved by the House, H.R. 701 would give the Secretary of the Interior discretionary authority to set the price of the Duck Stamp anywhere between \$3.00 to \$5.00. Through judicious exercise of this authority, the Secretary can minimize the impact of any increase on the wildlife management programs of the states, while at the same time benefiting the national migratory bird program. The Institute supports the objectives of this proposal.

Senator HART. Now we will hear from the Associate Director of the Bureau of Sport Fisheries and Wildlife of the Interior Department, Dr. Joseph D. Linduska.

STATEMENT OF JOSEPH D. LINDUSKA, ASSOCIATE DIRECTOR, BUREAU OF SPORT FISHERIES AND WILDLIFE, DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY WALTER R. McALLESTER, REAL ESTATE DIVISION

Mr. LINDUSKA. Good morning, Mr. Chairman. I am Joseph Linduska, Associate Director of the Bureau of Sport Fisheries and Wildlife.

With me is Walter McAllester, Division of Realty in our Bureau.

It is a pleasure to appear before your committee, Mr. Chairman, in support of H.R. 701, a bill to amend the Migratory Bird Hunting Stamp Act, which would authorize an increase of the fee for the migratory bird hunting stamp—or duck stamp as it is commonly called—up to \$5 instead of the current fee of \$3.

This is an important piece of legislation because the receipts of the duck stamp go entirely for acquisition of migratory bird habitat.

The stress this habitat is under for conversation to uses detrimental to waterfowl is almost common knowledge; yet in my travels and experience of the past few months, I have become increasingly aware of the need to move on with the acquisition as quickly as we can.

Many times I have seen the tragic consequences of development on irreplaceable wetlands, just as I have seen the salvation the acquisition program has brought to areas otherwise doomed. The proposed price increase would hasten efforts to preserve these wetlands.

The current duck stamp fee is \$3, up from the first cost of \$1 for the stamp in 1934. Over the last 37 years, the stamp price has risen only twice: once in 1949 from \$1 to \$2, and again in 1958 from \$2 to \$3.

Concurrently with the last increase, Congress earmarked all receipts for land acquisition, thereby declaring its intent to quicken the Bureau's program of wetland habitat preservation.

In further recognition of the urgency, the Congress in 1961 authorized supplementing the duck stamp receipts with advance appropriations of \$105 million authorized over a 7-year period. With these funds, it was then estimated about 2.5 million acres of habitat could be acquired.

Unfortunately, duck stamp receipts were less than expected, and less than half of the \$105 million authorized was actually appropriated. For this reason, the accelerated program was extended to its

present duration of 15 years, now running through the end of fiscal year 1976.

Thus far, actual accomplishments have been only 1.5 million acres of the 2.5 million acres planned for acquisition.

Inflation has eaten substantially into our land acquisition dollar, especially so because of the stretched-out acquisition period. During the first 10 years of the accelerated acquisition program (1962-71), the countrywide farm real estate index rose an average of 68 percent.

Many areas being acquired have increased in value far in excess of that average. Acquisition money in fiscal year 1971 was only 59-percent effective in terms of the 1961 dollar when the accelerated program was first authorized.

If land prices had held to the 1961 level, we estimate that we would have been able to acquire an additional 550,000 acres. To acquire these same lands today would cost another \$66 million.

It is our estimate that a \$2 increase in the price of the stamp would bring in over \$2 million per year to bear directly on the acquisition problem. If duck stamp sales remain as high as they were last year, it could even mean more.

While the increase in funds does not meet the total needs for acquisition, we feel that every bit of additional funding is absolutely essential for acquiring this habitat before it is lost or destroyed.

In addition, the advance appropriation must be repaid with 75 percent of the duck stamp receipts beginning with fiscal year 1977. Increased receipts from duck stamp sales would also make this repayment possible in a shorter time.

While no one relishes the idea of paying more for anything, the financial times today are vastly different from when the duck stamp had its last hike 13 years ago.

We are confident most waterfowlers will understand this economic fact of life and will accept the extra charge as an absolute necessity if the acquisition program is to keep pace with the times.

We therefore believe that waterfowl hunters will continue to buy stamps, thereby combining contributions for land acquisition with the general revenues required for development, land management, regulations, and research, just to see this sport perpetuated.

On refuge lands acquired for migratory birds, development costs, which are carried out with general revenue, are approximately four times acquisition cost.

Some recognition must also be paid, though, to supplemental assistance from other measures which, like the duck stamp-financed land acquisition program, also results in waterfowl habitat preservation. For instance, wetlands of value to waterfowl are being acquired as part of some endangered species projects funded through the Land and Water Conservation Fund.

We recognize, too, that refuge lands of special value for outdoor recreation can be acquired through the Land and Water Conservation Fund, and, for example, have recommended some use of these funds in the establishment of the San Francisco Bay National Wildlife Refuge.

I might mention, Mr. Chairman, that other examples would be **Mason Neck**, where we acquired land for preservation of the Southern bald eagle, but it has an area of waterfowl interest.

Another example would be Okefenokee, purchased for endangered species, but, again, makes contributions to many species of waterfowl.

Land-use policy legislation pending before the Congress would also give impetus through grants for State management plans in areas of critical environmental concern.

Estuarine habitat vital to waterfowl, as well as a whole array of wildlife and marine organisms, would thus be subject to effective land-use planning.

One more example is the Water Bank Act just approved this past December, which could give some temporary protection to agricultural wetlands being contemplated for drainage.

As important as these measures are, they remain secondary to a direct program of land acquisition for migratory bird purposes.

One of the great ironies of our day, I feel, is the growing malignment of the hunting fraternity which for so long has stood in the forefront of the conservation movement, long before this became a popular and common cause. The waterfowl hunter, along with his counterparts, deserves the thanks of everyone who appreciates wildlife.

To sum up, we support H.R. 701, if amended as we suggest, and look forward to the availability of additional revenues.

In our Department's report, we have recommended that the increase be made automatic for the first fiscal year following enactment. We believe it is desirable to receive the full \$5 price as soon as possible.

Thank you, Mr. Chairman, for the opportunity to express our support for this important legislation. If the committee has any questions, my colleagues and I will be glad to respond.

Senator HART. Thanks for your statement which, while not long, responds to about all of the questions that the committee would want to have answered.

Now, you would like to see the increase to \$5 immediately, eliminate the discretionary feature of the bill.

Mr. LINDUSKA. Yes.

