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PRESERVATION OF WILDERNESS AREAS

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HEARING

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-SECOND CONGRESS

SECOND SESSION

ON

S. 2453 and Related Wilderness Bills

TO DESIGNATE CERTAIN LANDS AS WILDERNESS

MAY 5, 1972



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CONTENTS

	Page
S. 1198.....	2
Department reports:	
Budget	5
Interior	4
S. 2158.....	7
S. 2453.....	9
Department of Interior report.....	16
S. 2539.....	19
Amendments	22
Department reports:	
Budget	24
Interior	24
S. 3119.....	25
Department of Interior report.....	27
S. 3120.....	30
S. 3541.....	32
H.R. 736.....	34
Report No. 92-972.....	37

STATEMENTS

Alderson, George, legislative director, Friends of the Earth.....	134
Aldinger, Mrs. Shirley, Vacation Village, Fla.....	112
Allott, Hon. Gordon, a U.S. Senator from the State of Colorado.....	63
Ambrose, Lewis, director, power management, Department of Lighting, city of Seattle.....	129
Bailey, Thomas, representing the Sierra Club	166
Balcolm, Kenneth, Colorado River Water Conservation District.....	108, 110
Barker, John, Rocky Mountain Chapter, Sierra Club, Denver, Colo.....	106
Barrows, Paul T., chief, environmental resources, Colorado Department of Fish, Game, and Parks.....	91, 94
Breckinridge, Thomas, attorney, Kings River Water Association, Cali- fornia, and Robert E. Leake, Jr., Kings River water master, California.....	126
Brotzman, Hon. Donald G., a U.S. Representative in Congress from the State of Colorado.....	45
Byrd, Hon. Harry F., Jr., a U.S. Senator from the State of Virginia.....	56
Chiles, Hon. Lawton, a U.S. Senator from the State of Florida.....	54
Church, Hon. Frank, a U.S. Senator from the State of Idaho.....	58
Clark, Barbara, Calumet, Mich.....	163, 164
Courter, Anson, District of Columbia Wilderness Action Committee.....	178
Day, Ernie, Wilderness Society, Boise, Idaho.....	135
Dominick, Hon. Peter H., a U.S. Senator from the State of Colorado.....	55
Dyer, Mrs. Polly, board of trustees, the Mountaineers.....	142, 147
Eissler, Fred, Sierra Club.....	152
Fontaine, Joseph, Sierra Club, southern California.....	158, 159
Goldsworthy, Dr. Patrick D., North Cascades Council, the National Office of the Sierra Club, San Francisco, Calif.....	136
Gregory, Steven, West Slope Environmental Coordinating Center, Gun- nison, Colo.....	106
Griffin, Hon. Robert P., a U.S. Senator from the State of Michigan.....	52
Hansen, Margaret M., consultant, Northern Michigan Wilderness Coalition.....	168
Harris, Mrs. Gladys, Izaak Walton League of America.....	174
Hart, Hon. Philip A., a U.S. Senator from the State of Michigan.....	47, 49
Hartwell, Elizabeth, Conservation of Virginia.....	181
Holcomb, Prof. Carl, chairman, Blue Ridge Group, Sierra Club.....	183

IV

	Page
Hondius, Peter, chairman, the Indian Peaks Committee of the Colorado Open Space Council.....	102
Janke, Prof. Robert A., representing Northern Michigan Wilderness Coalition; accompanied by Barbara Clark, Thomas Bailey, and Margaret M. Hansen.....	161
Leake, Robert E., Jr., watermaster and engineer, Kings River Water Association, Fresno, Calif.....	128
Morris, Jonas, National Parks and Conservation Association.....	148
Mounsey, William Bird, Colorado Open Space Council, Evergreen, Colo.....	98
Nelson, Thomas C., Deputy Chief, U.S. Forest Service; accompanied by Mr. Crane.....	79
Reed, Nathaniel, Assistant Secretary of the Interior; accompanied by Mr. Bohlen, Mr. Bauer, John Eadie, Mr. Troyer, and Mr. Cunningham.....	65, 113
Schaeffer, Robert, Sierra Club, Potomac Chapter.....	175
Soest, Jon, Virginia Wilderness Committee.....	182
Spong, Hon. William B., a U.S. Senator from the State of Virginia.....	53
Whiteman, Lynn K., Meeker Chamber of Commerce, Meeker, Colo.....	96

COMMUNICATIONS

Hondius, Peter, chairman, Indian Peaks Committee of C.O.S.C.: letter to Senator Allott, dated May 15, 1972.....	105
Milliken, Hon. William G., Governor, State of Michigan:	
Letter to Senator Hart, dated May 5, 1972.....	51
Telegram to Senator Griffin, dated May 5, 1972.....	53
Ottosen, Duane P., president, Meeker Lions Club: letter to Senator Allott, dated May 1, 1972.....	97
Whaley, Julian C., acting superintendent, Department of Lighting, Seattle, Wash.: letter to Senator Jackson, dated May 3, 1972.....	181

ADDITIONAL INFORMATION

House Joint Memorial No. 1002 of the Colorado Legislature.....	92
Public Law 91-82, 91st Congress, S. 713, October 10, 1969.....	78

RESOLUTIONS

Western Snow Conference, resolution of.....	133
City Council of Meeker, Colo., resolution of.....	97

APPENDIX

STATEMENTS

Canoe Cruisers' Association.....	235
Courter, Anson, chairman of the Conservation Committee of the Appalachian Trail Club.....	230
Crandell, Harry, director of wilderness reviews, the Wilderness Society.....	192
De Vegh, Hanna, Washington, D.C.....	233, 234
Hession, Jack, Alaska representative, Sierra Club.....	236
Jones, A. Durand, representing the Florida Chapter of the Sierra Club.....	234
Kimball, Thomas L., executive vice president, National Wildlife Federation, Washington, D.C.....	189
McKevitt, Hon. James D. "Mike," a U.S. Representative in Congress from the State of Colorado.....	237
Tabbert, Russell and Barbara, Portage, Ohio.....	231
Thompson, A. Stanley, Sperryville, Va., representing the Rappahannock League for Environmental Protection.....	233

COMMUNICATIONS

Anderson, C. H., Denver, Colo.....	268
Artale, Robert D., Denver, Colo.....	250
Bachus, Nelson E., M.D., Fort Collins, Colo.....	255
Bailey, Wm. Carl, M.D., Denver, Colo.....	259
Balcomb, Kenneth, Glenwood Springs, Colo.....	260
Ballmer, Ralph W., Denver, Colo.....	269
Becker, Edward M., Longmont, Colo.....	246

	Page
Blette, Mrs. Patricia, Denver, Colo.....	246
Bohlin, Dr. and Mrs. Ralph, Boulder, Colo.....	251
Boyd, Mr. and Mrs. C. K., Golden, Colo.....	249
Brandauer, Carl, Denver, Colo.....	262
Carruth, Dennis, Denver, Colo.....	256
Cheley, J. A., Denver, Colo.....	263
Ciak, Josephine E. (Mrs. H.), North Arlington, N.J.....	242
Cobb, Harrison, Boulder, Colo.....	257
Colpitts, E. M., by Ralph R. Hill, Denver, Colo.....	262
Cooney, Robert F., Denver, Colo.....	267
Cowles, Catherine, Boulder, Colo.....	251
Cunningham, Gerry and Ann, Ward, Colo.....	271
Cushman, Mr. and Mrs. Glenn W., Boulder, Colo.....	259
Davis, Marian L., Denver, Colo.....	265
Dobrovolny, Dave, Denver, Colo.....	251
Emerick, Mrs. L., Marquette, Mich.....	254
Falkenberg, John F., Denver, Colo.....	264
Fest, Thorrel B., Boulder, Colo.....	261
Fisk, Marion W., Western Wood Products Association.....	240
Gallagher, Mr. and Mrs. Alan, Boulder, Colo.....	245
Gray, W. Howard, American Mining Congress.....	238
Grefrath, Bruce C., Washington, D.C.....	256
Hansen, Mrs. Claude B., Denver, Colo.....	252
Harold, Ruth L. and Franklin M., Denver, Colo.....	270
Heim, Harold C., Ph.D., Boulder, Colo.....	260
Heiple, Dr. Clinton, Boulder, Colo.....	267
Hubbard, Unison R., Boulder, Colo.....	250
Hughart, R. P., Englewood, Calif.....	261
Ives, Jack D., Boulder, Colo.....	266
Johnson, Mrs. Janet, Denver, Colo.....	253
Johnson, Kurt A., Villa Park, Ill.....	270
Johnson, R. Curtis, Boulder, Colo.....	258
Johnson, R. W., Ed. D., Fort Morgan, Colo.....	248
Johnston, E. Jane, Greeley, Colo.....	244
Kendall, Bernie L., Greeley, Colo.....	272
Kenyon, Lila, Denver, Colo.....	248
Kessler, Steven, Denver, Colo.....	264
Kirkmire, Nicholas J., Denver, Colo.....	272, 273
Krimm, Mrs. Hans, Colorado Springs, Colo.....	247
Kunasz, Mrs. Paul B., Boulder, Colo.....	251
LaLena, Philip J., Denver, Colo.....	270
Lambert, Darwin, Luray, Va.....	252
Lehmann, Scott K., Mansfield Center, Conn.....	245
Love, John A., Governor, Colorado.....	189
Lyngholm, Donavon H., Shiprock, N. Mex.....	262
Merritt, Clifton R., The Wilderness Society.....	255
Miller, Marilyn, Denver, Colo.....	269
Minard, Fran, Lincoln, Nebr.....	271
Morgan, Susan, Littleton, Colo.....	247
Mulford, Jon K., Granby, Colo.....	270
Overby, Arnold G., Beaver Bay, Minn.....	253
Parker, Sophia B., Colorado Springs, Colo.....	249
Paschal, Charles P. S., Boulder, Colo.....	249
Pearson, William O., mayor, city of Sedro Woolley, Wash.....	242
Prouty, Dick, Denver, Colo.....	263
Reese, Susan H., Colorado Springs, Colo.....	267
Robinson, Lita, Denver, Colo.....	246
Rodriguez, Raoul, Denver, Colo.....	252
Roesler, Mark E., Boulder, Colo.....	265, 271
Scheerer, Mrs. Florence T., Boulder, Colo.....	259
Schnedeker, Jane.....	268
Sloan, Raymond D., Fraser, Colo.....	190
Smart, Thomas D., Jr., Denver, Colo.....	257
Snitgen, Donald, Marquette, Mich.....	254

VI

Soest, Jon F., Williamsburg, Va.....	Page 260
Stagg, Julie, Denver, Colo.....	245
Strong, Douglas H., San Diego, Calif.....	269
Sytsma, Jerome, G., Denver, Colo.....	249
Tamminga, John R., Denver, Colo.....	262
Taylor, Lyle A., Huntsville, Ala.....	241
Velasquez, Doddie, Grand Junction, Colo.....	248
Wachowski, James J., Marquette, Mich.....	248
Walker, Frederic B., M.D., Denver, Colo.....	257
Ward, Richard T., Fort Collins, Colo.....	264
Warren, David J., mayor, Ward, Colo.....	265
Weiner, Ruth F., Miami, Fla.....	243
Wheaton, Leonard F. and Anita, Evergreen, Colo.....	250
Whiteley, Bruce, Grand Junction, Colo.....	258
Whitesell, Edward A., Boulder, Colo.....	247
Widman, Jean, Denver, Colo.....	258
Wiele, Mrs. Ken, Ironwood, Mich.....	255
Wilson, Peter C., et al. (telegram).....	272
Wilson, Robert, Western Wood Products Association.....	239

RESOLUTIONS

Houghton, Mich., resolution.....	254
Northern Environmental Council, resolution of.....	253

SUMMARY OF WILDERNESS BILLS

S. 2453 (JACKSON AND ALLOTT) (BY REQUEST)

To designate certain lands as wilderness.

This bill will place 14 additional areas in the Wilderness Preservation System. The areas involved are:

Farallon National Wildlife Refuge, California, consists of primarily four islands and several other small rocks. The total 141 acres comprise an important sea bird rookery, hosting some 150,000 to 200,000 birds each summer, including the largest colony complex of cormorants in California. Sea lions also inhabit the area.

Chamisso National Wildlife Refuge, Alaska; which comprises 455 acres of islands within the Kotzebue Sound. This island group contains the largest marine bird nesting colony in northwestern Alaska. During annual migrations, the birds raised in this refuge contributed significantly to the abundance and variety of bird life along the coasts of Alaska, Washington, Oregon and California; National Key Deer Refuge, Great White Heron National Wildlife Refuge and Key West National Wildlife Refuge, Fla.; Simeonof National Wildlife Refuge, Alaska; Izembek National Wildlife Refuge, Alaska; West Sister National Wildlife Refuge, Ohio; Breton National Wildlife Refuge, La.; Isle Royale National Park, Mich.; Sequoia and Kings Canyon National Parks, Calif.; North Cascades National Park, Wash.; and Shenandoah National Park, Va.

S. 3120 (CHILES AND GURNEY)

Florida Keys National Wildlife Refuge is comprised of National Key Deer Refuge, Great White Heron and the Key West National Wildlife Refuge which stretch 60 miles into the Gulf of Mexico. The area consist of 4,740 acres of small roadless islands containing tropical regulations, many threatened species of birds and a limited number of Key Deer.

Simeonof National Wildlife Refuge, Alaska; is situated in the eastern-part of the Shumgin Island group in the Gulf of Alaska. The Island provides for the preservation of the sea otter and other wildlife. This area is the only refuge in Alaska that includes the submerged lands one mile from shore within the refuge boundaries. The proposed wilderness area including the small Murie Islets and surrounding waters, total 25,272 acres.

Izembek National Wildlife Refuge, Alaska; This area consists of 301,451 acres. The tremendous natural biological productivity of this area supports a diverse array of wildlife; it is best known for its use by millions of water-birds, its unique mammalian fauna and its outstanding salmon spawning waters.

West Sister National Wildlife Refuge, Ohio; 85 acres. Located just nine miles east of Toledo, this island refuge serves as an important nesting area for egrets, herons, swallows, warblers and a host of other birds. The refuge is an exceptionally primitive landscape compared to the intensive land uses found along most of the Lake Erie shore.

Breton Island National Wildlife Refuge includes a number of roadless islands located about 15 miles offshore from the Mississippi River—Delta and 25 miles from the Mississippi mainland. These islands, totalling 4,507 acres, comprise a wilderness that is important to nesting shore birds, sea turtles and wintering waterfowl.

S. 2539 AND AMENDMENT No. 1164 (HART)

Isle Royale National Park, Michigan; 120,588 acres of island wilderness in Lake Superior. Isle Royale is one of the few remaining areas where the North

American timberwolf can be found along with other relatively rare species including the moose, beaver, mink and lynx.

Sequoia and Kings Canyon National Parks, California; 721,970 acres. With its abundant wildlife and groves of giant sequoia trees this area of the Sierra Nevada Mountains is an important site for scientific research concerning natural areas.

S. 2158 (BYRD)—S. 3541 (SPONG)

Shenandoah National Park is located in the Blue Ridge Mountains of Virginia. The Park lands are within eight counties. The scenic grandeur of the Shenandoah's Blue Ridge is well known. This area is one of the few remaining examples of the vast mountain wildernesses that long ago stood as an obstacle before pioneers pushing westward.

The North Cascades complex is located in the northernmost reaches of the North Cascade range in Whatcom, Skagit and Chelan Counties of Washington. This 515,880 acre wilderness includes rugged alpine mountains whose glaciers feed lakes and streams in the virgin forests below.

S. 3119 (CHILES AND GURNEY) (HOUSE PASSED BILL 736)

To designate certain lands in the Cedar Keys National Wildlife Refuge in Florida as wilderness.

Cedar Keys National Wildlife Refuge, comprised of 378 acres on four small islands in the Gulf of Mexico, approximately three miles seaward of Levy County, Florida.

The four outer islands of Cedar Keys, Seahouse, Snake Bird and North are valuable nesting areas for colonial birds, bald eagle and osprey.

S. 1198 (JACKSON AND ALLOTT)

Indian Peaks Area, Colorado, to authorize the Secretary of Agriculture to review as to its suitability for preservation as wilderness the area commonly known as the Indian Peaks Area in the State of Colorado.

This proposed wilderness area is located within the Arapaho and Roosevelt National Forests. Indian Peaks Area, a major portion of the 75,000 acres are located in the north central counties of Boulder and Grand.

The area is bounded on the north by Rocky Mountains National Park and on the West by Shadow Mountain Recreation Area. This outstanding natural area contains many interesting features, which include an active glacier, ponds, lakes, streams, timber and many other scenic views.

The area would be designated Indian Peaks Wilderness and be administered in accordance with the provisions of the wilderness act, Public Law 88-577, dated September 3, 1964, and the Regulations of the Secretary of Agriculture, Title 36C. F. R. 251.70-251.84.

S. 1441 (ALLOTT AND DOMINICK)

To designate the Flat Tops Wilderness, Routt and White River National Forest, in the State of Colorado.

This proposed wilderness is included within the boundaries of the Routt and White River National Forests in the Northwestern Colorado counties of Eagle, Garfield and Rio Blanco. Total area within proposed boundaries is 142,230 acres of which 118,230 acres in the White River National Forest and 24,000 acres in Routt National Forest. There are no non-Federal lands within the proposed boundaries.

This is an area with approximately 55 percent timber cover with interspersed lakes, ponds, open parks and valleys that will provide excellent opportunities for unusual adventures, challenge and excitement.

This area would be called Flat Tops Wilderness and would be administered in accordance with the provisions of the Wilderness Act, Public Law 88-577, dated September 3, 1964, and the Regulations of the Secretary of Agriculture. Title 36 C.F.R. 251.70-251.84.

PRESERVATION OF WILDERNESS AREAS

FRIDAY, MAY 5, 1972

U.S. SENATE,
SUBCOMMITTEE ON PUBLIC LANDS
OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C.

The subcommittee met at 10 a.m., pursuant to notice, in room 3110, New Senate Office Building, Hon. Frank Church (chairman) presiding.

Present: Senators Church (presiding) and Allott.

Staff present: Jerry Verkler, staff director; Porter Ward, professional staff member; and Charles Cook, minority counsel.

Senator CHURCH. Ladies and gentlemen, this is the time duly noticed and set for an open hearing by the Senate Subcommittee on Public Lands on legislation which would designate various additional areas for the Wilderness Preservation System. The areas involved are located on national wildlife refuges, national parks, and national forests. The areas under consideration in S. 2453 are: Farallon National Wildlife Refuge, Calif.; Chamisso National Wildlife Refuge, Alaska; National Key Deer Refuge, Great White Heron National Wildlife Refuge and Key West National Wildlife Refuge, Fla.; Simeonof National Wildlife Refuge, Alaska; Izembek National Wildlife Refuge, Alaska; West Sister National Wildlife Refuge, Ohio; Breton National Wildlife Refuge, La.; Isle Royale National Park, Mich.; Sequoia and Kings Canyon National Parks, Calif.; North Cascades National Park, Wash.; and Shenandoah National Park, Va.

Other measures to be considered here today are: S. 1198, Indian Peaks Wilderness, Colo.; Flat Tops Wilderness, Colo.; S. 3119 and H.R. 736 (House passed bill), the Cedar Keys National Wildlife Refuge, Fla.; S. 3120, the National Key Deer Refuge, Great White Heron National Wildlife Refuge, and Key West National Wildlife Refuge, Fla.; S. 2539 and amendment No. 1164, Isle Royale National Park, Mich.; S. 2158 and S. 3541, Shenandoah National Park, Va.

The areas encompassed in these bills approximate 1,869,725 acres.

Due to the large number of witnesses appearing here today to present testimony on these legislative proposals, I will ask each of you to limit your remarks to not more than 5 minutes, and then to submit your full statement for the record where it will appear as if read. Also in the interest of saving time we have grouped witnesses into panels as indicated on the witness list. If you wish to testify on more than one area do so while you are at the witness table. Please keep in mind the 5-minute limitation. If there is anyone that would like to submit their prepared statement and not make an oral presentation, I will see that it appears in the record in its entirety.

I direct that the text of these bills and the reports from the executive departments appear at this point in the record.