Senator HART. You say the arithmetic goes this way: You suggest that if you increase the price \$2, you get an increase of about \$11 million over the 5 years that remains on the accelerated acquisition program.

Now, all of us understand that when you make a projection like that, it is an estimate, the best estimate you can make, but it is subject to slippage.

One could argue that you might get more revenue at a duck stamp price of less than \$5 if the \$5 price would price some hunters out of the market or cause hunters to lose interest where a \$4 price would hold more in the market.

I am not asking you to make any even wilder estimates as to how many would be priced out, and so on, but if experience indicated that that was happening, wouldn't it make better sense to have the legislation give you the administrative authority to reduce the rate from the \$5 rather than having to go through the business of legislating an amendment to react to an unexpected loss in the purchase of duck stamps?

Mr. LINDUSKA. Actually, Mr. Chairman, it is our experience that duck stamp sales relate more to the abundance of waterfowl than to an increase in stamp costs.

Assuming that we would have populations equal to that of the last year or two, or hopefully a little increase, I wouldn't look beyond the first year for any serious reduction in sales.

If I understood your proposal correctly, you would like to write into the proposed legislation provision to retreat from a \$5 price.

Senator HART. Rather than accepting your suggestion that the legislation fix the stamp at \$5, why not, as the House bill establishes, permit an increase from the existing \$3 up to \$5?

Mr. LINDUSKA. That is as it is now written.

It is optional with the Secretary whether to go in steps from \$3 to \$4 to \$5 or go from \$3 to \$5. That is right.

Senator HART. But your testimony is that you prefer it be fixed.

Mr. LINDUSKA. We prefer it go from \$3 to \$5; yes.

Senator HART. I was just thinking out loud. Wouldn't flexibility between \$3 and \$5 be a sounder way to approach it?

You earlier heard Mr. Gazlay and me talking about whether the duck hunter is carrying an unduly high burden in the acquisition of refuge areas, and should the public be asked to carry a fuller measure of the cost of acquisition.

I think your testimony helps us very much on that point. You tell us that development costs are funded by the general revenue; is that correct?

Mr. LINDUSKA. Yes.

Senator HART. Developments costs run about four times the acquisition costs. So, in light of that, I think it is reasonable to suggest that the general taxpayer is bearing his fair share of the load, and it isn't an undue burden on the waterfowl hunter to pick up this additional cost.

Mr. LINDUSKA. You are exactly right, Mr. Chairman.

As a matter of fact, I would go beyond what you have pointed out and mention that as an example, in fiscal year 1969, there was appropriated from the Congress a total of about \$40 million for migratory birds, only a third of which, twelve and a half million, or thereabouts, went for acquisition under duck stamp and advanced loans.

Another third, 12.2 or 12.3 million went for operation and maintenance of the refuges and the remainder to support an enforcement group, research necessary in connection with migratory birds and technical services and surveys.

So appropriated funds have been substantial in support of this program.

Senator HART. Let me ask Mr. McAllester here a question. In Dr. Linduska's testimony, he said some of the acreage being acquired is substantially above the increased rate of real estate costs over the intervening years since the acquisition program first started.

If you can recall, what acquisitions were at very high prices?

Mr. McALLESTER. I guess—

Senator HART. I am asking I guess, what kind of land suitable for refuge would carry a very high market value.

Mr. McALLESTER. A very high price, is that your question?

Senator HART. Yes.

Mr. McALLESTER. The highest average per acre prices would run in the Atlantic Coastal areas and probably—well, any coastal estuarine area where we are purchasing waterfowl refuges. In New Jersey, we are acquiring some refuges which are expensive because of the compe-

tition with developers who dip up soil and build houses on the side of the channel.

Senator HART. You said "During the first 10 years of the accelerated program, the countrywide farm real estate index rose 68 percent. "Many areas being acquired have increased in value far in excess of that . . ." increase and that is the kind of—

Mr. McALLESTER. Land with development potential is the kind of acquisition that increases in excess of the rate of the average farmland.

Senator HART. Of the \$105 million that is authorized for the accelerated acquisition program, what is the figure that has yet to be appropriated?

Mr. LINDUSKA. The remainder beyond that already expended.

Mr. McALLESTER. Including fiscal year 1972, of which \$7.5 million was appropriated, there remains \$30.7 million of the \$105 million.

Senator HART. And you have testified that increasing the stamp by \$2 would still not meet the total needs of acquisition. Now, are we to understand that the additional revenue from the \$5 stamp combined with the \$30.7 million yet to be appropriated would still not be enough to purchase the remaining 1 million acres planned for acquisition?

Mr. McALLESTER. Yes, sir. Actually, time has moved on, so there are essentially 4 years left now, if this legislation is passed, so we will have 4 years under the \$5 rate, and under what we would consider optimum conditions, 2½ million duck stamp sales at \$5 would yield \$12.5 million a year, or nearly \$50 million added to this \$30 million which would be \$80 million.

We currently estimate the need to reach the 2.5 million acre goal at some \$160 million. This gives a relationship.

Senator HART. So it will produce just about half of what you project you need?

Mr. McALLESTER. That is correct, Senator.

Senator HART. Where will that money come from?

Mr. McALLESTER. I think that we have to start thinking about that, sir.

Senator HART. What early thoughts do you have?

Mr. McALLESTER. Well, one alternative would be to get authorization to extend the accelerated program again and increase the \$105 million loan authorization, which would push back the 75-percent repayment and permit continuation of the acquisition program at the current rate, or at an accelerated rate with the increased duck stamp if the President's budget contained the same advance appropriations.

Senator HART. You are not in a position to indicate what recommendation the Department might make?

Mr. LINDUSKA. We have not projected beyond the \$5 amount.

Senator HART. Do you have any idea of the revenue that might be derived if we increase the stamp more than \$5?

Mr. LINDUSKA. We have not projected beyond the \$5 amount. It is my recollection that we would forecast about a 30-percent decline in sales, assuming everything else remains stable, particularly the supply of waterfowl and, of course, the regulations governing the taking. We would project that drop.

In succeeding years it would come back up quickly to the preprice increase level. That is for the \$5 stamp.

What \$6 would do to sales—I don't think an effort has been made to determine that.

Senator HART. Gentlemen, thank you very much.

Mr. LINDUSKA. Thank you, Mr. Chairman.

Senator HART. This concludes the hearing and the committee again expresses its thanks to those who have offered testimony today.

We are adjourned.

(Whereupon, at 11:40 a.m., the hearing was closed.)

02

ADDITIONAL ARTICLES, LETTERS, AND STATEMENTS

U.S. SENATE,
COMMITTEE ON THE JUDICIARY,
Washington, D.C., December 10, 1971.

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

DEAR MR. CHAIRMAN: Enclosed are statements I wish to have placed in the record of hearings on H.R. 701. This is in compliance with a request from these constituents that I furnish you a copy of their views for the record.

With kind regards, I am
Sincerely,

QUENTIN N. BURDICK.

Enclosures.

DECEMBER 8, 1971.

HON. QUENTIN BURDICK,
U.S. Senate,
Washington, D.C.

DEAR SENATOR BURDICK: In this letter I will try to state our views on the increase in the federal duck stamp fee—if it is increased—and how we feel these moneys should be spent.

There is at the present time a \$3.00 federal duck stamp fee which brings in from five to seven million dollars per year. This money is used by the Bureau of Sport Fisheries and Wildlife in their wetland acquisition program. In addition to the duck stamp fee the Bureau of Sport Fisheries and Wildlife, in 1961, secured a loan for \$105,000,000.00 without interest, from the federal government, also to be used in the wetlands acquisition program. To date the BSWF has \$38,000,000.00 of this loan which has not been expended. Thus, with the balance of the loan and the yearly five to seven million which comes in from the sale of duck stamps there are ample funds available for the acquisition program.

There is also the Water Bank Program that preserves wetlands. It has the approval and support of farmers, agriculture and wildlife interests and it is a much more fair and equitable way of preserving wetlands on individual farms.

Now consider the fact that the BSWF acquisition program has been unpopular, and becoming more so all the time, as the enclosed resolutions will show. There are easements that were taken which are causing problems to the property owners, plus creating problems involving individual and states rights. There are many farmers who would like to pay back the money they received for the easements, and have them removed because they are so stifling to their farming operations. These easements are also devaluating the resale prices of land up to one third, besides reducing tax valuation on such property. People with wildlife easements are not voting for bond issues to support local schools, roads and other local government functions because of the income they are losing from their property.

A study should be made to determine how many wetlands we need in any one area to preserve our wildlife, and how the cost of maintaining this resource should be paid. We have, in North Dakota at the present time, under easement or purchase to the Bureau of Sport Fisheries and Wildlife, two acres of wetlands for each brood pair of ducks that bring off young on the average each year. We also have 15 acres of wetlands preserved for each hunter that buys a hunting license in North Dakota, besides the hundreds of thousands of acres in lakes.

The Federal Government is now actively producing waterfowl through the purchase and setting aside of wetlands for this purpose. Thus, depredation by waterfowl is no longer caused by "natural production" and the farmers should be compensated for damage caused by government action.

At the same time all this money is being spent to preserve wetlands to raise waterfowl, farmers, in an effort to protect their crops, are shooting thousands of ducks. These ducks are shot before the hunting season opens in the fall and the farmers aren't even allowed to pick them up. It would be only fair to ask the hunters to help pay for the duck depredation through an increase in the federal duck stamp fee. For the extra \$2.00 the hunters would find there were many more ducks to hunt.

We feel it is unfair and unreasonable to require the farmers to alone bear the entire burden of crop damage caused by migratory waterfowl, and since it is the hunters who primarily reap the benefits of abundant waterfowl, it is only sensible to require them to share the cost of such crop damage. Therefore, we strongly recommend that the \$2.00 increase in the federal duck stamp fee, as proposed in Bill H.R. 701, be put in a special fund to pay for depredation from wildlife. Payments for depredation could be handled through the Federal Crop Insurance. Farmers could make applications to the Federal Crop Insurance as they have trained adjusters who could appraise the damage caused by wildlife the same way hail damage is appraised, and these damages could be paid from this special fund.

Sincerely yours,

GORDON BERG, *Chairman.*

Enclosure.

Whereas large amounts of money have been appropriated to lease and purchase wetlands under the Bureau of Sport Fisheries and Wildlife acquisition program, and since there is money so appropriated which has not been expended; and

Whereas the Water Bank Program also makes funds available to preserve wetlands for the production of wildlife in general and waterfowl in particular, and since it is common knowledge that the majority of waterfowl will continue to be raised and hunted on privately owned land; and

Whereas it is manifestly unfair to require the farm operators to alone bear the entire burden of crop damage by migratory waterfowl and it would be in the interest of fairness and equity to require all hunters reaping the benefits of abundant waterfowl population to share the cost of such crop damage; now therefore, be it

Resolved by the Sweetwater-Dry Lake Water Management District meeting this the 8th day of December 1971, in the Ramsey County Court House, Devils Lake, North Dakota, that they do hereby recommend that the money raised by the proposed increase from \$3.00 to \$5.00 in the sale of Federal Duck Stamps, (Bill H.R. 701), be made available for: The reimbursement of farmers and land-owners for crop damage caused by migratory waterfowl.

GORDON BERG, *Chairman.*

Sweetwater-Dry Lake Water Management District.

RESOLUTION No. 1

Whereas the United States Congress is currently considering, or will be considering, the extension for an additional eight years of the provisions of the Migratory Waterfowl Act which provides for the acquisition of wetlands for the conservation of migratory waterfowl; and

Whereas millions of acres of cropland are lost annually for use of highway construction, expansion of cities, construction of manufacturing and processing plants, and for uses other than agriculture; and

Whereas this trend reducing cropland acres shall likely increase with the growth in population of the United States; and

Whereas in rural areas the increasing acquisition of cropland for public uses, federal, state and local, has placed extreme pressure on state and local government in their search for funds for financing local government; now, therefore, be it

Resolved By this meeting of representatives from various water districts in North Dakota, and representatives from other interested organizations in North Dakota assembled at the Sportsman Lounge in Carrington, North Dakota, this 10th day of November, 1966, that said representatives are opposed to any extension of the federal program for the acquisition of wetlands for conservation of migratory waterfowl, for the reason that the time has now come when crop-

lands must be developed for food production for people rather than for wildlife production.

Dated this 10th day of November, A. D., 1966.