(The material referred to follows:)

92^D CONGRESS
1ST SESSION

S. 1198

IN THE SENATE OF THE UNITED STATES

MARCH 11, 1971

Mr. ALLOTT (for himself and Mr. DOMINICK) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To authorize the Secretary of Agriculture to review as to its suitability for preservation as wilderness the area commonly known as the Indian Peaks Area in the State of Colorado.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That (a) the Secretary of Agriculture, in administering the
4 provisions of subsection (b) of section 3 of the Wilderness
5 Act, shall review, as to its suitability or nonsuitability for
6 preservation as wilderness, the area (or any portion thereof)
7 located partially in Arapaho National Forest and partially in
8 Roosevelt National Forest, containing approximately sev-
9 enty-five thousand acres, lying generally south of the south-

1 ern boundary of Rocky Mounntain National Park, Colorado,
2 and commonly referred to as the Indian Peaks Area, and
3 shall report his findings to the President on or before the
4 expiration of the eighteen-month period following the date
5 of the enactment of this Act. The President shall advise
6 the United States Senate and House of Representatives of
7 his recommendations with respect to the designation of such
8 area or portion thereof as "wilderness", together with maps
9 and a definition of boundaries. Any recommendation of the
10 President to the effect that such area or portion thereof
11 should be designated as "wilderness" shall become effective
12 only if so provided by an Act of Congress.

13 (b) The review required by this Act, including any re-
14 ports and recommendations with respect thereto, shall, except
15 to the extent otherwise provided in this Act, be conducted in
16 accordance with the applicable provisions of the Wilderness
17 Act.

18 SEC. 2. There is hereby authorized to be appropriated
19 such amount as may be necessary to carry out the provisions
20 of this Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., November 29 1971.

Hon. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: We respond to your request for comment on S. 1198, a bill "To authorize the Secretary of Agriculture to review as to its suitability for preservation as wilderness the area commonly known as the Indian Peaks Area in the State of Colorado".

Except as noted herein, we defer to the Department of Agriculture, whose program responsibilities would be most directly affected, concerning the advisability of enactment.

S. 1198 would direct the Secretary of Agriculture to review as to suitability for wilderness designation the area in Colorado known as Indian Peaks, and to report his findings to the President within 18 months of enactment. The President would then be obliged to make a recommendation to the Congress, and to transmit maps and boundary descriptions of such areas as he deemed worthy of inclusion in the National Wilderness Preservation System. S. 1198 further requires that the subject wilderness study be conducted pursuant to applicable provisions of the Wilderness Act, and authorizes the appropriation of such sums as may be necessary for its implementation.

Under section 3(b) of the Act of September 3, 1964 (78 Stat. 890, 891) establishing the National Wilderness Preservation System, the Secretary of Agriculture is required to review each area in the national forests then-classified as "primitive" to determine its suitability for preservation as wilderness. The Secretary's findings are to be reported to the President within ten years, who in turn would advise the Congress on his own recommendations thereon. Section 4(d) (2) of the Wilderness Act also requires that national forest wilderness areas be surveyed by the Geological Survey and the Bureau of Mines "to determine the mineral values, if any, that may be present". Such studies have been made on all national forest areas heretofore proposed for inclusion in the Wilderness System.

The Indian Peaks Area proposed for study by S. 1198 is not a Primitive Area, and has not therefore been the subject of a mineral survey in conjunction with Forest Service studies pursuant to section 3(b) of the Wilderness Act. The area proposed for study is rugged, mountainous terrain comprised of some 75,000 acres within the Arapaho and Roosevelt National Forests. We do not have adequate information at this time to determine if the area has significant mineral potential. Patented mining claims lie in the high country. Numerous past claim locations and old diggings are evidence of past activity and probably mineralized exposures. Geophysical surveys would be an important part of any mineral survey because the area is just north of producing districts along the front range.

A complete mineral survey of so large an area, including field studies, preparation of the report, and such hearings as may be necessary, could not be accomplished within the 18-month period allowed by S. 1198. We estimate that conduct of a satisfactory survey, once authorized, would require approximately 36 months.

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,

JOHN A. LANON,
Assistant Secretary of the Interior.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., May 4, 1972.

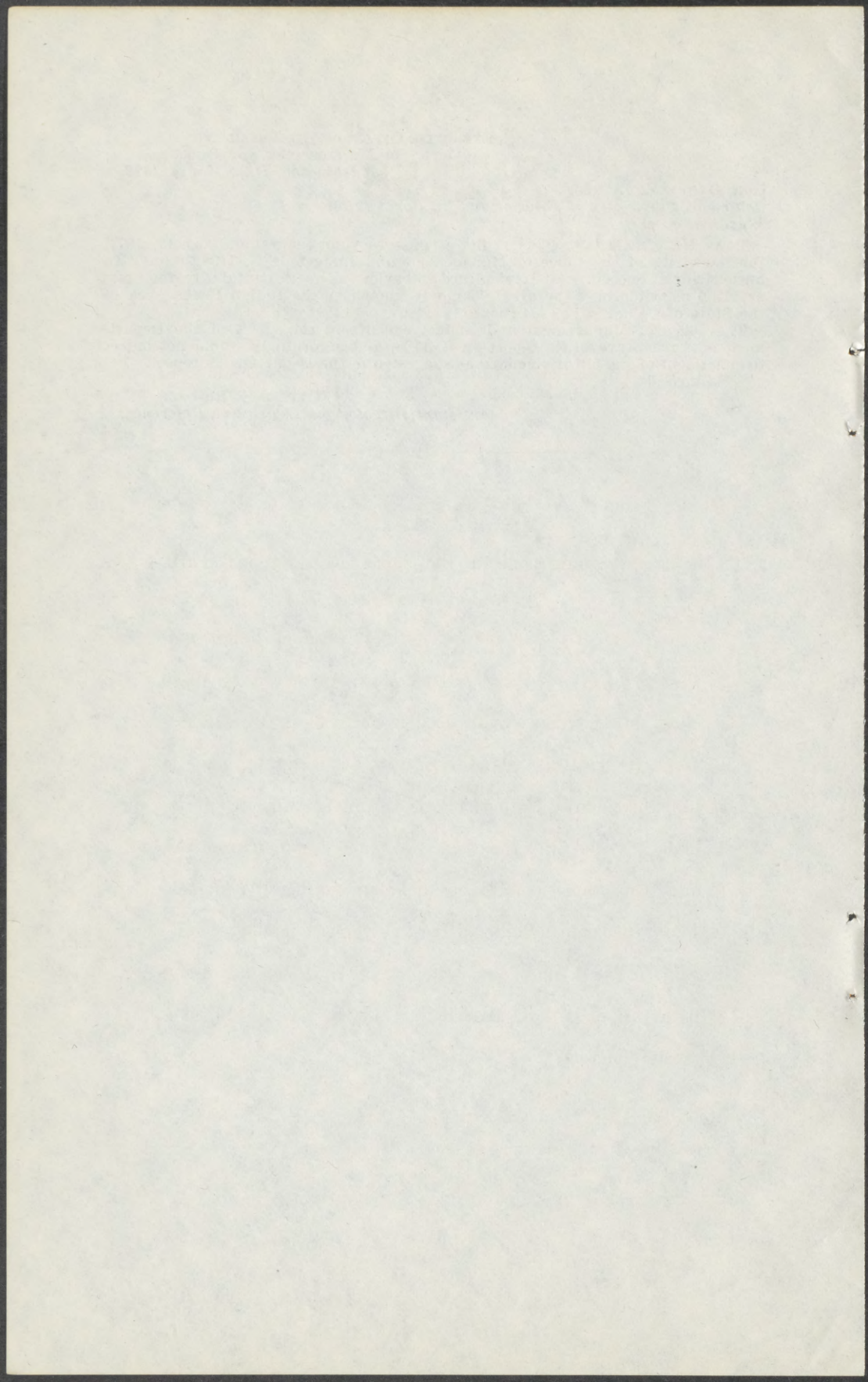
Hon. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of May 17, 1971, for the views of the Office of Management and Budget on S. 1198, a bill "To authorize the Secretary of Agriculture to review as to its suitability for preservation as wilderness the area commonly known as the Indian Peaks Area in the State of Colorado."

The Office of Management and Budget concurs in the views of the Department of Agriculture in its report on S. 1198, and accordingly would not object to enactment of the bill if amended as suggested in the Department's report.

Sincerely,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.



92^D CONGRESS
1ST SESSION

S. 2158

IN THE SENATE OF THE UNITED STATES

JUNE 24 (legislative day, JUNE 23), 1971

Mr. BYRD of Virginia introduced the following bill; which was read twice
and referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain lands in the Shenandoah National Park,
Virginia, as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That, in accordance with section 3 (c) of the Wilderness
4 Act (78 Stat. 890; 16 U.S.C. 1132 (c)), certain lands in
5 the Shenandoah National Park, Virginia, which comprise
6 about seventy-three thousand two hundred and eighty acres,
7 and which are depicted on the map entitled "Wilderness
8 Plan, Shenandoah National Park, Virginia," numbered NP-
9 SHE/MP-8D and dated October 1970, are hereby desig-
10 nated as wilderness, and shall be known as the "Shenan-
11 doah Wilderness".

1 SEC. 2. As soon as practicable after this Act takes effect,
2 a map of the wilderness area and a definition of its boundaries
3 shall be filed with the Interior and Insular Affairs Commit-
4 tees of the United States Senate and the House of Repre-
5 sentatives, and such map and definition shall have the same
6 force and effect as if included in this Act: *Provided, how-*
7 *ever,* That correction of clerical and typographical errors
8 in such map and definition may be made.

9 SEC. 3. Wilderness areas designated by or pursuant to
10 this Act shall be administered in accordance with the pro-
11 visions of the Wilderness Act governing areas designated
12 by that Act as wilderness areas, except that any reference
13 in such provisions to the effective date of the Wilderness
14 Act shall be deemed to be a reference to the effective date
15 of this Act, and any reference to the Secretary of Agricul-
16 ture shall be deemed to be a reference to the Secretary who
17 has administrative jurisdiction over the area.

92D CONGRESS
1ST SESSION

S. 2453

IN THE SENATE OF THE UNITED STATES

AUGUST 5 (legislative day, AUGUST 3), 1971

Mr. JACKSON (for himself and Mr. ALLOTT) (by request) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain lands as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That, (a) in accordance with section 3 (c) of the Wilderness
4 Act (78 Stat. 890; 16 U.S.C. 1132 (c)), the following lands
5 are hereby designated as wilderness, and shall be adminis-
6 tered by the Secretary of the Interior in accordance with
7 the provisions of the Wilderness Act;

8 (1) certain lands in the Farallon National Wild-
9 life Refuge, California, which comprise about one hun-
10 dred and forty-one acres and which are depicted on a
11 map entitled "Farallon Wilderness—Proposed" and

II

1 dated October 1969 and revised March 1970, which
2 shall be known as the "Farallon Wilderness";

3 (2) certain lands in the Chamisso National Wild-
4 life Refuge, Alaska, which comprise about four hundred
5 and fifty-five acres and which are depicted on a map en-
6 titled "Chamisso Wilderness Proposal" and dated No-
7 vember 1969, which shall be known as the Chamisso
8 Wilderness;

9 (3) all lands in the West Sister Island National
10 Wildlife Refuge, Ohio, which comprise about eighty-
11 five acres and which are depicted on a map entitled
12 "Proposed West Sister Island Wilderness" and dated
13 October 1969, which shall be known as the West Sis-
14 ter Island Wilderness: *Provided*, That nothing in this
15 Act shall be deemed to preclude continued essential
16 maintenance of the lighthouse as a navigational aid and
17 as a historical structure;

18 (4) certain lands within Isle Royale National Park,
19 Michigan, as depicted on the map entitled "Recom-
20 mended Wilderness, Isle Royale National Park, Michi-
21 gan", numbered NP-IR/MP-11-D, and dated January
22 1970, containing approximately one hundred and twenty
23 thousand and five hundred and eighty-eight acres, which
24 shall be known as the Isle Royale Wilderness;

25 (5) certain lands in the National Key Deer Refuge,

1 Great White Heron National Wildlife Refuge, and the
2 Key West National Wildlife Refuge, Florida, which are
3 depicted on a map entitled "Florida Keys Wilderness—
4 Proposed" dated August 1969, which shall be known as
5 the "Florida Keys Wilderness";

6 (b) Maps of these wilderness areas shall be on file and
7 available for public inspection in the offices of the Bureau of
8 Sport Fisheries and Wildlife or the National Park Service,
9 and

10 (c) Except as specifically provided for in this Act, and
11 subject to existing private rights, there shall be no commer-
12 cial enterprise and no permanent road within any wilderness
13 area designated by this Act and, except as necessary to meet
14 minimum requirements for the administration of the area for
15 the purpose of this Act and for the purposes prescribed by sec-
16 tions 4 (a) and (b) of the Wilderness Act (78 Stat. 890)
17 (including measures required in emergencies involving the
18 health and safety of persons within the area), there shall be
19 no temporary road, no use of motor vehicles, motorized
20 equipment or motorboats, no landing of aircraft, no other
21 form of mechanical transport, and no structure or installa-
22 tion within any such area. Commercial services may be per-
23 formed within the wilderness areas designated by this Act
24 to the extent necessary for activities which are proper for

1 realizing the recreational or other wilderness purposes of such
2 areas.

3 SEC. 2. (a) That, in accordance with section 3 (c) of
4 the Wilderness Act of September 3, 1964 (78 Stat. 890,
5 892; 16 U.S.C. 1132 (c)), the following lands are hereby
6 designated as wilderness, and shall be administered by the
7 Secretary of the Interior in accordance with the provisions
8 of the Wilderness Act governing areas designated by that
9 Act as wilderness areas, except that any reference in such
10 provisions to the effective date of the Wilderness Act shall
11 be deemed to be a reference to the effective date of this Act,
12 and any reference to the Secretary of Agriculture shall be
13 deemed to be a reference to the Secretary of the Interior:

14 (1) certain lands in the Simeonof National Wildlife
15 Refuge, Alaska, which comprise about twenty-five thou-
16 sand one hundred and forty acres and which are depicted
17 on a map entitled "Simeonof Wilderness—Proposed",
18 dated November 1969, and revised January 1971, which
19 shall be known as the "Simeonof Wilderness";

20 (2) certain lands in the Izembek National Wildlife
21 Range, Alaska, which comprise approximately three
22 hundred thousand acres, and certain lands in the Aleutian
23 Islands National Wildlife Refuge, Alaska, which com-
24 prise about one thousand four hundred and fifty-one acres
25 and which are both depicted on a map entitled "Izem-

1 bek Wilderness Proposal", dated May 1970, which shall
2 be known as the "Izembek Wilderness";

3 (b) Maps of these wilderness areas shall be on file and
4 available for public inspection in the offices of the Bureau of
5 Sport Fisheries and Wildlife, or the National Park Service,
6 Department of the Interior; and

7 (c) As soon as practicable after this Act takes effect,
8 maps of these wilderness areas and descriptions of their
9 boundaries shall be filed with the Interior and Insular Affairs
10 Committees of the United States Senate and House of Repre-
11 sentatives, and such maps and descriptions shall have the
12 same force and effect as if included in this Act: *Provided*,
13 *however*, That correction of clerical and typographical errors
14 in such maps and descriptions may be made.

15 SEC. 3. (a) That, in accordance with section 3 (c) of
16 the Wilderness Act of September 3, 1964 (78 Stat. 890,
17 892; 16 U.S.C. 1132 (c)), the following lands are hereby
18 designated as wilderness, and shall be administered in
19 accordance with the provisions of the Wilderness Act gov-
20 erning areas designated by that Act as wilderness areas,
21 except that any reference in such provisions to the effective
22 date of the Wilderness Act shall be deemed to be a reference
23 to the effective date of this Act, and any reference to the Sec-
24 retary of Agriculture shall be deemed to be a reference to the
25 Secretary who has administrative jurisdiction over the area:

1 (1) certain lands within Sequoia and Kings Canyon
2 National Parks, California, which comprise about seven
3 hundred twenty-one thousand nine hundred and seventy
4 acres, as depicted on the map entitled "Wilderness Plan,
5 Sequoia and Kings Canyon National Park", numbered
6 102,20,002, which shall be known as the "Sequoia-
7 Kings Canyon Wilderness";

8 (2) certain lands in the Shenandoah National Park,
9 Virginia, which comprise about seventy-three thousand
10 two hundred and eighty acres, and which are depicted
11 on the map entitled "Wilderness Plan, Shenandoah Na-
12 tional Park, Virginia," numbered NP-SHE/MP-8D
13 and dated October 1970, which shall be known as the
14 "Shenandoah Wilderness";

15 (3) certain lands in the North Cascades National
16 Park and in the Ross Lake and Lake Chelan National
17 Recreation Areas, which comprise about five hundred
18 fifteen thousand eight hundred and eighty acres, and
19 which are depicted on the map entitled "Wilderness
20 Study, North Cascades, Washington", numbered EDP-
21 WSC-168-20,005 and dated August 1970, which shall
22 be known as the "North Cascades Wilderness";

23 (4) certain lands in the Breton National Wildlife
24 Refuge, Louisiana, which comprise about four thousand
25 four hundred and twenty acres and which are depicted

1 on a map entitled "Breton Wilderness—Proposed" and
2 dated December 1970, which shall be known as the
3 "Breton Wilderness";

4 (b) Maps of these wilderness areas shall be on file and
5 available for public inspection in the offices of the Forest
6 Service, Department of Agriculture, or the National Park
7 Service, Department of the Interior; and

8 (c) As soon as practicable after this Act takes effect,
9 maps of these wilderness areas and descriptions of their
10 boundaries shall be filed with the Interior and Insular Affairs
11 Committees of the United States Senate and House of
12 Representatives, and such maps and descriptions shall have
13 the same force and effect as if included in this Act: *Provided*,
14 *however*, That correction of clerical and typographical errors
15 in such maps and descriptions may be made.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 4, 1972.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: There is pending before your committee S. 2453, a bill
"To designate certain lands as wilderness."

We recommend the enactment of S. 2453 with the amendments suggested herein.

S. 2453 would designate as wilderness, in accordance with section 3(c) of the Wilderness Act of 1964, eleven areas of federally owned land administered by this Department. These lands were among the fourteen areas recommended by the President to the Congress for inclusion in the National Wilderness Preservation System on April 28, 1971, following study and favorable recommendations by this Department.

S. 2453 does not include three of the areas proposed for wilderness designation by the President in his message of April 28, 1971. We recommend that S. 2453 be amended to incorporate into the wilderness system these three areas within the Arches National Park, Capitol Reef National Park and Cedar Breaks National Monument. One of the areas included in S. 2453 is the Administration's proposal to designate certain lands as wilderness within the Izembek National Wildlife Range, Alaska. With the enactment of the Alaskan Native Claims Act, a large portion of the lands recommended by the President for wilderness designation within this refuge are now subject to the selection rights of the Alaskan Natives. We therefore recommend that action regarding wilderness designation within Izembek National Wildlife Range be deferred until the Alaskan Natives have made their final selections in this area and this Department has determined the impact of such selections on the proposed wilderness. Accordingly, the proposed Izembek Wilderness should be deleted from the bill. The proposed Breton Wilderness, Louisiana, should be amended in order to allow for the continued use of the historic United States Coast Guard lighthouse located on the northernmost island of the Chandeleur chain.

The eleven areas included in S. 2453 to be designated as wilderness are divided for no apparent purpose into three separate sections. Each of these sections in S. 2453 does not consistently apply to the proposed wilderness areas the same administrative and procedural provisions. We believe that all eleven areas should be incorporated into the wilderness system under the same general administrative and procedural terms. The following amended version of S. 2453 would clarify the existing language of the bill and apply administrative and procedural provisions uniformly to all of the proposed wilderness areas, as well as add the above three areas to the bill and make the recommended deletion of the Izembek National Wildlife Range. Our amended version places into a new section 1 thirteen areas to be designated as wilderness, and consolidates into new sections 2, 3, and 4, all the provisions which should be consistently applied to each area. These changes can be accomplished by substituting the following sections for the existing language after the enacting clause of S. 2453:

"That in accordance with section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132(c)), the following lands within national wildlife refuges, national parks, recreation areas, and monuments are hereby designated as wilderness:

"NATIONAL WILDLIFE REFUGES

"(a) certain lands in the Breton National Wildlife Refuge, Louisiana, which comprise about four thousand four hundred and twenty acres and which are depicted on a map entitled "Breton Wilderness—Proposed" and dated December 1970, which shall be known as the "Breton Wilderness": *Provided*, That nothing in this Act shall be deemed to preclude continued essential maintenance of the lighthouse as a navigational aid and as a historical structure;

"(b) certain lands in the Chamisso National Wildlife Refuge, Alaska, which comprise about four hundred and fifty-five acres and which are depicted on a map entitled "Chamisso Wilderness Proposal" and dated November 1969, which shall be known as the "Chamisso Wilderness";

"(c) certain lands in the Farallon National Wildlife Refuge, California, which comprise about one hundred and forty-one acres and which are depicted on a map entitled "Farallon Wilderness—Proposed" and dated October 1969 and revised March 1970, which shall be known as the "Farallon Wilderness";

"(d) certain lands in the National Key Deer Refuge, Great White Heron National Wildlife Refuge, and the Key West National Wildlife Refuge, Florida, which comprise about four thousand seven hundred and forty acres and which are depicted on a map entitled "Florida Keys Wilderness—Proposed" dated August 1969, which shall be known as the "Florida Keys Wilderness";

"(e) certain lands in the Simeonof National Wildlife Refuge, Alaska, which comprise about twenty-five thousand one hundred and forty acres and which are depicted on a map entitled "Simeonof Wilderness—Proposed," dated November 1969 and revised January 1971, which shall be known as the "Simeonof Wilderness";

"(f) all lands in the West Sister Island National Wildlife Refuge, Ohio, which comprise about eighty-five acres and which are depicted on a map entitled "proposed West Sister Island Wilderness" and dated October 1969, which shall be known as the "West Sister Island Wilderness"; *Provided*, That nothing in this Act shall be deemed to preclude continued essential maintenance of the lighthouse as a navigational aid and as a historical structure.

"NATIONAL PARKS, RECREATION AREAS AND MONUMENTS

"(g) certain lands in the Isle Royale National Park, Michigan, which comprise about one hundred twenty thousand five hundred and eight-eight acres, and which are depicted on the map entitled "Recommended Wilderness, Isle Royale National Park, Michigan," numbered NP-IR/MP-11D and dated January 1970, which shall be known as the "Isle Royale Wilderness";

"(h) certain lands in the Sequoia and Kings Canyon National Parks, California, which comprise about seven hundred twenty-one thousand nine hundred and seventy acres, and which are depicted on the map entitled "Wilderness Plan, Sequoia and Kings Canyon National Parks" numbered 102-20002 and dated January 1971, which shall be known as the "Sequoia-Kings Canyon Wilderness";

"(i) certain lands in the Shenandoah National Park, Virginia, which comprise about seventy-three thousand two hundred and eighty acres, and which are depicted on the map entitled "Wilderness Plan, Shenandoah National Park Virginia," numbered NP-SHE/MP-8D and dated October 1970, which shall be known as the "Shenandoah Wilderness";

"(j) certain lands in the North Cascades National Park and the Ross Lake and Lake Chelan National Recreation Areas, Washington, which comprise about five hundred fifteen thousand eight hundred and eighty acres, and which are depicted on the map entitled "Wilderness Recommendations, North Cascades, Washington," numbered EPD-WSC-168-20005 and dated August 1970, which shall be known as the "North Cascades Wilderness";

"(k) certain lands in the Cedar Breaks National Monument, Utah, which comprise about four thousand three hundred and seventy acres, and which are depicted on the map entitled "Recommended Wilderness, Cedar Breaks National Monument, Utah," numbered NM-CB-7402, dated April 1969, which shall be known as the "Cedar Breaks Wilderness";

"(l) certain lands in the Arches National Park, Utah, which comprise about fifteen thousand seven hundred and three acres and which are depicted on the map entitled "Recommended Wilderness, Arches National Monument, Utah," numbered NM-ARC-7403 and dated April 1969, which shall be known as the "Arches Wilderness";

"(m) certain lands in the Capitol Reef National Park, Utah, which comprise about twenty-three thousand and fifty-four acres, and which are depicted on the map entitled "Recommended Wilderness, Capitol Reef National Monument, Utah," numbered NM-CR-7403 and dated April 1969, which shall be known as the "Capitol Reef Wilderness."

"SEC. 2. Each map and description of the boundaries of such lands shall be on file and available for public inspection in the offices of the Bureau of Sport Fisheries and Wildlife or the National Park Service, Department of the Interior.

"SEC. 3. As soon as practicable after this Act takes effect, maps of the wilderness areas and a description of their boundaries shall be filed with the Interior and Insular Affairs Committees of the United States Senate and House of Representatives, and such maps and descriptions shall have the same force and effect as if included in this Act: *Provided, however,* That correction of clerical and typographical errors in such maps and descriptions may be made.

"SEC. 4. The areas designated by this Act as wilderness shall be administered by the secretary of the Interior in accordance with the *applicable* provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act, and any reference to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior."

A draft environmental impact statement, as required by section 102(2)(C) of the National Environmental Policy Act of 1969 was forwarded to Congress on August 9, 1971, covering each of these areas proposed for wilderness designation.

The Office of Management and Budget has advised that there is no objection to the presentation of this report and that enactment of S. 2453, as amended, would be in accord with the program of the President.

Sincerely yours,

MITCHELL MELICH,
Acting Secretary of the Interior.

92^D CONGRESS
1ST SESSION

S. 2539

IN THE SENATE OF THE UNITED STATES

SEPTEMBER 17, 1971

MR. HART (for himself and Mr. GRIFFIN) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain lands in the Isle Royale National Park in Michigan as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That, in accordance with subsection 3 (c) of the Wilderness
4 Act (78 Stat. 890; 16 U.S.C. 1132 (c)), certain lands
5 within the Isle Royale National Park, which comprise about
6 one hundred and thirty-two thousand seven hundred acres
7 and which are depicted on a map entitled "Recommended
8 Wilderness, Isle Royale National Park, Michigan," and dated
9 July 1971, which shall be known as the "Isle Royale Wilder-
10 ness," are hereby designated as wilderness, except only those

1 tracts which are depicted on a map entitled "Designated
2 Additions, Isle Royale Wilderness, Michigan," and dated
3 July 1971, on which are located certain temporary noncon-
4 forming uses and which tracts are hereby designated as wil-
5 derness subject only to the ultimate removal of such uses. At
6 such times as these temporary nonconforming uses are re-
7 moved, on each such tract, the Secretary of the Interior is
8 directed to publish in the Federal Register a notice that each
9 such designated addition has been included within the wilder-
10 ness area designated by this Act. With each such notice the
11 legal descriptions and maps filed pursuant to this Act shall be
12 amended accordingly. Until included within the designated
13 wilderness area, each such designated addition shall be man-
14 aged as wilderness insofar as is practicable.

15 SEC. 2. As soon as practicable after this Act takes effect,
16 a map and a legal description of the wilderness area shall
17 be filed with the Interior and Insular Affairs Committees
18 of the United States Senate and the House of Representa-
19 tives, and such description shall have the same force and
20 effect as if included in this Act: *Provided, however,* That
21 correction of clerical and typographical errors in such legal
22 description and map may be made.

23 SEC. 3. The wilderness area designated by this Act shall
24 be administered in accordance with the provisions of the
25 Wilderness Act governing areas designated by that Act as

1 wilderness areas, except that any reference in such provisions
2 to the effective date of the Wilderness Act shall be deemed
3 to be a reference to the effective date of this Act, and any
4 reference to the Secretary of Agriculture shall be deemed
5 to be a reference to the Secretary who has administrative
6 jurisdiction over the area.

92D CONGRESS
2D SESSION

S. 2539

IN THE SENATE OF THE UNITED STATES

APRIL 27 (legislative day, APRIL 25), 1972

Referred to the Committee on Interior and Insular Affairs and ordered to be printed

AMENDMENTS

Intended to be proposed by Mr. HART to S. 2539, a bill to designate certain lands in the Isle Royale National Park in Michigan as wilderness, viz:

1 At the end of page 3, add the following new section:

2 “SEC. 4. (a) Subject to valid existing rights, the fol-
3 lowing described lands, in addition to the lands established
4 as the Isle Royale National Park pursuant to the Act of
5 March 3, 1931 (46 Stat. 1514), and the Act of March 6,
6 1942 (56 Stat. 138), are hereby made a part of the park:

7 “‘The Gull Islands, containing approximately six
8 acres, located in section 19, township 68 north, range 31
9 west, Michigan meridian, in Keweenaw County, Michigan.’

10 “(b) The boundaries of the Isle Royale National Park,

Amdt. No. 1164

1 as previously established, are hereby extended to include any
2 submerged lands within the territorial limits of the United
3 States within four and one-half miles of the shoreline of
4 Isle Royale and the immediately surrounding islands, in-
5 cluding Passage Island, and the Gull Islands described in
6 subsection (a) of this section.

7 “(c) In accordance with section 3 (c) of the Wilderness
8 Act (78 Stat. 890; 16 U.S.C. 1132 (c)), the Gull Islands
9 included in the Isle Royale National Park pursuant to this
10 section are hereby designated as wilderness.”

Amend the title so as to read: “A bill to designate cer-
tain lands in the Isle Royale National Park in Michigan as
wilderness, and for other purposes.”

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY
Washington, D.C., May 4, 1972.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for the views of this Department on S. 2539, a bill "To designate certain lands in the Isle Royale National Park in Michigan as wilderness."

We oppose the enactment of S. 2539 and recommend in lieu thereof the enactment of S. 2453 as we propose it be amended, which includes the President's wilderness recommendation for lands within Isle Royale National Park.

S. 2539 would designate approximately 132,700 acres of land area within Isle Royale National Park as wilderness. A proposed amendment to S. 2539, numbered 1164, would expand the present boundaries of the national park to include the Gull Islands. In addition, the proposed amendment would also designate as wilderness the Gull Islands.

On April 28, 1971, the President recommended to the Congress approximately 120,588 acres within Isle Royale National Park for inclusion in the National Wilderness Preservation System, following study and favorable recommendation by this Department. Under the President's wilderness proposal, 90% of the land portion of the national park is recommended for wilderness designation. The President's recommendation is based upon a balanced wilderness plan for Isle Royale National Park which provides for a realistic variety of recreational and park management needs.

S. 2539 would increase the island wilderness acreage and include many of the developed and future use areas presently excluded by the Administration proposal. S. 2539 provides for the inclusion of the Gull Islands into the national park, and for its designation as wilderness. This Department has not studied the Gull Islands for inclusion in the National Park System, nor determined the Gull Islands' suitability for wilderness status.

For these reasons we strongly recommend the enactment of the President's proposed wilderness area within Isle Royale National Park which is included in S. 2453 as we propose it be amended.

The Office of Management and Budget has advised that there is no objection to the presentation of this report and that enactment of S. 2453, as amended, would be in accord with the program of the President.

Sincerely yours,

MITCHELL MELICH,
Acting Secretary of the Interior.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., May 12.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request of November 19, 1971, for the views of the Office of Management and Budget on S. 2539, a bill "To designate certain lands in the Isle Royale National Park in Michigan as wilderness."

As the Department of the Interior notes in its report on S. 2539, an Isle Royale Wilderness proposal was recommended by the President to the Congress on April 28, 1971, following the Department's study and favorable recommendation. The Department of the Interior's report strongly recommends enactment of the President's proposal for an Isle Royale Wilderness designation which is included in S. 2453 as the Department proposes it be amended.

The Office of Management and Budget concurs in the views of the Department of the Interior in its report on S. 2539. Enactment of S. 2453, if amended as recommended in the Department's report on the bill, would be in accord with the program of the President.

Sincerely,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

92^D CONGRESS
2^D SESSION

S. 3119

IN THE SENATE OF THE UNITED STATES

FEBRUARY 3, 1972

Mr. CHILES introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain lands in the Cedar Keys National Wildlife Refuge in Florida as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
 2 *tives of the United States of America in Congress assembled,*
 3 That, in accordance with section 3 (c) of the Wilderness Act
 4 of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C.
 5 1132 (c)), certain lands in the Cedar Keys National Wildlife
 6 Refuge, Florida, as depicted on a map entitled "Cedar Keys
 7 Wilderness—Proposed", and dated August 1967, is hereby
 8 designated as wilderness. The map shall be on file and avail-
 9 able for public inspection in the offices of the Bureau of Sport
 10 Fisheries and Wildlife, Department of the Interior.

11 SEC. 2. The area designated by this Act as wilderness

II

1 shall be administered by the Secretary of the Interior in
2 accordance with the applicable provisions of the Wilderness
3 Act.

4 SEC. 3. Except as necessary to meet minimum require-
5 ments in connection with the purposes for which the area is
6 administered (including measures required in emergencies
7 involving the health and safety of persons within the area),
8 there shall be no commercial enterprise, no temporary or
9 permanent roads, no use of motor vehicles, motorized equip-
10 ment or motorboats, no landing of aircraft, no other form of
11 motorized transport, and no structure or installation within
12 the area designated as wilderness by this Act.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., May 3, 1972.

HON. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: There is pending before your committee S. 3119, a bill "To designate certain lands in the Cedar Keys National Wildlife Refuge in Florida as wilderness."

We recommend that S. 3119 be enacted in the form proposed below.

S. 3119 would provide wilderness designation for the Cedar Keys National Wildlife Refuge, comprised of 378 acres on four small islands in the Gulf of Mexico, approximately three miles seaward of Levy County, Florida. The wilderness area so established would be administered by the Secretary of the Interior in accordance with applicable provisions of the Wilderness Act of September 3, 1964 (78 Stat. 890; 16 U.S.C. 1131).

Following our study of the Cedar Keys National Wildlife Refuge in 1967, as required by the Wilderness Act, and our determination that the Refuge is well qualified for wilderness designation, implementing legislation was proposed to the 90th Congress. Legislation including this proposal was introduced in the Senate during the last Congress, but was not considered by your Committee. In his April 28, 1971, statement upon transmitting 14 proposals for additions to the National Wilderness Preservation System, President Nixon again affirmed this Administration's support for designation of Cedar Keys National Wildlife Refuge as a wilderness area.

The four outer islands of Cedar Keys, Seahorse, Snake, Bird, and North, have been of great value as a nesting area for colonial birds. More abundant nesting species include the white ibis, common egret, double-crested cormorant, snowy egret, Louisiana heron and great blue heron. In addition, the refuge provides nesting and year-round habitat for several "threatened species". One active bald eagle nest is present on North Key. Osprey nests are found on Seahorse Key, an extremely important nesting area for this species. The islands themselves are comprised primarily of narrow white sand beaches, salt marshes and mangrove swamps. With the exception of a 3-acre site on Seahorse Key occupied by a lighthouse and marine laboratory, there is little visible evidence of man's activities.

We recommend exclusion of the 3-acre tract to allow continued operation of a marine laboratory maintained by the University of Florida. That laboratory was established 1952 under a 20-year permit from the Bureau of Sport Fisheries and Wildlife, and serves as a base for scientific research of marine resources. Its presence would not interfere with our administration of the adjacent Cedar Keys Wilderness.

Enactment of S. 3119 would preserve forever the natural beauty of these unspoiled lands. Here, too, can be learned the vital lesson of human interdependence with the natural environment.

In order that this proposal be conformed to other wilderness legislation submitted with the President's Message of April 28, 1971, and to reflect exclusion of the 3-acre lighthouse and laboratory site on Seahorse Key, we recommend that the following language be substituted for all after the enacting clause in S. 3119:

"That, in accordance with section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Cedar Keys National Wildlife Refuge, Florida, which comprise about three hundred seventy-five acres, and as depicted on a map entitled "Cedar Keys Wilderness—Pro-

posed", and dated July 1971, are hereby designated as wilderness. The map and a description of the boundaries shall be on file and available for public inspection in the offices of the Bureau of Sport Fisheries and Wildlife Department of the Interior.

"Sec. 2. As soon as practicable after this Act takes effect, a map of the wilderness area and a description of its boundaries shall be filed with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such map and description shall have the same force and effect as if included in this Act: *Provided, however*, That correction of clerical and typographical errors in such legal description and map may be made.

"Sec. 3. The wilderness area designated by this Act shall be known as the Cedar Keys Wilderness and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act, and any reference to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior.

The Office of Management and Budget has advised that the presentation of this report is in accord with the program of the President.

Sincerely yours,

HOLLIS M. DOLE,
Assistant Secretary of the Interior.

DEPARTMENT OF THE INTERIOR

BUREAU OF SPORT FISHERIES AND WILDLIFE

(DRAFT) Environmental Impact Statement, Pursuant to Section 102(2)(c)
P.L. 91-190

The Wilderness Act, Public Law 88-577 (78 Stat. 890), provided the authority and indicated the procedure by which lands in the National Wildlife Refuge System that meet the necessary requirements may be considered for inclusion in the National Wilderness Preservation System. The Act directed the study and review, within 10 years after September 3, 1964, of every roadless area of 5,000 contiguous acres or more and every roadless island, regardless of size, within the National Wildlife Refuge System to determine the suitability or nonsuitability of each such area for inclusion in the National Wilderness Preservation System. In defining wilderness, the Act included areas of less than 5,000 acres where preservation and use in an unimpaired condition is practicable.

In accordance with the requirements of Section 102 of the National Environmental Policy Act of 1969 (P.L. 91-190), we are furnishing this statement on the proposal to establish a wilderness area on the following national wildlife refuge: Cedar Keys National Wildlife Refuge, Florida

The proposed wilderness area on Cedar Keys National Wildlife Refuge consists of approximately 378 acres. The refuge was established by Executive order of President Hoover in 1929 as a colonial bird sanctuary. Included under this order were Snake, Bird, and North Keys. Seahorse Key was added to the

refuge by Executive order of President Roosevelt in 1936. The refuge provides nesting and yearround habitat for several threatened species including the bald eagle and osprey.

In accordance with the requirements of the Wilderness Act of September 3, 1964 (78 Stat. 890), a public hearing notice on the wilderness proposal was issued by the Department and all interested local, State, and Federal officials were notified of the hearing. The hearing was held at a location convenient to the area affected.

A complete record has been compiled, including written statements and oral testimony received in response to our announcement of the public hearing. The record, of course, is available for inspection.

ENVIRONMENTAL STATEMENT

I. *Probable Impact.*—The intended impact is to designate federally owned lands to be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness.

II. *Probable Adverse Environmental Effects.*—The designation of wilderness areas will be within and supplemental to the purposes for which national wildlife refuges are established and administered. No permanent adverse environmental effects are anticipated. However, it is recognized that designation of wilderness will give the area national prominence which may increase demand for public use. The refuge islands obviously can support only limited public use if primary wildlife objectives are to be met and if their wilderness character is to be preserved. Such adverse effects could and would be managed through appropriate regulations and controls.

III. *Alternatives.*—The Congress may take no action on the subject proposals. Until Congress has determined otherwise, the areas will be managed to maintain the present natural conditions as much as possible, consistent with purposes for which the refuges were established.

IV. *Relationships Between Local Short Term Gains and Long Term Productivity.*—Designation of the areas as wilderness would preserve both tangible and intangible values for future generations. Resource development and habitat manipulation would be foregone by wilderness designation.

V. *Irreversible and Irrecoverable Commitments of Resources.*—Section 4(c) of the Wilderness Act states "Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area."

Curtalement of the range of beneficial uses is related to method of access to the designated wilderness areas. Obviously, scientific and recreational uses of the area will be restricted to those who are physically capable of participating in activities on undeveloped wilderness areas.

92^D CONGRESS
2^D SESSION

S. 3120

IN THE SENATE OF THE UNITED STATES

FEBRUARY 3, 1972

Mr. CHILES introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain lands in the National Key Deer Refuge, Great White Heron National Wildlife Refuge, and the Key West National Wildlife Refuge, Monroe County, Florida, as wilderness.

- 1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in accordance with section 3 (c) of the Wilderness Act
4 of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C.
5 1132 (c)), certain lands in the National Key Deer Refuge,
6 Great White Heron National Wildlife Refuge, and the Key
7 West National Wildlife Refuge, Florida, which comprise
8 about four thousand seven hundred and forty acres and which
9 are depicted on a map entitled "Florida Keys Wilderness—

1 Proposed" dated August 1969, are hereby designated as
2 wilderness. The map shall be on file and available for public
3 inspection in the offices of the Bureau of Sport Fisheries and
4 Wildlife, Department of the Interior.

5 SEC. 2. The area designated by this Act as wilderness
6 shall be known as the "Florida Keys Wilderness" and shall
7 be administered by the Secretary of the Interior in accord-
8 ance with the applicable provisions of the Wilderness Act.