Attest:

GORDON BERG, *Chairman.*
CHARLES RUSSELL, *Secretary.*

RESOLUTION No. 2

Whereas Congress is currently giving consideration, or will be giving consideration in the near future, to amending the Migratory Hunting Stamp Act to permit the increase by the sum of Two Dollars (\$2.00) for the fee to be paid for a duck stamp; and

Whereas the increased revenue that would be derived from said increase in the Duck Stamp Fee would be used for federal land acquisition for the purpose of migratory bird conservation, and would not be used for the development of lands already acquired by the Federal Fish and Wildlife Service for wildlife purposes; and

Whereas the demand for land for crop production is greater at this time than ever before; and

Whereas competition for croplands for uses other than farming is steadily diminishing the cropland available for food production; now, therefore, be it

Resolved By this meeting of representatives from various water districts in North Dakota and representatives from other interested organizations in North Dakota assembled at the Sportsman Lounge in Carrington, North Dakota, this 10th day of November, 1966, that said representatives are opposed to any increase in the Duck Stamp Fee for the purpose of increasing federal land acquisition for migratory bird conservation for the reason that there is rapidly developing a shortage of cropland for the production of food, and for the further reason that all land presently on the tax roll wherever possible should remain on the tax roll to support local and state government; and be it further

Resolved That it is recommended, if the Duck Stamp Fees are increased, that said additional revenue derived thereby be used for the development of land presently owned for wildlife propagation by the Federal Fish and Wildlife Service, and not for the purchase of additional land for such purposes, and that such funds that are available to the Federal Fish and Wildlife Service be used by it for the study, experimentation and development of the production of ducks and other migratory waterfowl by artificial propagation for release in hunting areas.

Dated this 10th day of November, A. D., 1966.

Attest:

GORDON BERG, *Chairman.*
CHARLES RUSSELL, *Secretary.*

RESOLUTION No. 3

Whereas the Federal Fish and Wildlife Service has proclaimed a goal of acquiring 3,000,000 acres of wetland for the propagation of migratory waterfowl; and

Whereas a large portion of the acquisition of said wetlands has been allocated for the State of North Dakota; and

Whereas the Federal Fish and Wildlife Service has used tactics in its acquisition of wetlands which prevent the orderly development of agricultural lands in North Dakota; and

Whereas the acquisition of wetlands by the Federal Fish and Wildlife Service decreases the real estate tax base for financing local governmental subdivisions in North Dakota; and

Whereas the further acquisition of wetlands by the Federal Fish and Wildlife Service in North Dakota will adversely affect the economy of North Dakota by preventing the reasonable use of agricultural land in North Dakota; and

Whereas the economy of North Dakota is primarily dependent upon agriculture; and

Whereas the Federal Fish and Wildlife Service has on occasion engaged in local political activity to obtain its objectives; now, therefore, be it

Resolved By this meeting of representatives from various water districts in North Dakota and representatives from other interested organizations in North Dakota, assembled at the Sportsman Lounge in Carrington, North Dakota, this

10th day of November, 1966, that it is recommended to the Federal Fish and Wildlife Service that it change its policy in connection with the acquisition of wetlands for waterfowl propagation as follows:

I

That the Federal Fish and Wildlife Service discontinue the acquisition of wetlands in areas where such land acquisition would affect the agricultural development of the area.

II

That the Federal Fish and Wildlife Service, in cooperation with county commissioners, consider the effect that acquisition of large amounts of wetlands by the federal government would have on the agricultural communities such as exist in North Dakota, and take steps to limit its acquisition of wetlands where such acquisition would have an adverse effect on the economy of the community; that no land shall be acquired without county commissioners' approval.

III

That, generally, the Federal Fish and Wildlife Service limit its further acquisition of wetlands and use the funds available to it for maximum development of wildlife and migratory waterfowl in the wetlands and on the wetland leases that it has already acquired, and institute a program for the propagation of migratory waterfowl by scientific and artificial means to supplement and maintain the migratory waterfowl population.

IV

That the Fish and Wildlife Service institute a program providing for payment of funds to the local governmental subdivisions to compensate for the loss of tax base that is lost to the local governmental subdivisions by the program of acquisition of wetlands for the propagation of migratory waterfowl by the federal government, and that such payments to the local governmental subdivision be comparable to the amount of taxes paid by land owners in the areas where wetlands are acquired.

V

That the Federal Fish and Wildlife Service discontinue engaging in local political activity to obtain its objectives.

VI

That the Federal Fish and Wildlife Service discontinue its activities which tend to prevent other governmental agencies, such as the Soil Conservation Service, from assisting the farmers in the solution of their drainage and other problems. Dated this 10th day of November, 1966.

Attest:

GORDON BERG, *Chairman.*
CHARLES RUSSELL, *Secretary.*

RESOLUTION No. 4

Whereas Public Law 87-732 provides that the Secretary of Agriculture shall not enter into an agreement in the States of North Dakota, South Dakota, and Minnesota to provide financial or technical assistance on a farm under authority of the Soil Conservation and Domestic Allotment Act if the Secretary of the Interior has made a finding that wildlife preservation will be materially harmed on that farm by such drainage and that preservation of such land in its undrained status will contribute materially to wildlife preservation; and

Whereas this restriction under present policy of the Secretary of the Interior, acting through the Federal Fish and Wildlife Service, has prevented the orderly development of land use in North Dakota, South Dakota, and Minnesota; and

Whereas it is unfair and discriminatory to the farmers and land owners of these states not to be able to receive the benefits of the Soil Conservation and Domestic Allotment Act in the development of their lands; and

Whereas proper land development with the assistance and aid provided for under the provisions of the Soil Conservation and Domestic Allotment Act will do little harm to wildlife propagation, and in many cases will enhance wildlife development; and

Whereas the failure to apply proper soil conservation practices to the lands in North Dakota will deplete the ability of the land to produce, and will have an adverse effect on the economy of the State; now, therefore, be it

Resolved By this meeting of representatives from various water districts in North Dakota, and representatives from other interested organizations in North Dakota assembled at the Sportsman Lounge in Carrington, North Dakota, this 10th day of November, 1966, that they are in favor of eliminating the restrictions of Public Law 87-732 which permit the Secretary of the Interior to stop the Secretary of Agriculture from entering into agreements in the States of North Dakota, South Dakota, and Minnesota, to provide financial or technical assistance on a farm under the authority of the Soil Conservation and Domestic Allotment Act.

Dated this 10th day of November, 1966.

GORDON BERG, *Chairman.*

Attest:

CHARLES RUSSELL, *Secretary.*

GORDON BERG'S SUMMARY OF FOUR RESOLUTIONS ADOPTED NOVEMBER 10, 1966

Following are four resolutions pertaining to Federal Land Acquisition, increased duck stamp fees, and technical and financial assistance of drainage. We are concerned about this legislation because of the economic effect they have had to North Dakota and the potential effect they could have.