9 SEC. 3. Except as specifically provided for in this Act,
10 and subject to existing private rights, there shall be no
11 commercial enterprise and no permanent road within any
12 wilderness area designated by this Act and, except as neces-
13 sary to meet minimum requirements for the administration
14 of the area for the purpose of this Act and for the purposes
15 prescribed by sections 4 (a) and (b) of the Wilderness
16 Act (78 Stat. 890) (including measures required in emer-
17 gencies involving the health and safety of persons within the
18 area), there shall be no temporary road, no use of motor
19 vehicles, motorized equipment or motorboats, no landing of
20 aircraft, no other form of mechanical transport, and no
21 structure or installation within any such area. Commercial
22 services may be performed within the wilderness areas
23 designated by this Act to the extent necessary for activities
24 which are proper for realizing the recreational or other
25 wilderness purposes of such areas.

92^D CONGRESS
2^D SESSION

S. 3541

IN THE SENATE OF THE UNITED STATES

APRIL 27 (legislative day, APRIL 25), 1972

Mr. SPONG introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain lands in the Shenandoah National Park,
Virginia, as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That (a) in accordance with section 3 (c) of the Wilderness
4 Act (16 U.S.C. 1132 (C)), certain lands in the Shenandoah
5 National Park, Virginia, which comprise about one hundred
6 twelve thousand six hundred and eighty seven acres, and
7 which are depicted on a map entitled "Wilderness Plan,
8 Shenandoah National Park, Virginia," dated March 1972,
9 are designated as wilderness and shall be known as the
10 Shenandoah Wilderness.

II

1 (b) The Shenandoah Wilderness shall be administered
2 in accordance with the provisions of the Wilderness Act gov-
3 erning areas designated by the Act as wilderness areas, ex-
4 cept that any reference in such provisions to the effective
5 date of the Wilderness Act shall be deemed to be a reference
6 to the date of enactment of this Act, and any reference in
7 such provisions to the Secretary of Agriculture shall be
8 deemed to be a reference to the Secretary who has adminis-
9 trative jurisdiction over the Shenandoah Wilderness on the
10 date of enactment of this Act.

11 (c) A map of the Shenandoah Wilderness shall be on
12 file and available for public inspection in the offices of the
13 National Park Service, Department of the Interior, and, as
14 soon as practicable after the date of enactment of this Act,
15 such map and a legal description of the Shenandoah Wilder-
16 ness shall be filed with the Committees on Interior and In-
17 sular Affairs of the Senate and the House of Representatives,
18 and such description shall have the same force and effect as if
19 included in this Act. Correction of any clerical or typograph-
20 ical errors in such map and description may be made.

Union Calendar No. 500

92^D CONGRESS
2^D SESSION**H. R. 736**

[Report No. 92-972]

IN THE HOUSE OF REPRESENTATIVES

JANUARY 22, 1971

Mr. FUQUA introduced the following bill; which was referred to the Committee on Interior and Insular Affairs

APRIL 11, 1972

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

A BILL

To designate certain lands in the Cedar Keys National Wildlife Refuge in Florida as wilderness.

- 1 *Be it enacted by the Senate and House of Representa-*
- 2 *tives of the United States of America in Congress assembled,*
- 3 That, in accordance with section 3 (c) of the Wilderness
- 4 Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C.
- 5 1132 (c)), certain lands in the Cedar Keys National Wild-
- 6 life Refuge, Florida, as depicted on a map entitled "Cedar
- 7 Keys Wilderness—Proposed", and dated August 1967, *re-*
- 8 *vised October 1, 1971*, is hereby designated as ~~wilderness.~~
- 9 *the Cedar Keys Wilderness.* The map shall be on file and
- 10 available for public inspection in the offices of the Bureau
- 11 of Sport Fisheries and Wildlife, Department of the Interior.

★I

1 SEC. 2. The area designated by this Act as wilderness
2 shall be administered by the Secretary of the Interior in ac-
3 cordance with the applicable provisions of the Wilderness
4 Act.

5 SEC. 3. Except as necessary to meet minimum require-
6 ments in connection with the purposes for which the area is
7 administered (including measures required in emergencies
8 involving the health and safety of persons within the area);
9 there shall be no commercial enterprise; no temporary or
10 permanent roads; no use of motor vehicles; motorized equip-
11 ment or motorboats; no landing of aircraft; no other form of
12 motorized transport; and no structure or installation within
13 the area designated as wilderness by this Act.

14 SEC. 2. As soon as practicable after this Act takes effect,
15 the Secretary of the Interior shall file a map and a legal
16 description of the Cedar Keys Wilderness with the Interior
17 and Insular Affairs Committees of the United States Senate
18 and the House of Representatives, and such description shall
19 have the same force and effect as if included in this Act:
20 Provided, however, That correction of clerical and typo-
21 graphical errors in such legal description and map may be
22 made.

23 SEC. 3. The Cedar Keys Wilderness shall be admin-
24 istered by the Secretary of the Interior in accordance with
25 the provisions of the Wilderness Act governing areas desig-

1 *nated by that Act as wilderness areas, except that any refer-*
2 *ence in such provisions to the effective date of the Wilderness*
3 *Act shall be deemed to be a reference to the effective date of*
4 *this Act.*

DESIGNATING CERTAIN LANDS IN THE CEDAR KEYS NATIONAL WILDLIFE REFUGE IN FLORIDA AS WIL- DERNESS

APRIL 11, 1972.—Committed to the Committee of the Whole House on the State of
the Union and ordered to be printed

Mr. BARING, from the Committee on Interior and Insular Affairs,
submitted the following

REPORT

[To accompany H.R. 736]

The Committee on Interior and Insular Affairs, to whom was referred the bill (H.R. 736) to designate certain lands in the Cedar Keys National Wildlife Refuge in Florida as wilderness, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 1, line 7, after "August 1967," insert the following: "revised October 1, 1971,"

Page 1, line 8: Strike out "wilderness" and insert "the Cedar Keys Wilderness".

Strike sections 2 and 3 and insert the following:

"SEC. 2. As soon as practicable after this Act takes effect, the Secretary of the Interior shall file a map and a legal description of the Cedar Keys Wilderness with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such description shall have the same force and effect as if included in this Act: *Provided, however,* That correction of clerical and typographical errors in such legal description and map may be made.

"SEC. 3. The Cedar Keys Wilderness shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act."

PURPOSE

The purpose of H.R. 736, as amended and approved by the committee, is to designate approximately 375 acres of the Cedar Keys National Wildlife Refuge, in the State of Florida, as the Cedar Keys Wilderness.

NEED

The proposed Cedar Keys Wilderness consists of four small islands in the Gulf of Mexico which are located approximately 3 miles seaward of Levy County, Fla. These are the outer islands of Cedar Keys and are known as Seahorse, Snake, Deadmans, and North Keys. Together they total about 378 acres of uplands.

These four islands are of great value as a nesting area for colonial birds. More abundant species include the white ibis, common egret, double-crested cormorant, snowy egret, Louisiana heron, and great blue heron. In addition, the refuge provides nesting and year-round habitat for several "threatened species." These include the bald eagle, the brown pelican, and the osprey.

The islands themselves are comprised primarily of narrow white sand beaches, salt marshes, and mangrove swamps. There is no commercial timber or grazing of livestock. The mineral potential, according to reports from the U.S. Geological Survey and the U.S. Bureau of Mines, is slight. The phosphate bearing formations of Florida are not present here and the possibility of oil and gas development is remote.

On Seahorse Key there is an inactive lighthouse that was constructed in 1855 but has not been in use since 1915. There is also a marine laboratory adjacent to the lighthouse that is used and maintained by the University of Florida as a base for scientific research of marine resources. Dock facilities, used in connection with the laboratory, are located on the north center portion of the island. Originally the Department of the Interior recommended the deletion of these facilities from the proposed wilderness by means of a 6-acre exclusion that would have completely bisected the island. Subsequently, this recommendation was modified to include only a 3-acre exclusion covering the lighthouse, laboratory, and the docks, but leaving a connecting corridor along the south shore of the island. This modification would give a wilderness area of 375 acres rather than 372 as indicated in the departmental report. The committee approves of this change.

The committee wishes to point out that there is some confusion in terminology between the departmental report and its maps. The report designates the small central island as Bird Key while the maps show the same island as Deadmans Key. Subsequent to the hearing, it was established that the map designation is correct and that the preferred designation for the island is Deadmans Key. The correspondence relating to this accompanies the report.

Because of its small size and the importance to colonial birds, the proposed Cedar Keys Wilderness will be able to support only limited public use. It can, however, be effectively used for wildlife-oriented recreational activities, shell collecting, and beach combing during certain periods of the year when the disturbance of nesting birds is minimal.

COMMITTEE AMENDMENTS

The first amendment adopted by the committee provides for a new map to reflect a change in the wilderness boundary and the decrease in the size of the exclusion on Seahorse Key. This exclusion was decreased from 6 to approximately 3 acres. It still excludes the lighthouse, docks, and marine laboratory from the proposed wilderness but leaves a connecting corridor along the south shore of the island and does not divide the island into two separate wilderness areas as did the 6-acre exclusion. The Department agrees with this amendment. The second amendment adopted by the committee merely conforms the language of sections 2 and 3 of H.R. 736 to that previously passed out by the committee and signed into law. The Department does not object to this amendment.

COST

No additional budgetary expenditures are involved in the enactment of H.R. 736, as amended.

COMMITTEE RECOMMENDATION

The Committee on Interior and Insular Affairs recommends on the basis of a voice vote, enactment of H.R. 736, as amended.

EXECUTIVE COMMUNICATION

The favorable reports of the Department of the Interior follow. In addition to these two reports, House Document No. 292, part 11, 90th Congress, second session, dated April 1, 1968, contains the letter of transmittal from the President, the mineral report, additional background material, and recommendations on the proposed wilderness area.

U. S. DEPARTMENT OF THE INTERIOR,
Washington, D.C., July 20, 1971.

HON. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: Your committee has requested the views of this Department on H.R. 736, a bill "To designate certain lands in the Cedar Keys National Wildlife Refuge in Florida as wilderness."

We recommend that H.R. 736 be enacted in the form proposed below.

H.R. 736 would provide wilderness designation for the Cedar Keys National Wildlife Refuge, comprised of 378 acres on four small islands in the Gulf of Mexico, approximately 3 miles seaward of Levy County, Fla. The wilderness area so established would be administered by the Secretary of the Interior in accordance with applicable provisions of the Wilderness Act of September 3, 1964 (78 Stat. 890; 16 U.S.C. 1131).

Following our study of the Cedar Keys National Wildlife Refuge in 1967, as required by the Wilderness Act, and our determination that the refuge is well qualified for wilderness designation, implementing legislation was proposed to the 90th Congress. Legislation including

this proposal was introduced in the Senate during the last Congress, but was not considered by your committee. In his April 28, 1971, statement upon transmitting 14 proposals for additions to the National Wilderness Preservation System, President Nixon again affirmed this administration's support for designation of Cedar Keys National Wildlife Refuge as a wilderness area.

The four outer islands of Cedar Keys, Seahorse, Snake, Bird, and North, have been of great value as a nesting area for colonial birds. More abundant nesting species include the white ibis, common egret, double-crested cormorant, snowy egret, Louisiana heron, and great blue heron. In addition, the refuge provides nesting and year-round habitat for several "threatened species." One active bald eagle nest is present on North Key. Osprey nests are found on Seahorse Key, an extremely important nesting area for this species. The islands themselves are comprised primarily of narrow white sand beaches, salt marshes and mangrove swamps. With the exception of a 6-acre site on Seahorse Key occupied by a lighthouse and marine laboratory, there is little visible evidence of man's activities.

We recommend exclusion of the 6-acre tract to allow continued operation of a marine laboratory maintained by the University of Florida. That laboratory was established in 1952 under a 20-year permit from the Bureau of Sport Fisheries and Wildlife, and serves as a base for scientific research of marine resources. Its presence would not interfere with our administration of the adjacent Cedar Keys Wilderness.

Enactment of H.R. 736 would preserve forever the natural beauty of these unspoiled lands. Here, too, can be learned the vital lesson of human interdependence with the natural environment.

In order that this proposal be conformed to other wilderness legislation submitted with the President's message of April 28, and to reflect exclusion of the 6-acre lighthouse and laboratory site on Seahorse Key, we recommend that the following language be substituted for all after the enacting clause in H.R. 736:

"That, in accordance with section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Cedar Keys National Wildlife Refuge, Florida, which comprise about three hundred seventy-two acres, and as depicted on a map entitled 'Cedar Keys Wilderness—Proposed', and dated June 1971, are hereby designated as wilderness. The map and a description of the boundaries shall be on file and available for public inspection in the offices of the Bureau of Sport Fisheries and Wildlife Department of the Interior.

"SEC. 2. As soon as practicable after this Act takes effect, a map of the wilderness area and a description of its boundaries shall be filed with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such map and description shall have the same force and effect as if included in this Act: *Provided, however,* That correction of clerical and typographical errors in such legal description and map may be made.

"SEC. 3. The wilderness area designated by this Act shall be known as the Cedar Keys Wilderness and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilder-

ness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act, and any reference to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior."

A copy of the brochure prepared in connection with our study for wilderness designation is enclosed as a matter of possible interest.

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,

HOLLIS M. DOLE,
Assistant Secretary of the Interior.

DEPARTMENT OF THE INTERIOR,
BUREAU OF SPORT FISHERIES AND WILDLIFE,
Washington, D.C.

(Draft) Environmental Impact Statement Pursuant to section
102(2)(c) Public Law 91-190

The Wilderness Act, Public Law 88-577 (78 Stat. 890), provided the authority and indicated the procedure by which lands in the National Wildlife Refuge System that meet the necessary requirements may be considered for inclusion in the National Wilderness Preservation System. The act directed the study and review, within 10 years after September 3, 1964, of every roadless area of 5,000 contiguous acres or more and every roadless island, regardless of size, within the National Wildlife Refuge System to determine the suitability or non-suitability of each such area for inclusion in the National Wilderness Preservation System. In defining wilderness, the act included areas of less than 5,000 acres where preservation and use in an unimpaired condition is practicable.

In accordance with the requirements of section 102 of the National Environmental Policy Act of 1969 (Public Law 91-190), we are furnishing this statement on the proposal to establish a wilderness area on the following national wildlife refuge:

CEDAR KEYS NATIONAL WILDLIFE REFUGE, FLA.

The proposed wilderness area on Cedar Keys National Wildlife Refuge consists of approximately 378 acres. The refuge was established by Executive order of President Hoover in 1929 as a colonial bird sanctuary. Included under this code order were Snake, Bird, and North Keys. Seahorse Key was added to the refuge by Executive order of President Roosevelt in 1936. The refuge provides nesting and year-round habitat for several threatened species including the bald eagle and osprey.

In accordance with the requirements of the Wilderness Act of September 3, 1964 (78 Stat. 890), a public hearing notice on the wilderness proposal was issued by the Department and all interested local,

State, and Federal officials were notified of the hearing. The hearing was held at a location convenient to the area affected.

A complete record has been compiled, including written statements and oral testimony received in response to our announcement of the public hearing. The record, of course, is available for inspection.

The attached map and wilderness brochure describe the proposed wilderness area.

ENVIRONMENTAL STATEMENT

I. Probable impact

The intended impact is to designate federally owned lands to be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness.

II. Probable adverse environmental effects

The designation of wilderness areas will be within and supplemental to the purposes for which national wildlife refuges are established and administered. No permanent adverse environmental effects are anticipated. However, it is recognized that designation of wilderness will give the area national prominence which may increase demand for public use. The refuge islands obviously can support only limited public use if primary wildlife objectives are to be met and if their wilderness character is to be preserved. Such adverse effects could and would be managed through appropriate regulations and controls.

III. Alternatives

The Congress may take no action on the subject proposals. Until Congress has determined otherwise, the areas will be managed to maintain the present natural conditions as much as possible, consistent with purposes for which the refuges were established.

IV. Relationships between local short-term gains and long-term productivity

Designation of the areas as wilderness would preserve both tangible and intangible values for future generations.

Resource development and habitat manipulation would be foregone by wilderness designation.

V. Irreversible and irretrievable commitments of resources

Section 4 (c) of the Wilderness Act states "Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area."

Curtailment of the range of beneficial uses is related to method of access to the designated wilderness areas. Obviously, scientific and recreational uses of the area will be restricted to those who are physically capable of participating in activities on undeveloped wilderness areas.

U.S. DEPARTMENT OF THE INTERIOR,
Washington, D.C., September 13, 1971.

Hon. WAYNE N. ASPINALL,
*Chairman, House Committee on Interior and Insular Affairs, House
of Representatives, Washington, D.C.*

DEAR MR. CHAIRMAN: At the hearings before the Public Lands Subcommittee of the House Committee on Interior and Insular Affairs regarding a wilderness proposal for Cedar Keys National Wildlife Refuge, Fla., we were asked to reconsider our wilderness proposal concerning a suggested corridor across Seahorse Key that would be excluded from wilderness designation.

We have reviewed the proposed exclusion and agree that only about three acres extending into the lighthouse and laboratory from the north shore of Seahorse Key should be excluded from wilderness designation. The enclosed revised map delineates the area to be excluded and represents our proposal for wilderness designation on Cedar Keys National Wildlife Refuge.

We appreciate the opportunity to respond to you concerning this subject. If we can be of further service, please let us know.

Sincerely yours,

CURTIS BOHLEN,
Deputy Assistant Secretary of the Interior.

DECEMBER 29, 1971.

Hon. NATHANIEL P. REED,
*Assistant Secretary of the Interior for Fish and Wildlife and Parks,
Department of the Interior, Washington, D.C.*

DEAR MR. SECRETARY: On July 23, 1971, you appeared before this committee as the departmental witness in connection with H.R. 736, a bill to designate certain land in the Cedar Keys National Wildlife Refuge, in the State of Florida, as wilderness.

During the course of your testimony, and also in the departmental report of July 20, 1971, the four islands comprising the Cedar Keys National Wildlife Refuge are referred to as Seahorse, Snake, Bird, and North Keys. However, all maps furnished to the committee, including that dated June 1971, as well as the ones appearing in House Document No. 292, part 11, 90th Congress, Second Session, dated April 1, 1965, and the departmental brochure entitled "Cedar Keys Wilderness Study area," designate these same four islands as "Seahorse, Snake, Deadmans, and North Keys." Obviously there is an error in either the report or the maps with regard to the designation of Bird or Deadmans Key.

The committee intends to take this bill, together with several other wilderness proposals, to the House shortly after January 18. In order for this to be accomplished and the required reports printed, it is necessary that the committee be furnished the correct name for Bird or Deadmans Key.

Although it is the committee's informal understanding from conversation with personnel in the Bureau of Sports Fisheries and Wildlife that the proper designation is Deadmans Key, this is not a sufficient basis for legislative action.

As you were the departmental witness on H.R. 736 you appear to be in the best position to correct this apparent error and to explain the discrepancy between the departmental report and maps.

Your early response will be appreciated.

Sincerely,

WAYNE N. ASPINALL,
Chairman.

UNITED STATES DEPARTMENT OF THE INTERIOR,
Washington, D.C., January 14, 1972.

HON. WAYNE N. ASPINALL,
Chairman, Committee on Interior and Insular Affairs, House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your letter regarding the correct name of Deadmans or Bird Key within the proposed Cedar Keys Wilderness.

As you will observe on the enclosed Geological Survey map dated 1955, the correct name of the island in question is Deadmans Key. The Reference to "Bird" Key grows out of a local designation or nickname sometimes applied to the island. You can appreciate how a misnomer perpetuated over a period of years often takes precedence over the authentic name. However, in this instance, on official documents we applied both designations to the same tract of land; such an oversight is not in good taste, and we apologize for the inconsistency.

Please permit us to take this means to rectify the situation. Any reference to the Bird Key within the Cedar Keys National Wildlife Refuge should be considered obsolete and construed as erroneous. The official name of the key is Deadmans Key, and it shall be referred to as Deadmans Key in all future references.

We appreciate your bringing this matter to our attention and trust it has not been a source of major inconvenience to your committee.

Sincerely yours,

CURTIS BOHLEN,
Acting Assistant Secretary of the Interior.

○

Senator CHURCH. We are going to alter the procedure a little this morning in order to accommodate the special needs of Congressman Brotzman who has to take the plane at 11 o'clock.

We have two Members of the Senate here who we want to accommodate but—Senator, how long will your statement be?

Senator HART. If the Congressman has to get an 11 o'clock plane, I will wait.

Senator CHURCH. Following the testimony of the Congressman and the four Senators, Senator Hart and Senator Byrd, then the chair will have an opening statement to make that I regard is of considerable importance because it will center upon the underlying philosophy of the Wilderness Act and the intent of the Congress as determined from a rather careful study of the legislative history as to the passage of that act, and that importance of that intent and the governing criterion for all agencies of the Government in connection with wilderness proposals.

I will make that statement, then Senator Allott has a statement he intends to make, and after that we will then call upon the witnesses in the order the names appear on the agenda.

With that understanding, in order to accommodate you, Congressman, would you proceed?

STATEMENT OF HON. DONALD G. BROTZMAN, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF COLORADO

Mr. BROTZMAN. Thank you, Mr. Chairman, and Senator Allott. First I would like to extend my deep appreciation for the courtesy. May I say again, the opportunity to reciprocate. I will gladly do so at some future time for either members of this committee or these gentlemen.

Mr. Chairman, it is a great privilege for me to be able to speak to this distinguished subcommittee today in behalf of S. 1198, a bill which would authorize the review of the Indian Peaks area of Colorado to determine its suitability for inclusion in the National Wilderness Preservation System. I, along with my colleagues, Congressmen McKeivitt and Evans, have sponsored identical legislation in the House, and I am consequently pleased to note your timely interest in the proposal.

By way of introduction, the Indian Peaks area involves a segment of unspoiled wilderness in the Arapaho and Roosevelt National Forests directly south of Rocky Mountain National Park, and I might add, just northwest of my home of Boulder, Colo. The area is one which I have personally visited and enjoyed for many years.

It abounds in unique flora, has a lot of animals in it and it contains tens of thousands of acres of forests which have remained in their primeval state largely due to the very ruggedness of the terrain. I can say at this juncture it is untrammelled by man. The peaks for which the area is named, Arapahoe, Arikaree, Navajo, Iowa, Apache, Paiute, and Ogallala, and many others—stand as sentries over a land virtually uncut by logging and agricultural clearing.

While the area is "remote" in the sense of unspoiled beauty, it also lies unusually close to a major population area. More than a million

people live within an hour's driving time of the probable east and south boundaries of the area. This is both fortunate and unfortunate. While, on the one hand, Indian Peaks would be more accessible to more people than is usually the case with wilderness areas, the very proximity of a megalopolis brings about pressures for commercial development.

It is the paradox caused by the area's proximity to Denver which, I believe, compels early action on the bill now before you. Under the provisions of the Wilderness Act, only those areas designated as "primitive" at the date of enactment will be reviewed for inclusion in the National Wilderness Preservation System. Indian Peaks is not so designated, and therefore, not even a review can begin until the enactment of S.1198, or its House companion, H.R. 5932.

Once the review is authorized, a massive volume of work must be done before wilderness area designation can occur. The Secretary of Agriculture must coordinate the efforts of various departments and agencies in conducting land-use studies, a boundary study, a minerals study and the holding of public hearings. The bill would require that this be accomplished in 18 months or less after its effective date. Even if legislation were to be enacted within the next few weeks, designation likely could not occur until 1974.

Should the necessary studies not be initiated by this summer, the 18-month deadline might become unrealistic because much of the survey work must be conducted during favorable weather conditions, and in the Indian Peaks high country, the snowpack often begins to build as early as September, hence the urgency as I see it. If the review cannot begin this summer, I fear it would be impossible for Indian Peaks to win wilderness designation even in 1974.

I would be remiss, Mr. Chairman, if I did not note that the Forest Service, to its credit, has been diligent about preserving the wilderness characteristics of the Indian Peaks area over the years. As I said before, it has done this without the area so much as having primitive-area status. But special management simply is not enough in the long term. The need to preserve Indian Peaks in its wilderness state into perpetuity, should it qualify for such designation, has been summarized very concisely by the wilderness workshop of the prestigious and influential Colorado Open Space Coordinating Council.

The statement pointed out that:

This de facto wilderness is threatened by the uncontrolled push of population growth in Colorado which cannot but damage or entirely destroy the fragile terrain. Not only is this area threatened by population growth, but at the same time the burgeoning population which threatens the area stands to benefit greatly from the opportunity of wilderness experience. We feel the modern, ecological and scientific approach to management of this unique area demands that it be designated as a wilderness.

Hearings will have to be held to positively establish public attitudes on the Indian Peaks proposal, but there is no doubt in my mind that the testimony will indicate very broad and deep support, not only in Colorado but throughout this Nation. On my 1971 Second Congressional District Opinion Poll, I asked if my constituents

avored according wilderness protection to the Indian Peaks area. Of the 42,154 persons who responded 81.1 percent replied in the affirmative. Since that time, I have received letters of support and encouragement from dozens of Colorado organizations and hundreds of individuals in support of S. 1198, and I am certain that many of these organizations and individuals have contacted the distinguished members of this subcommittee.

Mr. Chairman, that concludes my prepared remarks, except to again thank you for the opportunity you have afforded me and to once more urge your speedy and favorable consideration of the legislation now before you.

Senator CHURCH. Thank you very much, Congressman Brotzman. I take it that the provision that you favor would require the time study that the Wilderness Act, itself, calls for, preliminary to a congressional determination whether or not the area should be included in the Wilderness Act.

Mr. BROTZMAN. That is right, Mr. Chairman. The bill would call for a time study in the area I stated and then the recommendation goes to the President that will be followed by favorable or unfavorable action.

Senator CHURCH. Yes, this is the procedure contained in the Wilderness Act and I see no reason whatever why we ought not to authorize such a study given the kind of case you have presented this morning.

Senator Allott.

Senator ALLOTT. I have nothing. I want to thank the Congressman for his remarks and I am in complete accord with him, of course, and we appreciate having you over here this morning. I want to thank Senators Byrd and Hart, also, at this time, particularly for their courtesy in letting you catch your plane.

Mr. BROTZMAN. Thank you very much, Senator. I appreciate it.

Senator CHURCH. Now, don't be late. You have 40 minutes to catch your plane.

Mr. BROTZMAN. Thank you.

Senator CHURCH. Senator Hart, let me say just before we take your testimony: Senator Hart, I have received testimony from Senator William B. Spong, of Virginia on behalf of the proposal that relates to the Shenandoah National Park Wilderness Proposals, and I have received written statements from Senator Lawton Chiles, regarding the Florida proposals and from Senator Dominick of Colorado.

Without objection the statements will appear at the appropriate place in the record.

We are pleased to welcome you, Senator Hart.

STATEMENT OF HON. PHILIP A. HART, A U.S. SENATOR FROM THE STATE OF MICHIGAN

Senator HART. Mr. Chairman, Senator Allott, thank you very much for the opportunity to be here. I wonder, since I am going to call your attention to a beautiful but rather remote corner of creation, if the map showing Isle Royale can be up. I think, if you look at the

map, it will confirm much of my statement and I will not read it, namely, that this is a corner of our—well, it does not, because it could just as well be out in the Potomac—that happens to be sitting in Lake Superior.

Senator CHURCH. You can see it on the small map, I think in the upper right-hand corner.

Senator HART. Yes, and our obligation, of course, is to insure that that wilderness—and it indeed is wilderness—stays as it was created.

The administration very soundly has recommended that we put 120,000 of those acres into the wilderness. I appear before you this morning—may I also say I speak for Senator Griffin, my colleague, whose statement I would like to offer for the record at the conclusion of my statement.

Senator CHURCH. Very well.

Senator HART. We urge that an additional 12,500 acres be designated as wilderness. If the committee would permit me to file my statement and merely summarize, I do it for two reasons: The burden on your own time and the fact that I have recessed a subcommittee hearing in another room in this building and I must get back. But the addition which we in the Great Lakes national delegation urge you to add would include two areas which would be excluded under the administration.

The administration proposed some wilderness threshold areas, and that is about 6,000 or 12,000 acres, all but a tiny portion are wilderness and there is no plan calling for any development in these areas and, secondly, the principal additions made up of enclaves around existing primitive campsites.

The Michigan conservation group feels by excluding enclaves will result in sort of a Swiss cheese effect, making administration of the area difficult, and threatening wild areas designated for protection.

Senator CHURCH. Senator Hart, I want you to know I strongly share that view. I am very much opposed to this enclave theory that has suddenly cropped up. I think it is contrary to the intent of Congress and is not mandated in any way by any provision of the Wilderness Act.

Senator HART. Well, the substantial number of the Michigan conservation leaders in your audience this morning will be delighted to hear that and will welcome the opportunity to bring your words back to Upper Michigan.

There are two additional features in the proposals that we, in the Great Lakes group offer. We offer an amendment which I filed to our bill, 2539, amendment 1164 and it would add in, and all there are is only 6 acres, Gull Islands. Gull Islands are off the northeast tip of Isle Royale. It would add them to the national park and designate them wilderness.

Senator CHURCH. Would someone indicate that on the map, please?

VOICE. Mr. Chairman, they are not there. They are above the map.

Senator HART. Let us see if I can give you a better description. Actually, they are now in Federal ownership. The only use, really, as I understand it being made of them is an occasional fishing use by people on Isle Royale. They are under the custodial management

of the Bureau of Land Management and inclusion of these islands in the park would ease management problems. I am advised that the Bureau of Land Management favors this transfer.

Section 1 of our bill would identify certain areas as designated additions to the wilderness and these are small tracts which cannot now be qualified for wilderness because of nonconforming uses. One is an old ranger station that is about to come down and the others are small cabins. The nonconforming uses are to be removed. The areas then will become ineligible.

This provision would eliminate the need to go through the entire wilderness designation process again for each of these areas as their use comes into conformity.

Since they are a handful of acres, we would suggest this, Mr. Chairman. All of us in Michigan are grateful to you and this Interior Committee for the kindnesses. That is one way to put it. We think it is sound judgment that you have shown in the past, and we hope very much you can see fit to accept the additional 12,000-odd acres that we propose in the bill we present to you this morning.

As I said, I would like leave to file the statement from Senator Griffin in strong support of the legislation, of which he is the co-sponsor.

Senator CHURCH. That statement, together with your written statement, will appear in the appropriate place in the record.

We appreciate your efforts to accommodate the committee by summarizing your remarks.

Senator HART. If this committee could accommodate some people from Michigan who also have airplane problems today, we would very much appreciate it.

Thank you very much.

(The statements of Senators Hart, Griffin, Spong, Chiles, and Dominick follow:)

STATEMENT OF HON. PHILIP H. HART, A U.S. SENATOR FROM THE STATE OF MICHIGAN

Mr. Chairman, thank you for the opportunity to testify in support of S.2539, to designate as wilderness 132,700 acres within Isle Royale National Park in the State of Michigan. This bill is supported by the entire Senatorial delegation from the Lake States.

Isle Royale, located in Lake Superior, is a protected island ecosystem in which the forces of nature operate free from man's domination and imposed influences.

This great, wild island archipelago merited the high distinction of national park status precisely because it is a living, changing, dynamic sample of the original northwoods wilderness, an unparalleled living exhibit of true wilderness.

Since its establishment, the National Park Service has administered and protected the park carefully. It is sufficiently developed to permit some access to visitors, yet the great expanse of its wildness has not been sacrificed. This is the condition which should be maintained—a place of natural beauty and true wilderness, where the appreciative visitor comes to meet a unique sample of the natural world on its own terms.

Under provisions of the Wilderness Act of 1964, the Administration has proposed that 120,500 acres of this park be designated as wilderness. That is a good start.

Our bill goes farther. It includes additional lands, all equally as wild and suitable for wilderness as the lands in the Park Service proposal. Our larger proposal, which will more surely protect the wilderness that is the very es-

sence of this park, more fully applies the intent and spirit of the Wilderness Act to the particular conditions and needs of this unique park.

Specifically, S. 2539 avoids the large and unnecessary "wilderness threshold" exclusions around developed sites. For example, in the Rock Harbor area at the northeast end of the island, the Park Service plan would exclude the entire long bay and harbor, the entire tip of the island, and the chain of totally undeveloped smaller islands surrounding the harbor—more than 6,000 acres excluded as a "wilderness threshold." Yet, all but a very minor portion of this area is entirely undeveloped, totally wild and natural. There are no provisions in the approved park master plan for any expansion of development into these areas. There is, in short, absolutely no reason for not assuring these key lands the full protection of the Wilderness Act. Only the immediately developed areas and sufficient space for expansion of those sites need be excluded.

The same holds true for the other major Park Service exclusions, particularly those at Washington Harbor at the southwest tip of the island, at Malone Bay, and along the narrow isthmus between Siskiwit Lake and Lake Superior. Except for the actually developed sites, all of these lands should be covered under the wilderness designation.

Fundamental to the concept of S. 2539, developed by a number of conservation-minded citizens, is to preserve for the visitor to Isle Royale a substantially wilderness-type experience. The facilities provided in the back-country should be tailored to serve this goal but not to inhibit the wilderness experience. Thus, trails, directional signs, and primitive wilderness-type campsites are fully appropriate. None of these minimum facilities is prohibited by the 1964 Wilderness Act. The presence of minimum campsite facilities—such as a fire ring, a pit toilet, and perhaps provision for potable water supply—is fully allowable within designated wilderness by the clause of the Wilderness Act which permits minimum measures and facilities necessary for the management of the area as wilderness and for the protection of the health and safety of the visitor. There is no reason to cut out nonwilderness "enclaves" within the wilderness for such campsites. I agree with Michigan conservation groups that such a swiss-cheese effect is totally inappropriate and poses a real and present danger to the very concept of unbroken, expansive wilderness that the Act was intended to protect.

There are no enclaves within the wilderness area proposed in our bill. The primitive campsites that exist need not be excluded. Some of them presently have one or two small shelters. I am told that these shelters are far more elaborate than is desirable and that, from a management point of view, they tend to cause problems by unduly concentrating the impact of visitor use. Be that as it may, that is the kind of decision that should be left to the administrator of the park. I do not believe that these few pre-existing shelters offer a valid reason for carving out enclaves from the designated wilderness.

Where there are more elaborate non-primitive type campgrounds, with many shelters, elaborate water supply systems, and major concentrations of visitor-use, it is best to exclude the immediately developed area from the wilderness.

In all, then, the broader, more inclusive wilderness proposal embodied in S. 2539 is preferable to the Park Service plan. It will more fully assure that the wilderness of Isle Royale is conserved and sustained . . . and that is the whole point. Yet, this large proposal does not conflict with management or development plans or needs. It does not incorporate in wilderness lands which are less than wild and natural. But it does assure that all of the wilderness of Isle Royale is protected by the soundest, surest mechanism we have to uphold the initial purpose of this great park—designation as a wilderness under the terms of the 1964 Wilderness Act.

Now, let me call attention to two special features of this proposal.

First, I recently introduced Amendment No. 1164 to S. 2539, which adds a small group of islands, six acres in all, to the national park and designates them as wilderness. These are the Gull Islands off the northeast tip of Isle Royale. These are federal lands presently under the custodial management of the Bureau of Land Management. The use of the islands, however, is largely by park visitors who fish in the surrounding water. Inclusion of these islands in the park (together with extension of the submerged land boundary to encompass them) will ease management problems. I am advised that the Bureau of Land Management favors this transfer. I urge you to approve this amendment to S. 2539.

Second, our bill contains an innovative feature worked out by Michigan conservationists based on a recommendation made in the original National Park Service proposal for Isle Royale Wilderness. Under this provision, which is a part of Section 1 of S. 2539, a few small tracts within the park, totaling 50 acres, will be specifically tagged as "designated additions" to the wilderness. Because these small tracts are presently encumbered by temporary, non-conforming uses and developments, it is apparently not possible to designate them as part of the wilderness immediately. But with the anticipated removal of the non-conforming use in each case, the lands will be restored to a wilderness condition and will be a desirable addition to the wilderness. Without a special provision, the later addition of these units would require a repeat of the entire process of wilderness designation, including enactment of subsequent legislation. This seems unnecessary as the total acreage involved is so small. So, we have developed a mechanism by which, in the pending bill, Congress can designate these specific tracts as "designated additions" and authorize that they be automatically added to the larger wilderness upon publication of notice by the Secretary of the Interior when the non-conforming use has been terminated and removed. The non-conforming uses involved are truly temporary in nature, including such structures as an old ranger station scheduled for demolition, a single-strand powerline to a fire lookout which is to be replaced by an alternative power source, and a number of small cabins on the few remaining inholdings within the park, all of which will eventually be removed as the life-tenure permits expire.

To sum up, Isle Royale is a particular gem of wildness in the National Park System. While its yearly public visitation is relatively low, the average visitor here has an unusually high length of stay, demonstrating what any visitor will confirm: there is available here an unforgettable, intense, deep wilderness experience for the visitor who seeks to approach nature on its own terms.

In the early 1930's, when this group of islands was being studied for national park potential, renowned ecologist Adolphe Murie, now a resident of Wyoming, was dispatched to the islands. He filed a report with this conclusion:

"Isle Royale is practically uninhabited and untouched. The element of pure wilderness which it contains is rare and worth the best care. True wilderness is more marvelous (and harder to retain) than the grandiose, spectacular features of our outstanding parks. It alone labels Isle Royale as of park calibre.

"Isle Royale could either be developed as a populous summer resort or left in a wilderness state, buffeted by all the elements of nature—wind, lightning, lightning fires, beetles, and storm waves—as in the past. Since there are many favorable areas in northern Michigan and other lake states which can serve the summer resorters, the island need not be used for this purpose. Furthermore, summer resort development would ruin most of the features of the island which we hope to maintain. Isle Royale today is a wilderness unit; to develop it would be gross misuse.

"To administer Isle Royale as a wilderness area, it is important to secure a personnel which has a feeling for wilderness and an understanding of wilderness values; otherwise the desire to be doing something to the area will be hard to curb. The administrators should be told that their success and achievements will be measured, not by projects accomplished, but by projects sidetracked. In the management of a wilderness area, we must somehow depart from the 20th century tempo of activity . . ."

The National Park Service has preserved this island well so far. The administrators who manage the island today are the quality we want, for they measure their achievements in the right terms. The Wilderness Act can strengthen their hand and provide us all with real assurance that Isle Royale will remain truly wild. It is in this spirit that we offer S. 2539. We join in urging that you approve S. 2529 in lieu of the National Park Service proposal.

STATE OF MICHIGAN,
Lansing, Mich., May 5, 1972.

Hon. PHILIP HART,
U.S. Senate,
Washington, D.C.

I would like to indicate to you my strong and unqualified support for the expanded wilderness version of Isle Royale Wilderness bill S. 2539. This bill

has the support of my natural areas advisory council, Michigan Natural Resources Commission, citizen environmental groups, and the Great Lakes Senators.

S. 2539 will preserve more of the delicate natural and wilderness eco-systems of the island than the Park Service proposal. It is also consistent with the master plan of the park.

I urge enactment of S. 2539.

WILLIAM G. MILLIKEN, *Governor.*

STATEMENT OF HON. ROBERT P. GRIFFIN, A U.S. SENATOR FROM THE STATE OF MICHIGAN

Mr. Chairman, I want to thank you for scheduling this hearing on proposals to designate wilderness areas within the Isle Royale National Park. You have before you a proposal submitted by the Administration. You also have S.2539, a wilderness bill which Senator Hart and I have cosponsored along with all of the other Senators from the Great Lakes States.

Our bill goes beyond the proposal from the Administration, as prepared by the National Park Service. S.2539 would designate more of the park as wilderness. We believe ours is a better plan, which goes further toward the desirable goal of securing preservation of one of the last great wilderness areas—Isle Royale National Park.

I want to pay tribute to those who developed the larger wilderness proposal embodied in S.2539. This proposal is the product of a broad coalition of local citizen-conservation groups in Michigan's Upper Peninsula. These people, drawn together under the leadership of the Northern Michigan Wilderness Coalition and the Off-the-Beaten-Pathfinders, developed their proposal on the basis of plenty of experience and expertise with respect to the island. They conducted a thorough study, including extensive field investigations in the park itself.

Their product, S.2539, is a wilderness plan which is preferable to the more limited plan of the National Park Service. It is a plan, which, in my opinion, more fully and more satisfactorily meets the letter, intent, and spirit of the 1964 Wilderness Act.

In my view, the essential difference between S.2539 and the Park Service proposal is that the latter contains undesirable and unjustified exclusions of large areas from the wilderness designation. Among the excluded areas are Rock Harbor, Washington Harbor, Siskiwi Bay, and Malone Bay.

Further, I share the view that there should be "enclaves" around primitive campsites along the Greenstone Ridge Trail. As I read the Wilderness Act, wilderness-type campsites are allowable within designated wilderness. I fear that these enclaves, each more than 30 acres in size, could constitute a troublesome beachhead for undesirable overdevelopment right in the very heart of the park wilderness.