North Dakota's main industry is agriculture, comprising approximately 80% of its annual new wealth. Legislation affecting agriculture has an effect on the entire economy of North Dakota. It is the feeling of this organization that efforts should be taken that can both enhance agriculture and wildlife. Purchasing and leasing of lands for wildlife without land development is not the most economical nor the most effective procedure for wildlife propagation.

Proper land development for both agricultural purposes and wildlife will not only enhance the State Agricultural income but also propagation of wildlife. If proper development procedures are not taken in hand, both agriculture and surely wildlife will definitely suffer.

Certain areas in the state have suffered tremendous economic losses due to improper development and land use. Due to drainage moratoriums, good croplands have been flooded and some permanently damaged. Natural waterways and coulees have been filled due to wind or water erosion which haven't been cleaned. The law against ditching has caused this problem to exist. These reasons and many more cause this organization to consider land development as the best possible solution, and for these reasons we file the following resolutions.

GORDON BERG, *Chairman.*

WARD SOIL CONSERVATION DISTRICT,
Minot, N. Dak., December 7, 1966.

Mr. F. E. FOUGHTY,
Secretary of Sweetwater-Dry Lake Water Management District, Ramsey County, Devils Lake, N. Dak.

DEAR SIR: The Board of Supervisors of the Ward County Soil Conservation District adopted the following resolutions at their regular meeting held in November.

RESOLUTION I

Whereas the United States Congress is currently considering, or will be considering, the extension for an additional eight years of the provisions of the Migratory Waterfowl Act which provides for the acquisition of wetlands for the conservation of migratory waterfowl; and

Whereas millions of acres of cropland are lost annually for use of highway construction, expansion of cities, construction of manufacturing and processing plants, and for uses other than agriculture; and

Whereas this trend reducing cropland acres shall likely increase with the growth in population of the United States; and

Whereas in rural areas the increasing acquisition of cropland for public uses, federal, state and local, has placed extreme pressure on state and local government in their search for funds for financing local government; now, therefore, be it

Resolved by this meeting of representatives from various water districts in North Dakota, and representatives from other interested organizations in North Dakota assembled at the Sportsman Lounge in Carrington, North Dakota, this 10th day of November, 1966, that said representatives are opposed to any extension of the federal program for the acquisition of wetlands for conservation of migratory waterfowl, for the reason that the time has now come when croplands must be developed for food production for people rather than for wildlife production.

Dated this 10th day of November, A.D., 1966.

RESOLUTION II

Whereas the Federal Fish and Wildlife Service has proclaimed a goal of acquiring 3,000,000 acres of wetland for the propagation of migratory waterfowl; and

Whereas a large portion of the acquisition of said wetlands has been allocated for the State of North Dakota; and

Whereas the Federal Fish and Wildlife Service has used tactics in its acquisition of wetlands which prevent the orderly development of agricultural lands in North Dakota; and

Whereas the acquisition of wetlands by the Federal Fish and Wildlife Service decreases the real estate tax base for financing local governmental and subdivisions in North Dakota; and

Whereas the further acquisition of wetlands by the Federal Fish and Wildlife Service in North Dakota will adversely affect the economy of North Dakota by preventing the reasonable use of agricultural land in North Dakota; and

Whereas the economy of North Dakota is primarily dependant upon agriculture; and

Whereas the Federal Fish and Wildlife Service has on occasion engaged in local political activity to obtain its objectives; now, therefore, be it

Resolved by this meeting of representatives from various water districts in North Dakota and representatives from other interested organizations in North Dakota, assembled at the Sportsman Lounge in Carrington, North Dakota, this 10th day of November, 1966, that it is recommended to the Federal Fish and Wildlife Service that it change its policy in connection with the acquisition of wetlands for waterfowl propagation as follows:

I

That the Federal Fish and Wildlife Service discontinue the acquisition of wetlands in areas where such land acquisition would seriously affect the agricultural development of the area.

II

That the Federal Fish and Wildlife Service consider the effect that acquisition of large amounts of wetlands by the Federal Government would have on agricultural communities such as exist in North Dakota, and take steps to limit its acquisition of wetlands where such acquisition would have an adverse effect on the economy of the community.

III

That generally the Federal Fish and Wildlife Service limit its further acquisition of wetlands and use the funds available to it for maximum development of wildlife and migratory waterfowl in the wetlands and on the wetland leases that it has already acquired, and institute a program for the propagation of migratory waterfowl by scientific and artificial means to supplement and maintain the migratory waterfowl population.

IV

That the Fish and Wildlife Service institute a program providing for payment of funds to the local governmental subdivisions to compensate for the loss of tax base that is lost to the local governmental subdivisions by the program of acquisition of wetlands for the propagation of migratory waterfowl by the Federal Government, and that such payments to the local governmental subdivisions be comparable to the amount of taxes paid by land owners in the areas where wetlands are acquired.

V

That an over-all study be made by the Federal and State agencies to obtain a proper evaluation of the benefits of migratory waterfowl propagation as compared with the loss of benefits to agriculture and to the development of agriculture in North Dakota in the Federal Government's program of continued land acquisition of wetlands for migratory waterfowl propagation, and that future wetland acquisition be discontinued in all cases where there is not a reasonable benefit ratio between that which is lost and that which is gained.

VI

That the Federal Fish and Wildlife Service give serious consideration to agriculture and to the economic development of lands and to the economic loss to communities and to the urgent need for production of more food in the world, to feed the growing population of the world, in its wetlands acquisition program.

VII

That the Federal Fish and Wildlife Service refrain from engaging in local political activity to obtain its objectives.

VIII

That the Federal Fish and Wildlife Service discontinue its activities which tend to prevent other governmental agencies, from assisting the farmers in the solution of their drainage and other problems.

Dated this 10th day of November, 1966.