Mr. Chairman, S.2539 is a carefully drawn, well-balanced bill. No management options are foreclosed; no administrative difficulties are created by this larger plan.

S.2539 is consistent with the master plan for future development of Isle Royale National Park. But it will assure that beyond and around the small areas of major development in the park, all will be wilderness. It will assure preservation of a wilderness environment that is the most important feature of this national park.

Let me note the broad support our proposal has in Michigan. S.2539 is strongly supported by every state official with related responsibilities, including Governor William G. Milliken. It has the full endorsement of the Governor's Advisory Council for Natural Areas, of Michigan's National Resources Commission and the State's Department of Natural Resources.

This Citizen Alternative Proposal has the support of every major conservation group in Michigan, including the Michigan United Conservation Clubs, the Michigan Student Environment Confederation, the Michigan Parks Association, the Michigan Audubon Society and the Detroit Audubon Society, the Northern Michigan Wilderness Coalition, and the Mackinac Chapter of the Sierra Club. In addition, this proposal has been endorsed by the Board of Directors of both the Wilderness Society and the Sierra Club.

Mr. Chairman, the people of Michigan are very conservation-minded. By and large, Michigan is a developed State. But, we are determined to preserve expansive tracts of undeveloped open space for park and wilderness purposes.

Indeed, our State Legislature is now in the final process of developing a state wilderness law which would complement the Federal effort.

Isle Royale stands as Michigan's crowning jewel of wildness. We owe it to ourselves and to future generations to protect and preserve this wilderness island. That can be accomplished through enactment of S.2539.

I urge the Committee to approve this bill.

[Telegram]

STATE OF MICHIGAN,
Lansing, Mich., May 5, 1972.

HON. ROBERT P. GRIFFIN,
U.S. Senate,
Washington, D.C.:

I would like to indicate to you my strong and unqualified support for the expanded wilderness version of Isle Royale Wilderness bill S. 2539. This bill has the support of my natural areas advisory council, Michigan Natural Resources Commission, citizen environmental groups, and the Great Lakes Senators.

S. 2539 will preserve more of the delicate natural and wilderness eco-systems of the island than the Park Service proposal. It is also consistent with the master plan of the park.

I urge enactment of S. 2539.

WILLIAM G. MILLIKEN, *Governor.*

STATEMENT OF HON. WILLIAM B. SPONG, JR., A U.S. SENATOR FROM THE
STATE OF VIRGINIA

Mr. Chairman, I regret that a long-standing previous commitment prevents me from attending your hearing to consider legislative proposals to designate as wilderness a portion of Shenandoah National Park.

However, I hope the Subcommittee will give sympathetic consideration to the testimony of those who believe the Park Service proposal to set aside 73,300 acres is inadequate.

The Shenandoah Wilderness Coalition asked me last week to introduce a bill to designate 112,700 acres, and I did so on April 25 in order to provide the organization a formal vehicle on which to base its testimony.

The Coalition, organized in July, 1971, consists of fifteen conservation-oriented groups who believe additional wilderness areas should be created within Shenandoah Park in order to provide better protection against excessive development.

In view of the tremendous concentrations of population along the Eastern Seaboard, and of the relatively few remaining places where one can enjoy solitude in the midst of nature's beauty, I share the views of the Coalition that more than 73,300 acres should be included in the Shenandoah wilderness.

The Coalition's recommendation to eliminate buffer or management zones to separate wilderness from land in private ownership is particularly worthy of the Subcommittee's consideration. It is my understanding that 6,000 acres would be unavailable for wilderness designation in the Shenandoah National Park if the buffer zone concept is approved.

Even if additional lands are included in the Shenandoah wilderness, the Skyline Drive along the Blue Ridge would still be available for those who prefer to enjoy the scenic beauty of the area in motorized comfort. Wilderness designation would have no effect on existing highway networks and visitor facilities. Legislative action would, however, serve to protect park managers against pressures for more and more development.

Mr. Chairman, I appreciate the opportunity to submit testimony for the record of this hearing, and hope the Subcommittee will give favorable consideration to the proposal to provide a fuller measure of protection to the park.

STATEMENT OF HON. LAWTON CHILES, A U.S. SENATOR FROM THE STATE OF FLORIDA

Mr. President, the Wilderness Act of 1964 declared it to be the policy of the Congress to secure for the present and future generations of Americans the benefit of a lasting resource of wilderness, and for that same purpose the Act established a National Wilderness Preservation System. The Act directs the Secretary of the Interior to review every roadless area of 5,000 contiguous acres or more and every roadless island within the National Wildlife Refuge System, to determine whether or not the area ought to be included in the National Wildlife Refuge System. Inclusion in the System assures preservation of the underdeveloped area to serve as a permanent, living lesson of human interdependence with the natural environment. I am delighted this morning to testify in behalf of two bills both designating certain lands as such wilderness areas. The first bill is a companion to Congressman Fascell's Bill, H.R. 10667, which would designate as the Florida Keys Wilderness certain lands in the National Key Deer Refuge, Great White Heron National Wildlife Refuge, and the Key West National Wildlife Refuge, in Monroe County, Florida. The second measure is a companion to Congressman Fuqua's H.R. 736, which would designate certain lands as the Cedar Keys National Wildlife Refuge in Florida. On April 17, the House passed H.R. 736 after first adopting committee Amendments deleting a small three-area tract containing an inactive lighthouse and an active marine laboratory adjacent to the lighthouse which is used and maintained by the University of Florida as a base for scientific research of marine resources. This deleted area eliminates from wilderness designation all man-made improvements on the islands. This amendment meets with my approval.

In judging the suitability of land to be included in the Wilderness System an area must meet certain criteria: (1) It must be reasonably compact; (2) it must be undeveloped; (3) it must possess the general characteristics of wilderness; and (4) it must have no improved roads suitable for public travel by automobile.

Certain lands in the National Key Deer Refuge, Great White Heron National Wildlife Refuge, and the Key West National Wildlife Refuge, have met these necessary criteria.

The Florida Keys are perhaps best known as the Home of the Key Deer. This small version of the white-tailed deer can be seen only in this area and even here only a few keys within the Key Deer Refuge have the proper habitat and sufficient fresh water vital to the animal's survival. And there are a large variety of rare and beautiful species within the refuge, dependent upon its peacefulness, its completely natural environment—these include the southern bald eagle, the eastern brown pelican, the American alligator and crocodile, as well as the loggerhead sea turtle.

I think it is important to point out that no additional land acquisition will be necessary to enact these two proposals. There are no water bottoms or State and private lands within the boundaries of the refuges included in the proposals.

Certain lands in the Cedar Keys National Wildlife Refuge in Florida also fully qualify under the same wilderness Act of 1964 to be designated a wilderness area. The Cedar Keys National Wildlife Refuge consists of four islands: Seashore, Snake, Bird, and North Keys—all of which are 2 to 3 miles offshore from the town of Cedar Keys, in the Gulf of Mexico.

This 378 acre area has long been an important nesting ground for the white ibis, ibis, common egret, snowy egret, the Louisiana heron, and great blue heron. The place offers ideal atmosphere for resting and feeding of the birds. Including this area in the Wilderness System assures that islands will remain unimpaired for future use and enjoyment as wilderness. The measures I am introducing here today provide that there will be no commercial enterprise, permanent roads, use of motorized equipment or structure within the designated area.

If enacted, both these proposals will secure a rare bargain for the American people. All the land is already under Federal ownership. Experts are agreed the land is appropriate for preservation in its present undeveloped state. Agreement exists as to the value of the land as a nesting, feeding, and breeding place for a number of endangered, rare and beautiful species of wildlife. All that remains then is that we turn our good intentions and well-designed

plans into the law of the land. I strongly urge the committee to insure the preservation of these primitive areas. Because they are capable of providing a place where man can reflect on the past while at the same time gain valuable insight unto the meaning of the natural ecosystem where plants and wildlife share the environment with him and because the designation of these areas will assure permanent safeguard from future development and will accommodate recreational, scientific, educational, conservation, scenic, as well as historical uses; I feel the proposals have great merit. The refuges deserve the additional protection afforded areas included in the National Wilderness Protection System. I feel the bills designating their inclusion deserve prompt and favorable action.

STATEMENT OF HON. PETER H. DOMINICK, A U.S. SENATOR FROM THE STATE OF COLORADO

Mr. Chairman, and members of the committee, I am pleased that hearings are beginning on S. 1198 and S. 1441 today, and I want to thank the Chairman for taking the time of this very busy Committee to schedule them.

I cosponsored both of these bills with Senator Allott, and support them strongly. S. 1198 would authorize the Secretary of Agriculture to study the "Indian Peaks Area" in Colorado and report within eighteen months as to its suitability for wilderness designation under the Wilderness Act of 1964. This authorization is necessary because, while the area is relatively untouched by man, it is not classified as "primitive", and thus is not subject to automatic review for wilderness status under the Wilderness Act.

Anyone who has seen the Indian Peaks Area would agree, I am sure, that it would be a shame if it were not considered for wilderness protection merely because the Secretary of Agriculture lacks the specific authority. The area encompasses about 75,000 acres in Arapahoe and Roosevelt National Forests immediately south of Rocky Mountain National Park. It is crossed by the Continental Divide, the high points of which are the "Indian Peaks" after which the area is named—Arapaho, Navajo, Apache, Paiute, Kiowa, Arikaree, Ogalalla, Pawnee, and Shoshoni. The area has been managed by the Forest Service as de facto wilderness, and is accessible only by horseback or afoot.

Since this beautiful area is within an hour and a half drive of the Denver metropolitan area, as well as most of the heavily populated "front range" of Colorado, it will be subjected to the increasing pressure of recreational use. This may cause some special management problems requiring use restrictions not ordinarily imposed. This is an issue which I am sure the Forest Service's report will explore thoroughly if this legislation is enacted.

Mr. Chairman, S. 1441 would establish a Flat Tops Wilderness Area in the Routt and White River National Forests in Colorado. It would give permanent wilderness protection to one of the most magnificent de facto wilderness areas in Colorado. It would encompass the existing Flat Tops Primitive Area. In addition to the interesting geology of the White River Plateau, the area provides habitat for many species of wildlife. Among them are elk, mule deer, black bear, bighorn sheep, bobcat, coyote, badger, fox, beaver, marten, mink, weasel, snowshoe rabbits, blue grouse, ruffed grouse, white-tailed ptarmigan, eagles, hawks, and migratory water fowl. There are more than thirty high mountain lakes in the area, and several excellent trout streams, including the South Fork of the White River, which is considered to be one of the best streams in the state for native cutthroat and rainbow trout.

Although nearly everyone in Colorado recognizes the need to preserve this beautiful area, agreement has not yet been reached as to the exact boundaries of the proposed wilderness. The various proposals range from 102,000 acres—the existing primitive area—to 230,000 acres. This bill, which was previously introduced in the 90th Congress, is based on the original recommendation of the Forest Service for inclusion of 142,230 acres.

In sponsoring this bill with Senator Allott, I in no way intended to endorse the Forest Service's recommendation with regard to the size of the wilderness area. The bill was intended merely to provide a focal point for resolving that issue so that we can move ahead with a significant addition to the country's Wilderness Preservation System. Hopefully, these hearings will result in a satisfactory accommodation of the competing interests involved with respect to

the specific boundaries of the Flat Tops Wilderness. Evidence brought out in the hearings may well justify a larger wilderness area than that proposed by the Forest Service.

In any event, I am delighted that these hearings have been scheduled, and again I want to thank the Chairman and members of the Committee for their time.

Senator CHURCH. Senator Byrd is with us from Virginia and the committee, of course, is pleased to welcome you this morning, Senator Byrd. I must say you follow in your father's steps. He was one of the great champions of the national park system.

Senator BYRD. Yes, he was. Thank you very much, Mr. Chairman.

STATEMENT OF HON. HARRY F. BYRD, JR., A U.S. SENATOR FROM THE STATE OF VIRGINIA

Senator BYRD. Mr. Chairman, I wish to thank you for the opportunity of appearing before you today in support of S. 2158, my bill to designate a wilderness area within the Shenandoah National Park. My proposal is identical to that included in S. 2453, the omnibus wilderness bill before the committee.

Of course, my interest in appearing here today is to be of assistance in the passage of a bill creating the Shenandoah Wilderness. If S. 2453 can accomplish this result, then there will be no need for my bill. I will support any legislation directed toward this end. I am interested in the results and not whether the omnibus bill or mine will be enacted.

Many outstanding individuals and groups interested in the preservation of our natural heritage are to be commended for inspiring this legislation. Without the devoted support of these individuals, many of whom are young Americans just beginning to make their voices heard, we, in Congress, could never have achieved the successes of recent years in the environmental field.

The concept of wilderness areas is an important one in the last third of the 20th century. As our population increases and becomes more dense throughout the Nation, it is imperative that we set aside some of our most beautiful countryside in its natural state.

Under the statute authorizing the establishment of wilderness areas, a wilderness is defined as "an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain."

We need such areas. We must not permit the headlong expansion of population, settlement, and mechanization to destroy our natural heritage.

We must remember that we are, all of us, only visitors on this earth. It is not ours to destroy.

This wilderness would be preserved in eight different areas within the Shenandoah National Park. These units would encompass 72,280 acres of ground or 37.9 percent of the park's 193,539 acres.

The Shenandoah National Park is one of the most popular of all the parks within the national park system. It lies within 90 miles of Washington and 100 miles of Richmond. In addition to these cen-

ters of population, the park is bordered by the rapidly growing counties of Albemarle, Augusta, and Rockingham and the cities of Charlottesville, Staunton, Waynesboro, and Harrisonburg. In these areas alone 225,000 people reside.

You can see from these figures, Mr. Chairman and gentlemen of the committee, that the encroachment of heavy population is already pressing upon the Shenandoah National Park. The setting aside of a third of the park as an unspoiled wilderness is needed now.

The enactment of this bill would leave the other two-thirds of the park to accommodate the increasing numbers of general visitors. If the park cannot accommodate these swelling numbers of people, I fear that unregulated developments will continue to grow on the park's borders. This legislation should provide a suitable balance between those who would desire a vastly-increased wilderness area and those who wish to have the general-visitor facilities extended.

Mr. Chairman, as a Virginian and a native of the splendid Shenandoah Valley, I am of course biased, but I believe that no finer piece of legislation could be passed than to insure that this vast acreage be preserved in its natural state.

Again, I appreciate the opportunity to appear before the Interior Committee today, and I appreciate the courtesy you have shown me, as always, Mr. Chairman.

Thank you very much.

Senator CHURCH. Thank you, Senator Byrd.

Now, if I may just briefly call your attention to the map of the Shenandoah National Park and the green area which represents the part that will be designated as wilderness. Do these areas conform with the areas in your own bill?

Senator BYRD. That is right, Mr. Chairman.

Senator CHURCH. So far as the boundaries are concerned, of the proposed wilderness in the park, you take no exception to the proposal contained in the administration's omnibus bill.

Senator BYRD. They are identical.

Senator CHURCH. I have often visited with my family at the Shenandoah National Park, and I concur with your judgment; it is a beautiful park and one of the most utilized and visited by very large numbers of people. It is one of the most used of all of our national parks.

Senator BYRD. I hope the able senior Senator from Idaho will continue to visit the park frequently.

Senator CHURCH. Thank you.

Senator Allott.

Senator ALLOTT. I have nothing to add. It is a beautiful part of this world, no question about it. You chose very wisely when you decided to be born in Virginia, I think. We are happy to have you here and your word always carries a big weight with us.

Senator BYRD. Thank you very much, Senator Allott.

Senator CHURCH. Thank you.

I would like to read a statement that I have here of my own, as I mentioned earlier.

STATEMENT OF HON. FRANK CHURCH, A U.S. SENATOR FROM THE
STATE OF IDAHO

Senator CHURCH. As we begin this hearing, I want to take just a few moments to reflect on the broader questions that will be involved as we discuss these individual wilderness proposals.

Before us today are wilderness proposals involving all three agencies which have a part of the wilderness review program. Each agency has approached its job of wilderness studies on the basis of its own history and policies, from its own perspectives. Thus, it is not surprising that we find some differences in how their results come out in these proposals.

But I want to stress that we are operating here under the same governing statutory direction, the Wilderness Act of 1964. This act is the common denominator. I want to take a careful look as we proceed to see that the policies of these three agencies are consistent with each other and are consistent, overall, with the intent of Congress embodied in the 1964 Wilderness Act.

That act was an historic piece of legislation, one of the most important enacted in recent decades in the field of public land administration. That is how I described the act in 1961 when it was my great privilege to carry the wilderness bill on the Senate floor as floor manager, at a time when the then committee chairman, Clint Anderson, was hospitalized. We had a good debate that day on the wilderness bill, as we had through all the years of preparing the bill, with the personal help of the former committee chairman, James Murray and of Clint Anderson, as well as the active participation of Senator Jackson, Senator Neuberger, and Senator Allott.

Much important detail was covered in that long legislative history, some of which is essential to give us guidance today as we consider the wilderness policies of these agencies as reflected in the proposals before us.

Let me raise some specific points that are quite important:

I note that in national park wilderness, the Department of the Interior maintains that an area under established and authorized grazing use is not, as a matter of blanket policy, considered suitable for wilderness. I am at a loss to find a justification for that policy in the Wilderness Act. On this point, the legislative history is very clear. On the floor of the Senate, in 1961, I offered a committee amendment, which carried unanimously, to make it absolutely clear that established grazing may continue within national park or wildlife refuge wilderness. My 1961 amendment was expressly for the purpose of clarifying, in the legislative history, that the special allowance for continuing established grazing within designated wilderness as well as national forest wilderness. As I said on the Senate floor: "Such grazing as presently exists may continue as before. It is not affected by the bill—the bill expressly provides that any restrictions that may apply in a wilderness area are made subject to existing rights." (Congressional Record, daily edition, September 5, 1961, page S. 15922).

By the same token, I offered an amendment to make it clear that the use of motorboats or the landing of aircraft, where previously

established, could continue within national park wilderness, as well as within national forest wilderness. In that regard, I then said this: "It is my feeling, and I think the feeling is shared by most members of the committee—that there is no reason to confine the stated exception to wilderness areas which are carved out of national forests." (*ibid*, page S16965). And that clarifying amendment passed the Senate by a voice vote. Yet I understand that the Park Service does not recommend grazing lands as wilderness and does not intend to recommend the surface of Crater Lake or of Yellowstone Lake as wilderness. These exclusions are not mandated, in any sense, by the Congress.

Now, we have a grazing area exclusion in one of the proposals before us today, the proposed wilderness for Kings Canyon National Park. There is no reason in law for that exclusion.

Now, we see that the National Park Service is, again, as a matter of blanket policy, setting the boundaries of its proposed wilderness units back from the edge of roads, developed areas and the park boundaries by "buffer" and "threshold" zones of varying widths. There is no requirement for that in the Wilderness Act. No other agency draws wilderness boundaries in this way, which has the effect of excluding the critical edge of wilderness from full statutory protection. The Wilderness Act calls for the designation of suitable wild lands which are of wilderness "character." This term "wilderness character" applies only to the immediate land involved itself, not to influences upon it from outside areas. This point was specified precisely in an early amendment to the wilderness bill, which at one time used the alternative term "Wilderness environment." On July 2, 1950, the then chairman of the Interior Committee introduced S. 3809 as amended, "clean bill" version of the wilderness bill. One of the amendments embodied there was the change from the term "wilderness environment" in the act's definition to the term "wilderness character." Senator Murray explained this amendment, and I quote: "The word 'character' is substituted because 'environment' might be taken to mean the surroundings of wilderness rather than the wilderness entity." (Congressional Record for July 2, 1960.) What this amendment made clear is that the suitability of each acre of possible wilderness is to be ascertained on the basis of that wilderness entity, not on the basis of insubstantial outside influences. Sights and sounds from outside the boundary do not invalidate a wilderness designation or make threshold exclusions necessary, as a matter of law.

On the same point, I note that, for example, wide swaths of land are excluded from wilderness adjacent to the Generals Highway in Sequoia National Park. Yet, I find no plans for any new development in that area in the recently-approved park master plan. So I fail to see the reason for excluding these wild lands, the critical fringes of the wilderness, while there would seem to be good reason for putting them within the full protective boundary of the designated wilderness.