RESOLUTION III

Whereas Congress is currently giving consideration, or will be giving consideration in the near future, to amending the Migratory Hunting Stamp Act to permit the increase by the sum of two dollars (\$2.00) for the fee to be paid for a duck stamp; and

Whereas the increased revenue that would be derived from said increase in the Duck Stamp Fee would be used for federal land acquisition for the purpose of migratory bird conservation, and would not be used for the development of lands already acquired by the Federal Fish and Wildlife Service for wildlife purposes, and

Whereas the demand for land for crop production is greater at this time than ever before; and

Whereas competition for croplands for uses other than farming is steadily diminishing the cropland available for food production; now, therefore, be it

Resolved By this meeting of representatives from various water districts in North Dakota and representatives from other interested organizations in North Dakota, this 10th day of November, 1966, that said representatives are opposed to any increase in the Duck Stamp Fee for the purpose of increasing federal land acquisition for migratory bird conservation for the reason that there is rapidly developing a shortage of cropland for the production of food, and for the further reason that all land presently on the tax roll wherever possible should remain on the tax roll to support local and state government; and be it further

Resolved That it is recommended, if the Duck Stamp Fees are increased, that said additional revenue derived thereby be used for the development of land presently owned for wildlife propagation by the Federal Fish and Wildlife Service, and not for the purchase of additional land for such purposes, and that such funds that are available to the Federal Fish and Wildlife Service be used by it for the study, experimentation and development of the production of ducks and other migratory waterfowl by artificial propagation for release in hunting areas.

Dated this 10th day of November, A.D., 1966.

Also that 25% of this money be used as compensation for damages caused by waterfowl feeding.

Sincerely,

ROY E. MARTIN, *Chairman,*
Ward County Soil Conservation District.

RESOLUTION

Whereas large amounts of money are produced by the Federal Duck Stamp Act for use in the acquisition and leasing of wetlands for waterfowl production; and
Whereas migratory waterfowl production areas can be improved by better water management practices on the local level; and

Whereas it is manifestly unfair to require the farm operator to alone bear the entire burden of crop damage by migratory waterfowl and it would be in the interest of fairness and equity to require all hunters reaping the benefits of abundant waterfowl population to share the cost of such crop damage; now, therefore, be it

Resolved By the North Dakota Crop Improvement Association at the Annual Meeting held at Devils Lake, North Dakota on November 22-23, 1965, that they do hereby recommend that money from the Migratory Bird Conservation Fund, derived from Federal duck stamp sales, be made available for (1) improvements to local migratory waterfowl production areas; and (2) for the reimbursement of farmers and landowners for crop damage caused by migratory waterfowl; and be it further

Resolved That copies hereof be transmitted to our Congressional delegation, Secretary of the Interior, Assistant Secretary of the Interior for Fish and Wildlife and to the Director of the Bureau of Sport Fisheries and Wildlife.

RESOLUTION No. 6

FEDERAL DUCK STAMP

Whereas large amounts of money are produced by the Federal Duck Stamp Act for use in the acquisition and leasing of wetlands for waterfowl production; and
Whereas migratory waterfowl production areas can be improved by better water management practices on the local level; and

Whereas it is manifestly unfair to require the farm operator to alone bear the entire burden of crop damage by migratory waterfowl and it would be in the interest of fairness and equity to require all hunters reaping the benefits of abundant waterfowl population to share the cost of such crop damage; now, therefore, be it

Resolved By the North Dakota Water Users Association, Inc., the North Dakota Water Management Districts Association, Inc., and the North Dakota Irrigation Districts Directors Association, meeting in joint convention in Grand Forks, North Dakota, October 28-29, 1965, that they do hereby recommend that money from the Migratory Bird Conservation Fund, derived from Federal duck stamp sales, be made available for (1) improvements to local migratory waterfowl production areas; and (2) for the reimbursement of farmers and landowners for crop damage caused by migratory waterfowl; and be it further

Resolved That copies hereof be transmitted by the Secretary of the North Dakota Water Users Association to our Congressional delegation, Secretary of the Interior, Assistant Secretary of the Interior for Fish and Wildlife and to the Director of the Bureau of Sport Fisheries and Wildlife.

1963 RESOLUTIONS—NORTH DAKOTA FARM BUREAU

PREAMBLE

(Approved: November 14, 1962)

We as Farm Bureau members believe—

That the United States Constitution provides for a system of Government which has produced justice, order, freedom and wealth never equaled. Our Constitution recognizes that we have a Creator who has endowed each of us with certain unalienable rights, to life and liberty.

In free enterprise—no other economic system can offer greater rewards.

In the dignity of the individual, and his stature in the eyes of God.

And that he be rewarded in direct relationship to his contribution to society.

In the importance of the individual, and the right to chart his own destiny.

That the government should be the protector of its people and not their provider.

On these principles the North Dakota Farm Bureau firmly stands, the following resolutions serve to protect these principles.

NATIONAL ISSUES

Farm program

We reaffirm our support of the Farm Bureau Cropland Adjustment Program. We are in opposition to farm legislation similar to the present feed grain program. If it continues we recommend the following change: (1) We recommend removal of silage corn from the feed grain programs in non-commercial corn areas, with provision that the growers of such corn remain eligible for support on other feed grains.

Missouri River diversion

Because of the beneficial effects that the entire Missouri Basin Development will have on agriculture and industry in North Dakota, we urge the completion of the Missouri River Development plan to accomplish the restoration of Devils Lake, and to benefit those farms on which irrigation is feasible and to assure cities of adequate water supply for future expansion.

REA-RAD-RTA

We view with alarm the invasion by the Federal Government of our state and local affairs through the Rural Area Development Program, the Area Redevelopment Administration, and the other twenty Federal Departments and Agencies, many of who are apparently endeavoring to replan and reshape rural America. We suggest that this effort be confined to areas of real hardship where greater good may be accomplished at a fraction of the cost in manpower and taxes. Control and financing should remain in the hands of local people.

Potatoes

Be it resolved that the North Dakota Farm Bureau, representing a great majority of the potato growers of North Dakota, is strongly opposed to any national programs of acreage allotment or marketing quotas for the potato industry; that North Dakota is an expanding area of production and these controls would interfere with the further growth and prosperity of the potato industry; and that we urge the North Dakota Farm Bureau to use all means available to inform all potato growers of the results such controls would have on the potato industry. We commend the North Dakota Farm Bureau for the effort spent in the successful protest against the proposed National Potato Marketing Agreement and Order and urge them to continue the fight at the hearing which will reconvene at the Capitol Building, Denver, Colorado, December 4, 1962.

Sugar beets

We endorse the continuation of "Processor Control" of National Sugar Beet acreage allotments.

A. S. C.

Be it recommended that all government departments be prohibited from assigning to the Extension Service or other federal personnel the duty of promoting any political farm program.