In the absence of good and substantial reasons to the contrary—and I am specific, case-by-case reasons—the boundaries of wilderness

areas within national parks should embrace all wild land. There is no lawful policy basis for massive exclusions of qualified lands on which no development is planned. I can appreciate the interest of any agency in not surrendering their full administrative discretion over such areas, to build and develop or not to build and develop, but that is what the Wilderness Act mandates the National Park Service to do. This is not out of any suspicion or concern for Park Service stewardship, but because we in the Congress recognized the pressures that would face the national parks, and provided in the Wilderness Act the statutory basis for strengthening the protective hand of the National Park Service.

I am especially concerned about the nonwilderness "enclaves" which seem to pepper all of these national park wilderness proposals. There are more than 30 separate Swiss-cheese-like enclaves within Sequoia and Kings Canyon National Parks. I find no convincing rationale for this practice.

As one who was intimately involved in fashioning the Wilderness Act, I want to assure the National Park Service and the Department of the Interior that the Wilderness Act was not deliberately contrived to hamstring reasonable and necessary management activities.

First, I call your attention to the important and often neglected distinction between the definition of wilderness suitability, which is found in section 2(c) of the Wilderness Act and the provisions governing management of an area of wilderness once designated, which are found in the various subsections of section 4 of the act. It was not the intent of Congress that the section 4 management provisions be applied as criteria and standards for adding an area to the National Wilderness Preservation System. The test of suitability of an area for wilderness designation is simply and solely in the definition of wilderness in section 2(c), which is a reasonable, flexible definition, resting basically on a balancing judgment of the imprint of man's work being "substantially unnoticeable" within the proposed wilderness entity.

There is much confusion on this point which has led to some policies about what can or cannot be designated "wilderness" which are simply not consistent with the clear intent of the Congress as we on this committee spelled it out, and it is reflected in the abundant legislative history I am citing this morning. For instance, many of these so-called wilderness enclaves are based on assumptions and policies of the Department of the Interior which are not in conformity with the directives and intent of the Congress. I will want to exercise close scrutiny of these proposals to assure that the correct and accurate intent of the Wilderness Act is fulfilled as we add the additional areas.

Now, returning to the matter of the enclaves, it is apparently argued that they are necessary because whatever facilities are within them—or planned to be placed within them—would not be permissible within a wilderness area under the terms of the Wilderness Act. That interpretation of the act is simply in error.

Section 4 of the Wilderness Act says:

Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road

within any wilderness areas designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this act—including measures required in emergencies involving the health and safety of persons within the area—there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport and no structure or installation within any such area.

First, let me say that this provision applies equally to all areas designated as wilderness, not just to the original Forest Service areas covered in by the 1964 act itself.

Second, note that these prohibitions of uses specifically exempt the situation of existing private rights. We had a lot of debate on that point during formulation of the wilderness bill. Senator Allott, in particular, wanted our intent in this respect to be very clear. What the act intends and contemplates is that small private inholdings, mineral claims, grazing areas and the like, which constitute established private rights or privileges may be encompassed within the boundaries of a wilderness area, and need not be specially enclaved or otherwise segregated from the wilderness area within which they lie. To the degree that prohibitions in the Wilderness Act would infringe the exercise of the private right, they are exempted from the control of those prohibitions by virtue of the controlling phrase that these prohibitions are "subject to existing private rights." Thus, the private mineral claims and other private inholdings, as well as the grazing areas within these proposed park wilderness units may be designated now, without further complication as encompassed within the wilderness—this applies to mineral claims in the North Cascades, the grazing area in Kings Canyon, the various life-tenure private rights in Isle Royale and similar situations. Upon termination of these various private rights, the land will already be a part of the wilderness within which it lies, with no need for further procedures or legislation. I would point out that this is the way the Forest Service routinely handles inholdings within its wilderness areas, and the same practice should be used for park and refuge areas.

Now, there are also a variety of these enclaves set aside to contain various sorts of management facilities in park and refuge wilderness. For example, there are 22 enclaves, nine acres each, for telemetering precipitation measuring equipment in Sequoia and Kings Canyon, and there is an enclave within the wilderness at Simeonof National Wildlife Refuge, 131 acres in size, to allow occasional landings of aircraft for management purposes. Now, I call your attention to the phrase in the prohibition of uses in section 4 of the Wilderness Act which states "except as necessary to meet minimum requirements for the administration of the area for the purpose of this act" such uses are prohibited.

This provision fully allows for necessary management functions to occur within wilderness, without need for exclusionary enclaves. We intend to permit the managing agencies a reasonable and necessary latitude in such activities within wilderness where the purpose is to protect the wilderness, its resources and the public visitors within the area—all of which are consistent with "the purposes of the act."

This provision allows for necessary minimum sanitation facilities in order to protect the wilderness and public health. It allows for

various fire protection necessities, such as fire towers, helispots and fire rings in primitive camps. It allows for the development of protected potable water supplies. All of these elements of management activity are permissible within designated wilderness, if kept to the minimum "necessary to meet minimum requirements for the administration of the area." The issue is not whether necessary management facilities and activities are prohibited; they are not—the test is whether they are in fact necessary. Nothing in the act of the legislative intent requires or forces the National Park Service or the Bureau of Sport Fisheries and Wildlife to carve out these kinds of nonwilderness enclaves—not for snow gauges and telemetering equipment, not for fire lookouts, not for ranger patrol cabins, not for pit toilets or other minimum sanitary facilities, not for helispots or provision for occasional landing of management aircraft, not for provision of necessary potable and protected water supply, not for necessary and minimum facilities for fish and wildlife management, such as watering holes, guzzlers, fish traps, not for trailside shelters if of a primitive kind and reasonably necessary to serve the purposes of the wilderness area—as opposed to simply for the comfort and convenience of park visitors.

In summary, the concept of nonwilderness enclaves, at least as embodied in these proposals, is undesirable, dangerous, inconsistent with the letter and intent of the Wilderness Act, and altogether unjustified. It may be that we will eventually see a need for such an interior exclusion in some future proposal, but for the kinds and types of facilities and uses I have mentioned, I find no justification for such enclaves at all.

Now, in these comments I have tried to present the legislative intent and legislative history behind the Wilderness Act as I know it. As one who went through the unusually long, unusually-detailed evolution of that historic act, I have a great personal interest and a deep pride in it as a landmark element of our national land policy. I do not—and I think this committee does not, want to see the promise of a truly diverse National Wilderness Preservation system cut short by unnecessarily restrictive policies.

We are now well into the 10-year period of review established by the Wilderness Act. We have already added more than 30 new units to the wilderness system since 1964. Those individual additions, together with the original areas included directly by the 1964 act, provide a wealth of guiding precedents to help us interpret and apply the act in a positive, constructive, flexible manner. The legislative history, too, provides guidance as to the intent of the Congress. It is my hope that through these hearings, as we discuss these specific matters in the context of these proposals, we can come to the understandings that will help in the promise of the Wilderness Act "secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

Senator Allott, did you have a statement that you wanted to make?

Senator ALLOTT. Yes, I do have, Mr. Chairman. First of all, I would like to ask that my statement and my remarks appear in the record immediately following yours.

STATEMENT OF HON. GORDON ALLOTT, A U.S. SENATOR FROM THE
STATE OF COLORADO

Senator ALLOTT. Mr. Chairman, two of the wilderness proposals to be considered during these hearings this morning are in Colorado—the Indian Peaks and the Flat Tops proposals.

The Indian Peaks measure S. 1198, directs the Secretary of Agriculture to conduct a study, pursuant to the 1964 Wilderness Act, to determine the suitability or unsuitability of the area to be designated as "wilderness." The bill provides for an 18-month study period, but during this period, the geological investigation, public hearings and a land-utilization review is to be completed.

It is anticipated that the study will not only provide information for the proper designation of the boundaries of the proposed wilderness area, but also to determine the number and location of the access points. Because the Indian Peaks area is quite close to the metropolitan Denver-Boulder area having a population in excess of 1 million, it may be that a special management plan will be found to be appropriate. The Indian Peaks area is a mere 30 to 40 air miles from Denver, therefore, general overuse, heavy localized user traffic, and other problems which may be identified due to the fact that part of this area is the watershed for municipal water supplies may require special protective measures.

Specifically, the Indian Peaks area lies generally south of Rocky Mountain National Park and contains approximately 75,000 acres. It straddles the Front Range of the Rocky Mountains in the Arapaho and Roosevelt National Forests. The peaks from which the area derives its name include Arapaho, Navajo, Apache, Paiute, Kiowa, Arikaree, Ogallalla, Pawnee, and Shoshone. Many are over 13,000 feet above sea level.

Mr. Chairman, there has been a tremendous amount of interest in this proposed wilderness area and I ask unanimous consent that some of the many expressions of support for S. 1198 be included in the hearing record at the conclusion of my remarks.

The second measure, S. 1441, relates to the Flat Tops area in Routt and White River National Forests. A full study has been completed on this proposal and the summary of that study has been transmitted to the Congress.

It should be brought to the attention of the committee that a difference of opinion exists concerning the total acreage and the specific areas to be included in the Flat Tops Wilderness. Proposals range from 102,124 acres—the original "Primitive Area"—to 230,000 acres. That is a difference of over 100 percent, Mr. Chairman.

The bill before us provides for an area of 142,230 acres which is the proposal of the Forest Service. These various proposals have been advanced by agencies of State and local governments and by citizens groups.

Mr. Chairman, in order to complete the hearing record, I ask unanimous consent that the section entitled "Public Reaction" of the Forest Service study be printed at the conclusion of my remarks.

Time has been allowed for the various interested groups and individuals to discuss and hopefully to resolve their differences; This hearing will help the committee to discover what degree of agreement may have been achieved.

As I stated when I introduced S. 1441, my introduction of the Forest Service proposal should not be construed as an endorsement of that specific proposal. I am thinking particularly of the acreage involved.

Rather, the bill has served as a vehicle whereby the acts can be exposed for the consideration of the committee in arriving at its recommendation to the Senate. Consequently, I look forward to hearing the testimony with great interest, and I am confident that the committee will arrive at a wise decision regarding the size and boundaries of the Flat Tops Wilderness.

Now, Mr. Chairman, I should make a remark at this time that both Congressman McKelvitt, the first district of Colorado which presently is the city and county of Denver, will want to file a statement which is on its way, and also one from Norton Innis, and I ask that they be included in the record. I think I would be remiss, actually, if I did not comment on some of the matters that the Chair has commented on before. He did not overstate but I can think of only three matters before the Interior Committee since I have been here, that will compare in the length of time and the study and the complete analysis of the bill as much as the Wilderness Act did. I am prone to remark that when I first came on this committee in 1956 one of the first hearings I ever attended was a discussion of the Wilderness bill, so it was 8 years really, before the implementation of this idea and the final act.

It is completely accurate to say there is not a word in the Wilderness Act which is not scanned, perused, studied, and discussed by the committee. Perhaps there is no other act that was scanned and perused and discussed as thoroughly as every sentence in the Wilderness Act.

I think that the chairman has stated the purpose and concept of it. I do not know that what he has stated is necessarily exclusive, but certainly he has stated what the intent of the law was and what the committee's intent was.

I would like to carry on for those who may desire to comment on other places later in the present hearings and I have not had an opportunity, of course, to study all of these wilderness proposals; that, having passed the Wilderness Act, with great study and great time and devotion to it, it seems to me that we carry a particular burden at this time which concerns the Senator from Colorado. And that is that the provisions of the Wilderness Act not be diluted. We have under the jurisdiction of this committee at the present time—and the tendency continues and has continued for many years—to have a proliferation of classifications for public land use.

My concern, as I expressed very strongly in committee here in open hearings and in executive sessions of this committee, is that the act not be diluted without in any way denigrating the great State of New Jersey. This issue came up with the execution of the great swamp wilderness and I did have serious reservations about the

inclusion of that which had roads in it, established roads, and other facets of civilization. I did have and raised those questions at this time. It seems to me, if we are to have a wilderness system, we have to adhere rather rigidly to the provision of this act. And if there are areas which should have a restricted use but do not comply with the provisions of this act, then I think perhaps one of the many other classifications for public land use should be used rather than the wilderness system, rather than including it in the wilderness system, because if we go beyond the scope of this act, it occurs to me that all we are doing is to denigrate the provisions of the act which I think, in the long run, would be a disappointment to everyone who is interested in the wilderness system and since the chairman has gone into the philosophy of the act and what the act does and does not do, and particularly section 4—which I was going to read into the record—I will not; it has been read in. I believe the remarks are particularly appropriate—that we keep in mind the provisions of the Wilderness Act and include in those areas of public lands which do meet the strict criteria, and if they cannot meet the strict criteria, then I suggest we do not dilute the act by the inclusion of areas which might better be used as national recreation areas or national parks or something else of that sort. I did want to make these remarks.

I feel very strongly about keeping the integrity of the Wilderness Act intact.

Senator CHURCH. Thank you very much, Senator. I share that feeling with you. If my memory serves me correctly, you were one of those members of the committee who insisted that this bill be written in such a way that as studies were completed and areas proposed for inclusion, that proposals would have to come back to Congress, and Congress would have to act firmly on it. I recall I was not persuaded at that time that this was the necessary way of handling new additions to the wilderness area but from what I have seen since, I think you were quite right.

I am glad the act contains this provision because it enables us now to exercise an oversight that we otherwise might well have relinquished to executive discretion alone. I want to make that public knowledge, because you were very insistent that we arrange for affirmative congressional approval of these proposals as they matured.

Senator ALLOTT. The Senator is quite right and I do appreciate the generosity of his remarks—it is extremely generous.

Senator CHURCH. Our next witness is Hon. Nathaniel Reed, Assistant Secretary of the Interior. Mr. Secretary, if you would like to have other members of your staff with you, please do so.

Secretary REED. I would like to ask my deputy, Mr. Bohlen, to accompany me at this time.

**STATEMENT OF NATHANIEL REED, ASSISTANT SECRETARY OF
THE INTERIOR, ACCOMPANIED BY MR. BOHLEN, MR. BAUER,
JOHN EADIE, MR. TROYER AND MR. CUNNINGHAM**

Secretary REED. Before I enter my statement, Mr. Chairman, let me say how appreciative I am to you and Senator Allott for both

your statements this morning. I can say that no testimony has been more difficult to arrange to review and to prepare for this committee than what we are about to testify to.

Frankly a great many questions unanswered as recently as last night seem to have a clear answer this morning. So, in fact, part of our statement may be outdated already.

Mr. Chairman, I am pleased to appear today before the Subcommittee on Public Lands to recommend enactment of S. 2453 which would designate certain lands as wilderness.

Following study and favorable recommendations by this Department, the President on April 28, 1971, recommended to the Congress that seven areas administered by the Bureau of Sport Fisheries and Wildlife and seven areas administered by the National Park Service be included in the National Wilderness Preservation System. However, only four of the National Park Service areas are included in S. 2453. We recommend that the bill be amended to include the remaining three areas which are located in Cedar Breaks National Monument and Arches and Capitol Reef National Parks.

We also recommend that the proposed Izembek Wilderness in Alaska be deleted from the bill. With the enactment of the Alaska Native Claims Act, a large portion of the lands within this refuge recommended by the President for wilderness designation are now subject to the selection rights of the Alaskan Natives. We, therefore, recommend that action regarding this wilderness proposal be deferred until the natives have made their final selections and this Department has determined the impact of such selections on the proposed wilderness.

In the interest of uniformity, this Department is recommending standard language for all proposed wilderness legislation involving lands administered by it. We recommend that S. 2453 be amended to incorporate such language and to apply uniform administration and procedural provisions to the proposed wilderness areas.

Also before the committee today is S. 3119 which would designate as wilderness certain lands within the Cedar Keys National Wildlife Refuge in Florida. President Nixon affirmed his support for this proposal in his wilderness message of April 1971, which was first introduced in the 90th Congress. We strongly support the designation of these lands as wilderness. However, the bill should be amended to incorporate the same standard language we recommended for S. 2453.

Mr. Chairman, I will now with your permission review individually each of the 13 areas that would be designated wilderness pursuant to our recommended amended version of S. 2453 and S. 3119, which would establish the Cedar Keys Wilderness.

THE FARALLON NATIONAL WILDLIFE REFUGE

This wilderness proposal contains 141 acres of the Farallon National Wildlife Refuge. The refuge consists of the emerged land of four rugged and picturesque island groups above mean high tide. It extends over about 7 miles of Pacific Ocean, 28 miles offshore from San Francisco in San Francisco County, Calif. The proposal

includes all the islands except the 70-acre southeast Farallon Island which has an extensive lighthouse installation manned by resident personnel.

Middle Farallon is a single-rock 50 yards in diameter and 20 feet high. The North Farallons are 4 miles to the north in two clusters of bare precipitous rocks. They reach a height of 155 feet. Noonday Rock 3 miles further to the north is awash most of the time and is a feeding ground for diving ducks.

The Farallon Refuge was originally the three northern island groups of 91 acres established in 1909. The Southeast Farallons were added by Executive order in 1969. The U.S. Coast Guard has primary jurisdiction of this addition and concurs in this proposal.

The refuge preserves the natural condition of the islands to protect some 200,000 nesting sea birds of 11 species. The cormorant colony complex is the largest in the Pacific coast outside Alaska. The California and Stellar sea lions also haul out on these rocks.

Access to these granite formations is limited to protect bird colonies. Strong winds and dense fogs are frequent. Seasonal boat tours around the islands for birdwatching will continue.

No significant mineral deposits are known to occur on any of the islands. Vegetation is sparse and what exists is mostly Farallon weed.

Would the Chairman like to question me on each one of these as we go?

Senator CHURCH. I think it would be better if we had that opportunity. What is the name of the island in green, is that to be excluded?

Secretary REED. No, sir. The hatched island is to be excluded.

Senator CHURCH. The reason for including the hatched island southeast—Farallon, is that it?

Secretary REED. There is a photograph of the island which we feel should be excluded because of the Coast Guard installations around it.

Senator CHURCH. I see. Those are occupied by the Coast Guard?

Secretary REED. Yes.

Senator CHURCH. That seems to be a good-enough reason.

Secretary REED. The rest of the islands are in a natural state and would come under section 2 of the wilderness and in our opinion would be suitable for inclusion under the act.

Senator CHURCH. Very well.

I have no further questions on that.

Senator Allott?

Senator ALLOTT. Just one question: These are a part of a wildlife refuge.

Secretary REED. Yes.

Senator ALLOTT. You do not think that they would receive the protection that is desired or needed under the Wildlife Refuge, that would be accorded by the Wilderness Act?

Secretary REED. They would, in my opinion, receive excellent protection under the Refuge Act. However, when the master plan studied this area for possible inclusion in the wilderness system, it was their opinion and the opinion of the Assistant Secretary at that

time, as he transmitted this order and his recommendations through the Executive Branch, that this area would qualify for wilderness and should be brought to the attention of the Congress.

Senator ALLOTT. Perhaps I do not quite get the point of this. It is included as a Wild Life Refuge, just exactly what the name implies.

Secretary REED. You will find that true, sir, in a number of instances where small refuges that have been put aside for the habitat or breeding of birds and resting areas for birds. I can not see any difference in management whether in wilderness or in the refuge.

Senator ALLOTT. For example, if I wanted to build a cottage on one of these, I could not do it.

Secretary REED. That is true.

Senator ALLOTT. If I wanted to establish any kind of commercial enterprise, I could not do it.

Secretary REED. Right.

Senator ALLOTT. I can not see why wilderness, when these particular areas are being managed particularly for wild life habitat.

Secretary REED. They felt these had the characteristics of wilderness and could genuinely be made part of a recommendation to Congress for inclusion. Senator Allott, to answer your question more thoroughly, we were under the Wilderness Act, instructed to study all of the area within the National Refuge and that is what started the process of coming before you today.

Senator ALLOTT. Thank you.

Senator CHURCH. I have been told in recent months there is a great deal of concern expressed by certain citizen groups and in the news media over the harassment of seals and other wildlife creatures on Farallon Island. Can you advise the committee on that?

Secretary REED. I will ask Mr. Bauer who is the refuge biologist at Sacramento National Wildlife Refuge to testify on that.

Mr. BAUER. This is true. This occurred about a year ago at this time. Fishermen utilized the area and quite often the two species of seals in this area, get entangled in the fishermen's nets. So, on many occasions the fishermen were shooting sealions.

Senator CHURCH. What action was taken?

Mr. BAUER. We contacted the boats. We had no personnel on the site to observe these people—these fishermen shooting the seals, so we could make no direct enforcement procedures at that time. We did contact the fishing boats involved and explained the situation and told them this was a National Wildlife Refuge, which some of them did not know at that time.