Livestock

We reaffirm our opposition to direct price supports for all classes of livestock, poultry, and dairy products. However, we believe it is economical for the federal government to purchase its supplies at a time when the market is low. This will have the double effect of creating a saving for the government and strengthening the livestock market.

Wildlife

Whereas the land already owned by the United States Fish & Wildlife in North Dakota is being operated in an inefficient manner at a great expense, and the Congressional concept of multiple use policy on these lands is being handled in an arbitrary manner; and, whereas, the necessity of further acquisition is now solely determined by the agencies whose very existence is dependent upon the magnitude of the acreages they control; now, therefore, be it resolved that North Dakota Farm Bureau opposes the further acquisition of land and condemns the use of the power of eminent domain in such acquisition. Further, we propose that a veto power be given to a joint board of the Missouri Diversion Conservancy Board and the Board of County Commissioners of the particular county involved;

further, that this same joint board have the jurisdiction of determining necessity of further land acquisition. Further, that the Fish & Wildlife Service return annually to the local school district and other political sub-divisions, in lieu of taxes, an amount equal to the tax income that would be realized from the property if it were in private hands. We recommend that the Federal Government's conservation service be given the freedom to provide the drainage services to agriculture originally intended by Congress without interference from the Federal wildlife service. We further recommend that wheat and feed grains for harvest which are in surplus not be grown on fish and wild life lands.

Commodity referendums

Whereas, North Dakota Farm Bureau realizes that past and present farm programs are destroying the small farmer by taking away the right to produce; and Whereas, these programs have shifted the traditional crops to non-traditional areas; and Whereas Congress has used past affirmative referendum votes as a base for continuing stringent controls. Therefore be it resolved that our county, State and American Farm Bureau actively support a vote on any referendum that would free farmers of federal controls.

Sedimentation test

We recommend continued study be made of the Sedimentation test for proof of quality wheat.

Export-import

We recommend that an effort be made to set up improved export and merchandising standards, designed to encourage export of quality, hard wheat, durum, rye and other commodities from the United States on a clean basis, so as to better compete with other countries. We further recommend that foreign buyers be encouraged to purchase commodities under specified standards. We should pay particular attention to each country's demands and tailor our exports accordingly.

We also recommend that the North Dakota Farm Bureau Trade Development Corporation Board select a committee to meet with a representative group from the Farmers Grain Dealers Association and the North Dakota State Wheat Commission to study the possibilities of the three organizations working together to expand markets for North Dakota cereal products in the European Common Market and other countries.

We urge that some method be devised so that the identity of our North Dakota high quality wheat can be maintained until it is delivered to the foreign buyer.

Dairy

Whereas, milk is the most nearly perfect combination of essential food nutrients, containing the major portion of calcium consumed in America and high in protein, Vitamin A, and other nutrients; and Whereas, the Value of Solids, Not Fat, is being overlooked by the general public; and Whereas, the Babcock Test is outmoded, inaccurate and time consuming, Be it resolved that we favor the use of the high frequency electronic test for fats and Solids Not Fat by the dairy industry or other approved Solids Not Fat tests.

Recommended that the North Dakota Farm Bureau support the employment of a dairy auditor within the State Dairy Department, to work with processors, and with the authority to enforce regulations established; provided however that the proposal concerning the auditor, as will be finally submitted to the North Dakota Legislature is deemed to be in the best overall interest of the dairy industry by the North Dakota Farm Bureau Dairy Committee.

Whereas, responsible agencies have in the past, released laboratory findings concerning radio active fallout, as it concerns the effect on Milk only, and Whereas, such releases concerning said effect on milk alone has seriously prejudiced dairy product sales, and Whereas, milk is only a small portion of the human diet affected by radio active fallout.

Now Therefore, be it resolved that all responsible agencies shall be urged to release their laboratory findings concerning radio active fallout in terms of total diet rather than milk alone.

RESOLUTION OPPOSING DUCK STAMP INCREASE

Whereas Congress is currently giving consideration, or will be giving consideration in the near future, to amending the Migratory Hunting Stamp Act to permit the increase by the sum of Two Dollars (\$2.00) for the fee to be paid for a duck stamp; and

Whereas The increased revenue that would be derived from said increase in the Duck Stamp Fee would be used for federal land acquisition for the purpose of migratory bird conservation, and would not be used for the development of lands already acquired by the Federal Fish and Wildlife Service for wildlife purposes; and

Whereas The demand for land for crop production is greater at this time than ever before; and

Whereas Competition for croplands for uses other than farming is steadily diminishing the cropland available for food production; now, therefore, be it

Resolved At our convention by the U.S. Durum Growers Association assembled in the Courthouse, Devils Lake, North Dakota, this 7th day of April, 1969, that said representatives are opposed to any increase in the Duck Stamp Fee for the purpose of increasing federal land acquisition for migratory bird conservation for the reason that there is rapidly developing a shortage of cropland for the production of food, and for the further reason that all land presently on the tax roll wherever possible should remain on the tax roll to support local and state government; and be it further

Resolved That it is recommended, if the Duck Stamp Fees are increased, that said additional revenue derived thereby be used for the development of land presently owned for wildlife propagation by the Federal Fish and Wildlife Service, and not for the purchase of additional land for such purposes, and that such funds that are available to the Federal Fish and Wildlife Service be used by it for the study, experimentation and development of the production of ducks and other migratory waterfowl by artificial propagation for release in hunting areas.

Dated this 7th day of April, A.D., 1969.

RESOLUTION

Whereas: North Dakota's main industry is agriculture, this industry, comprising approximately 80% of its annual new wealth; and,

Whereas: Legislation affecting agriculture has a major effect on the entire economy of the state; and

Whereas: The people of North Dakota and specifically the agricultural segment of the population are concerned with and interested in the full development of its natural resources, including its wildlife potentials; and,

Whereas: The optimum development of the natural resources of the state can best be accomplished when the interest of the development of lands for agriculture productions are considered, with the development of lands for wildlife conservation or propagation; and,

Whereas: The purchasing or leasing of lands for wildlife conservation or propagation without full consideration of associated water and land development practices, to accomplish a maximum water and land management program, will not result in the most economical and beneficial utilization of the lands; and,

Whereas: The alternative of utilizing available funds for the development of improved water and land management program for wildlife conservation and propagation on privately owned lands, as against the purchasing and leasing of these lands needs to be given full consideration; and,

Whereas: The drainage moratorium has resulted in serious economic losses to many communities and farmers, as a result of extensive and repeated flood damage to privately owned cropland, and has resulted in unnecessary delays in the maintenance, improvement and, or renovation of existing drainageways; now, therefore, be it

Resolved, By the County Commissioners Association of North Dakota, assembled in Williston, North Dakota, on January 11, 1967:

1. That they are opposed to any extension of the federal program for the acquisition of wetlands for conservation of migratory waterfowl.

2. That they are opposed to any increase in the Duck Stamp Fee for the purpose of increasing federal land acquisition for migratory bird conservation.

3. That the present or future resources assigned to the wetlands program be utilized for the development of presently owned wetlands.

4. That funds be allocated for the development of wildlife resources on privately owned lands along with the development of the agricultural potentials on these same lands, as joint consideration for the utilizations of the natural resources for both purposes, and that the drainage moratorium presently in effect in North Dakota be immediately withdrawn; be it further

Resolved, That the County Commissioners Association urges that existing law be changed to allow the State and Federal agencies to make surveys and designs on flood control projects, to allow a reasonable basis for consideration of the effects of the project on other resources, such as municipal, agricultural, wild-life, and other recreation.

RESOLUTION

Whereas, the Honorable Rogers C. E. Morton, Secretary of the Interior, has now been made aware of the serious nature of the Starkweather Watershed impasse and

Whereas, much planning and work has been done by local Management Districts, County Commissioners, representatives of the Bureau of Sport Fisheries and Wildlife, U.S. Department of Agriculture Soil Conservation Service, North Dakota Game and Fish Department and North Dakota State Water Commission and

Whereas, negotiations between these various bureaus and departments has broken down and has come to a standstill and

Whereas, the serious damage to the various aspects of the agriculture within the Starkweather Watershed continues and will continue in the future and

Whereas, it has been determined between the various departments that the present plan for the Starkweather Watershed is the best and most reasonable solution for the Conservation of soil and production of crops and in addition thereto, for the preservation of wildlife, waterfowl and wetlands to support them and

Whereas, the said county commissioners have been made cognizant by the various bureaus and departments of the damage, solution and impasse; now, therefore, be it

Resolved That the U.S. Department of Interior through the Secretary of Interior, the Honorable Rogers C. B. Morton, be requested to negotiate an agreement between the various bureaus and departments together with all local entities involved and to take immediate action toward that end.

Dated at Devils Lake, North Dakota this 7th day of September, 1971.

HARRY E. ANDERSON, *Chairman.*

VENDER OLSON,

County Auditor, Ramsey County, N. Dak.

NORTH DAKOTA STATE WATER COMMISSION,

Bismarck, N. Dak., December 7, 1971.

Re North Dakota Water Users Association Resolution No. VII.

HON. QUENTIN N. BURDICK,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR SENATOR BURDICK: I have enclosed a copy of Resolution No. VII adopted by the North Dakota Water Users Association and the North Dakota Water Management Districts Association at their eighth annual joint convention of December 4, 1971. I have discussed this matter with Mr. Kelley of your office, and it is my understanding the Senate committee meeting on H.R. 701 will be held some time during the week of December 13-17, 1971.

We greatly appreciate your interest in this matter and if we may be of any further assistance, please do not hesitate to let us know.

Sincerely yours,

CLIFF JOCHIM,

Special Assistant Attorney General.

Enclosure.

RESOLUTION No. VII

FEDERAL DUCK STAMP INCREASE

Whereas, large amounts of money have been appropriated to lease and purchase wetlands under the Bureau of Sport Fisheries and Wildlife acquisition program and there is money so appropriated which has not yet been expended; and

Whereas, the Water Bank Program also makes funds available to preserve wetlands for the production of wildlife in general and waterfowl in particular, and since it is common knowledge that the majority of waterfowl will continue to be raised and hunted on privately owned land; and

Whereas, it is manifestly unfair to require the farm operators to alone bear the entire burden of crop damage by migratory waterfowl and it would be in the interest of fairness and equity to require all hunters reaping the benefits of abundant waterfowl population to share the cost of such crop damage; now, therefore, be it

Resolved By the North Dakota Water Users Association, Inc., and the North Dakota Water Management Districts Association, Inc. meeting in joint convention in Fargo, North Dakota, December 4, 1971, that they do hereby recommend that the money raised by the proposed increase from \$3.00 to \$5.00 in the sale of Federal Duck Stamps (Bill H.R. 701), be made available for: The reimbursement of farmers and landowners for crop damage caused by migratory waterfowl; and be it further

Resolved That copies hereof be transmitted by the Secretary of the North Dakota Water Users Association to our Congressional Delegation, Governor of the State of North Dakota, Secretary of the Interior, Assistant Secretary of the Interior for Fish and Wildlife and to the Director of the Bureau of Sport Fisheries and Wildlife.

NORTH DAKOTA WATER USERS
ASSOCIATION, INC.

By ROBERT A. STRANIK, *President*

Attest:

RUSSEL DUSHINSKE,
Executive Vice President.

NORTH DAKOTA WATER MANAGEMENT
DISTRICTS ASSOCIATION, INC.

By PAUL G. SCHADEWALD, *Chairman.*

Attest:

CLIFF JOCHIM, *Secretary-Treasurer.*

RAMSEY COUNTY, NORTH DAKOTA,
OFFICE OF THE AUDITOR,
Devils Lake, N. Dak.

RESOLUTION

Whereas large amounts of money have been appropriated to lease and purchase wetlands under the Bureau of Sport Fisheries and Wildlife acquisition program, and since this program is unpopular, behind schedule, and has had to be extended, and furthermore there is money so appropriated which has not been extended; and

Whereas the Water Bank Program also makes funds available to preserve wetlands for the production of wildlife in general and waterfowl in particular, and since it is common knowledge that the majority of waterfowl will continue to be raised and hunted on privately owned land; and

Whereas it is manifestly unfair to require the farm operators to alone bear the entire burden of crop damage by migratory waterfowl and it would be in the interest of fairness and equity to require all hunters reaping the benefits of abundant waterfowl population to share the cost of such crop damage; now therefore, be it

Resolved By the Ramsey County Commissioners in session December 7th, 1971 recommend that the money raised by the proposed increase from \$3.00 to \$5.00 in the sale of Federal Duck Stamps (Bill HR 701), be made available for: The reimbursement of farmers and landowners for crop damage.

VENDER OLSON,
Ramsey County Auditor.