Senator CHURCH. Has the practice been discontinued?

Mr. BAUER. We have had no complaints at all. We put the news release in the paper, in the Commercial Fishing News-Letters which seemed to solve this situation.

Senator ALLOTT. What are the two species of seals there?

Mr. BAUER. The Northern and California Sea Lion.

Secretary REED. Chamisso Island about 435 acres, Puffin Island about 10 acres and some rocky islets comprise the 455 acre Chamisso National Wildlife Refuge, all of which are proposed for wilderness designation. It lies in Kotzebue Sound at the mouth of Eschscholtz Bay, 65 miles south of Kotzebue, Alaska.

The eastern portion of Chamisso is a sand spit. At its center, the island's elevation is 246 feet in a rocky outcropping resulting from volcanic action. Puffin Island has a precipitous shoreline. Both islands are sandstone, shale and granite covered by a thin layer of topsoil. The tundra cover includes crowberry, cranberry, sedges, lichens and short willow. The climate is arctic.

The most striking quality of the refuge is its extensive colonies of sea birds in a primitive environment. These are the only extensive colonies in this part of Alaska. Thirty-three bird species include puffins, kittiwakes and murre. Harbor seals haul out on the rocks between the two islands. Arctic hares and foxes are winter residents when the bay is frozen. Kotzebue natives sometimes collect eggs for subsistence in late spring.

No minerals of commercial value are known in the area. No developments on the island are planned.

Senator CHURCH. Does that conclude your statement?

Secretary REED. Yes.

Senator CHURCH. I see a line drawn across which would look like a boundary on this particular map. Will someone explain that?

Secretary REED. That is a township line.

Senator CHURCH. This is the same category as the last one.

Secretary REED. Yes.

Senator CHURCH. But there is no inhabitation on the island.

Secretary REED. No.

Senator CHURCH. You plan no development on the island?

Secretary REED. No.

Senator CHURCH. There are no roads on the island?

Secretary REED. No, sir.

Senator CHURCH. All right. Let us move on.

Secretary REED. West Sister Island National Wildlife Refuge.

All of this 85-acre island refuge in Lake Erie which is located about 8 miles from the south shore of the lake and 15 miles east of Toledo in Lucas County, Ohio is recommended for wilderness.

The refuge was established by Executive order in 1938 as a refuge and breeding grounds for migratory birds and other wildlife. Public access to the island is now controlled by permit, usually limited to scientific or nature study groups to provide necessary solitude for the nesting colonies of great blue herons, black-crowned night herons, and egrets.

Except for a gravelly beach on the mainland side, the island is bordered by rocky cliffs 15-20 feet high. Formed from limestone rock shaped by glacial action, it rises to 35 feet above the high water mark. About 75 percent of the island is an almost pure stand of 50-foot hackberry trees, the remainder of the island being grassland fringed with chokecherry and wild plum.

No management other than protection is planned for the island. The Bureau of Mines has advised the island has no known deposits of any commercial minerals.

A lighthouse on the southwest point of the island was erected in 1848 and is of historic value and interest. It has been automated since 1937 and the Coast Guard spends an hour cleaning the globe and checking the batteries 4 or 5 times a year.

Senator CHURCH. Now, Mr. Secretary, does that complete your statement?

Secretary REED. Yes.

Senator CHURCH. You are not proposing a 150-acre enclave around that automated lighthouse, are you?

Secretary REED. No, sir. We are not.

Senator CHURCH. And that is not inhabited, is it?

Secretary REED. No, sir. It is not.

Senator CHURCH. That is one of the established uses, that fits within permissive boundary of the act, permissive scope of the act and does not require an enclave around it. I think you do conform to what I think represents the criteria of the act, in leaving that lighthouse area and making it part of the wilderness.

Secretary REED. Thank you, sir. We do get into some problems later on in the testimony but this seems to be OK.

Senator CHURCH. Yes. Continue.

Secretary REED. The Florida Keys wilderness proposal includes parts of the National Key Deer Refuge, established in 1954; the Great White Heron National Wildlife Refuge, established in 1938; and the Key West National Wildlife Refuge, established in 1908, all in Monroe County, Fla. The total Federal land acreage above mean high tide is about 6,389 acres with 4,932 additional leased acres under refuge administration.

The Florida Keys refuges are located on a massive coral reef which rose above sea level about 50,000 years ago. A thin topsoil on a rock substrate covers most of the emerged islands and consists mostly of fine white sand. Except for Big Pine Key, fresh water is generally lacking. The vegetation is generally semitropical with a great variety of trees and shrubs on the larger keys at higher elevations away from the water's edge. The waters around the keys are shallow, abounding in marine life.

These refuges, except for Big Pine, Big Torch and Middle Torch Keys have been managed as natural areas without roads or improvements. The main objectives are to provide suitable habitat for the rare Key Deer and threatened species of birds. Visitor use of the keys, except Big Pine and Big and Middle Torch, is limited to protect nesting birds. These three keys all have roads and developments and visitor sightseeing, photography, and nature study are encouraged. The threatened southern bald eagle is found on the keys. The American osprey and brown pelican nest on them. The endangered American alligator is found there and the sandy beaches of the Key West Refuge are important to loggerhead sea turtles, and I want to include that a very limited number of American crocodiles are both found there.

Of a total Federal land area of 6,389 acres, about 4,740 acres on 30 keys and groups of keys are roadless and qualify for inclusion in the wilderness system. The remainder, Big Pine, Big Torch and Middle Torch Keys is not included in the proposal.

Mr. Chairman, I know this area intimately, having visited it at least once a year for the last 20 years, except this year, and I have fished around this whole area and I have grown to love it.

Senator CHURCH. Can you tell me why Big Pine, Big Torch and Middle Torch Keys are not included in the development?

Secretary REED. There are housing developments there, which are not incompatible with the wilderness area here. The hibiscus lawns have become feeding places for the key deer. The population is now around 600 and we are hoping for a good fawn crop. I believe when Mr. Watkins took over the refuge, there were less than 60 deer.

Senator CHURCH. Very well. I have no questions.

Mr. Allot.

Senator ALLOTT. I have no questions.

Senator CHURCH. Gentlemen, we have a roll call vote in the Senate.

Senator ALLOTT. I might say I have been in this area two or three times, myself.

Senator CHURCH. We will have a temporary recess.

(Recess.)

Senator CHURCH. The hearing will please come back to order.

Mr. Secretary, we were about to consider your next proposals.

Secretary REED. This island refuge in the Shumagin group is unusual in several respects. It consists of not only the emerged land of Simeonof Island and Murie islets but includes the submerged ocean bottom extending for 1 mile from the mean low tide mark out from Simeonof Island, thus providing a belt of protection of sea otters. The island has a good harbor 2 miles long in the northern part of the west side of the island. It also has a small cattle-grazing operation.

The refuge was established in 1958 primarily for the protection of some 500 sea otters which haul out mostly on the Murie islets and in Simeonof Harbor and for some 1,000 hair seals which also use the shores. It is situated in the Gulf of Alaska about 65 miles southeast of San Point, a small fishing settlement.

Fifty-five species of birds including bald eagles have been identified on the island but there are no large colonies of marine birds as on the other islands of the Shumagin group. Arctic foxes and ground squirrels are also present as well as rock ptarmigan.

Simeonof had a long history of cattle and fox-farming from 1896 to 1930 with cattle reintroduced in 1962. Alder brush is found in small patches at the base of the three small mountains, the tallest of which is 1,436 feet high in the center of the island. Prostrate willow is part of the heather community of the island. Large patches of salmonberry are found on the north end of Simeonof. The coastal lowlands are flat. The island is granite overlaid with a thin layer of topsoil and has several shallow lakes and ponds.

A 20-year cattle-grazing permit was issued in 1961, most of the 250 cattle and five horses graze the beach fringes for about a half mile inland concentrating use on that area. Erosion from cattle trails and potential for introduced pests are negative aspects of grazing. The Bureau of Sport Fisheries and Wildlife plans to terminate the grazing permit when it expires.

A set of old ranch buildings at the head of Simeonof Harbor support the grazing operation. They are located in section 5 T., 61 S., R. 66 W. These with adjacent fencing will be removed when the grazing operation ceases.

There are no known minerals of commercial value in or near the refuge.

Except for grazing permittee, public use is infrequent; however, fishing boats sometimes find storm shelter in the harbor.

With the exclusion of 131 acres of emerged lands in section 5 T, 61 S., R. 66 W. containing ranch buildings and the marine waters, we recommend the remainder of the refuge including the submerged lands, a total of 25,140 acres, be favorably considered for the wilderness preservation system.

I might explain further, Mr. Chairman, that the 131 acres has a large house, barn, outbuilding, and we will remove all of this in 1981. In view of your statement, we have no objections to including this in wilderness. We do need a permanent patrol cabin and other minor structures for administration of refuge.

Senator CHURCH. Now, this red area, including the ranch buildings that form the basis of grazing area, is that area leased at the present time to the private holder?

Secretary REED. Yes, sir; that area and the entire island but that is where his leasehold—

Senator CHURCH. In terms of the Wilderness bill, that is an existing right. The Wilderness bill says, "subject to existing right, that an inholder in the wilderness," like a ranch inholder.

Secretary REED. Yes, sir.

Senator CHURCH. It is a lease that will expire and when it does expire, the grazing right expires and are you going to remove the building?

Secretary REED. That is correct, sir.

Senator CHURCH. Do you see any reason under those circumstances that you would have to make an exclusion? We do not build roads through it or commercialize the inholdings or permit its inholdings. We do not prevent that inholding from being designated as a wilderness.

Secretary REED. No problem with that, Mr. Chairman. Either one is acceptable as management alternatives.

Senator CHURCH. When that lease expires, the buildings, the whole thing reverts to the builder—you have to come back with a special bill.

Secretary REED. That could be written in the bill.

Senator CHURCH. You have no objection to the revision of the bill to bring it into conformity with the general background?

Secretary REED. No, sir.

Senator ALLOTT. How long has this particular lease been in effect?

Secretary REED. Since 1961, sir.

Senator ALLOTT. Sir, to the same leaseholder?

Secretary REED. Yes.

Senator ALLOTT. Was there a lease prior to that?

Secretary REED. No, sir.

Senator ALLOTT. Was there occupation prior to that for grazing purposes?

Secretary REED. No, sir.

Senator ALLOTT. In other words, this operation started up in 1961.

Secretary REED. Yes, sir.

Senator ALLOTT. Where is the building that you say you would have to have for proper administration?

Secretary REED. We would probably have to build one, sir, because the present buildings are not of the kind we want.

Senator ALLOTT. You do not have one now?

Secretary REED. That is correct, sir.

Senator ALLOTT. Would the continuance of the lease constitute in any way or militate against complying with the provisions of the wilderness Act?

Secretary REED. I don't think so, sir.

Senator ALLOTT. Could we have the name of the lessee?

Secretary REED. Yes, sir. Mr. Troyer is here. He can clarify that for the record.

Mr. TROYER. The area was under lease since early 1900 and this started with fox farming operation and grazing came in a later time. The building was put there as part of a fox farming operation. I gather you imply the lease conflicts with wilderness. There is some conflict with waterfowl nesting on the area. No. 2, and the one that has not been brought out here, the island has one of the most beautiful white sandy beaches that I have seen anywhere. It is completely unusual to Alaska.

The conflict is at this time, if anybody wants to visit the area and he wants to walk out on the beach and he finds a bunch of cow dung on the area, it certainly conflicts with the esthetics of the area.

Senator CHURCH. You are intending to let the lease expire, under a season term?

Mr. TROYER. Yes. And the name of the lessee is Mr. H. J. Woodworth. He is a school principal in Anchorage, Alaska. He is actually not living on the island, itself.

Senator CHURCH. All right, Mr. Secretary.

BRETON NATIONAL WILDLIFE REFUGE

Secretary REED. The Breton NWR is a crescent-shaped chain of barrier island located in the Gulf of Mexico about 12 miles offshore from the Mississippi Delta. It was established in 1904 by President Theodore Roosevelt and has been managed as a natural area since establishment. The 40-mile long Breton Refuge is made of the two Breton Islands and the chain of Chandeleur Islands above mean-tide.

The islands average about 4 feet in elevation and are less than $\frac{1}{2}$ mile wide. The only visible improvement on the emerged land is the U.S. Coast Guard lighthouse on the northernmost island of the Chandeleur chain. This beacon still operates as a self-contained light requiring only periodic servicing. The proposed Breton Wilderness should be amended in order to allow for the continued use of this historic lighthouse. One buried oil and gas pipeline, though unnoticeable, crosses the refuge.

Between the time the wilderness study was made in early 1969 and the public hearing held in December 1969, Hurricane Camille struck in August. It reduced the refuge from some 9,000 acres above high tide mark to about 4,500 acres.

Except for oil and gas underneath the refuge, no known minerals are found in the sandy soil of the refuge. Numerous oil and gas wells dot Chandeleur Sound. An oil and gas lease to Kerr-McGee Oil Industries is the only lease in effect on the refuge. This lease, before Hurricane Camille, covered the north tip of South Breton Island—and is now washed away—and the remaining 86 acres on north Breton Island which are excluded in the wilderness proposal. Any future use of oil and gas under the refuge will be done by directional drilling from off-refuge sites. No developments are planned on the refuge.

These wave-swept, low-lying islands with their sparkling sand beaches and low dunes have been the favorite of fishermen for many years. These islands are also extremely important to shore birds and sea turtles. The waters contain main life and aquatic plants making the adjacent area attractive to wintering waterfowl.

Considering the importance of the bird rookeries and turtle nesting sites and the solitude offered on these barrier islands, we recommend your favorable consideration of the entire refuge except north Breton Island, a total of about 4,420 acres for inclusion in the wilderness preservation system.

Senator CHURCH. Now, you are excluding north Breton Island for what reason, please.

Secretary REED. That is the location of the oil and gas lease and I will ask John Eadie, who is a regional wilderness specialist in Atlanta, Ga., to give you any details of what is going on on that island.

Senator CHURCH. Incidentally, I understand H. J. Woodworth is the name of the lessee that has the grazing privileges on the Alaskan Island. We will confirm that and see that the name appears in the proper place in the record and we will strike from the record the fact that you were unable to remember.

Mr. EADIE. Kerr-McGee Oil Industries currently holds the lease on the north point of Breton Island, and as long as they will produce oil, they will continue to have the lease.

Senator CHURCH. They are producing oil at the island.

Mr. EADIE. Yes, sir.

Senator CHURCH. Do they have any kind of facility there?

Mr. EADIE. Yes, sir. Two small buildings on the island. They are used for administrative purposes.

Senator CHURCH. What is your plan for when the lease expires or when the oil from the lease terminates, or when the oil is exhausted and the wells are no longer being pumped?

Mr. EADIE. At this time this particular part of Breton Island will be available for inclusion in the wilderness system.

Senator CHURCH. Would you object to inclusion in the bill that made that automatic, so it may not be necessary to come back to Congress to have that portion included in the bill?

Secretary REED. No, sir. We would not. We have in the last few days, received clarification on this, and feel it is an excellent mechanism to prevent having to come back to a second hearing, we feel. We have no objection to that.

Senator CHURCH. It saves the government a lot of money and all of us a lot of time.

Secretary REED. Yes, sir.

We have no intention to use that island for anything but a wilderness refuge.

Mr. EADIE. I talked to the refuge manager yesterday, and he told me that most of the damage that occurred in 1969 in the hurricane has been repaired and it is around 5,000 acres now.

Secretary REED. It will continue to accrete until the next hurricane comes up to the island. We will see it is written so that the normal accretions are taken into account.

Senator ALLOTT. Do you know anything about the geology of this, about what they anticipate the length of that production might be?

Mr. EADIE. I have no knowledge of that, sir.

Senator ALLOTT. Mr. Secretary—

Secretary REED. I understand there is a sizable pool of oil throughout the entire bay. The entire bay is dotted with oil rigs. The oil companies have stated if they wish to go into other parts of the refuge, if the Secretary allows further leasing, they would do it from beyond the refuge, itself, and do it by directional slant drilling. They are now so good at slant drilling, they find that this is not a problem to the major producing companies.

Senator ALLOTT. There is one buried pipeline. Where is that?

Mr. EADIE. Right here [indicating]. Comes in from the Gulf of Mexico.

Senator CHURCH. Is it buried, underground?

Secretary REED. Yes.

Senator CHURCH. There is a specific provision in the act that relates to this, if I remember correctly, that relates to subterranean pipelines.

Secretary REED. I am not aware of that provision in the act.

Senator CHURCH. I remember we talked about this and made a general provision in the Act. We will look that up. I do not recall the exact language, whether pipeline as such is specifically referred to. We will look that question up and I ask the staff to make a note of that.

(The provision referred to follows:)

Section 4(d) (3) of the Wilderness Act, 78 Stat. 890, provides special provisions pertaining to the operation of the Federal laws pertaining to mineral leasing and such other activities are essential to conducting activities under such leases.

I have no further questions. Do you, Senator Allott?

Senator ALLOTT. No further questions.

Senator CHURCH. Let us go to the next one.

CEDAR KEYS NATIONAL WILDLIFE REFUGE

Secretary REED. This 378-acre refuge is 90 miles north of Tampa, about 3 miles off the coast of Levy County, Fla. It comprises four islands ranging from 10 to 165 acres.

These four islands, Seahorse, Snake, Deadman, and North Keys are a part of a larger complex of islands known as Cedar Keys. The refuge is administered from the Chassahowitzka National Wildlife Refuge and no personnel are permanently assigned to Cedar Keys Refuge.

We propose that the Cedar Keys National Wildlife Refuge be designated as wilderness. The refuge is a unique wildlife area. It has great value to the threatened brown pelican and the osprey as well as to a large number of colonial nesting birds. The refuge provides habitat for over 200 nesting pairs of endangered brown pelicans and 37 pairs of ospreys.

This concentration of ospreys is one of the largest in the eastern United States and provides good opportunities for viewing and study. Another outstanding feature of Cedar Keys is the large number of white ibis that nest there. While numbers vary from year to year, in 1969, a year I visited the keys, there were estimated to be 150,000 white ibis nesting on the refuge.

Because of its small size and importance to colonial birds, Cedar Keys Refuge can support only limited public use. The Levy County Board of Commissioners and the city council of the nearby town of Cedar Keys suggested that Seahorse Key be deleted from the wilderness proposal and preserved by the State, county or civic groups for recreational purposes. However, citizen response at the public hearing was in favor of wilderness designation of the refuge, including Seahorse Key. The Board of Commissioners, Levy County, has since acquired about 1,300 acres of land near Cedar Keys for recreational and public use purposes. The refuge can be used for wildlife-oriented recreational activities, shell collecting, and beachcombing during certain seasons of the year when disturbance to nesting birds is minimal.

Seahorse Key was reserved for lighthouse purposes in 1851, and the lighthouse on it remained in operation until 1915. The University of Florida has operated a small marine laboratory on Seahorse Key under permit from the Bureau since 1952. Three acres will encompass the lighthouse, laboratory, and a small access dock on the north beach.

The entire Cedar Keys National Wildlife Refuge, excepting 3 acres which contain a dock, marine laboratory, and a lighthouse, is recommended for wilderness designation. We urge that this action be taken by this Congress.

Senator CHURCH. This is under a lease?

Secretary REED. Under a permit.

Senator CHURCH. Under a permit.

Secretary REED. Yes.

Senator CHURCH. What is the intention of the Department once the permit expires?

Secretary REED. It has been reviewed. The use on the island as we have thought was highly compatible to the area, it was a training

center for many young marine biologists, it is one of the richest fisheries in the State of Florida and the use of the laboratory has not been incompatible with the refuge management.

Senator CHURCH. So the present plan for the future, is to continue the use of the facility?

Secretary REED. Yes, sir.

Senator CHURCH. Are there people that live on the island in the buildings?

Secretary REED. They do not live there permanently. They come over four or five for a week's stay, go back to the University of Florida and come back again.

Senator CHURCH. The lighthouse there, is it still in use?

Secretary REED. I am advised it is no longer in use. It is a very handsome structure.

Senator CHURCH. I see no particular objection, if you intend to continue the facility in the future and there are numbers of people who come and live at the facility, come and go. I see no particular objection to exclude that from the wilderness. The lighthouse, itself, however, I would feel differently. The older lighthouse ought not to be in the justification for an enclave.

Secretary REED. The House Committee felt there was no justification for taking the area from the brown on the map south to the edge of the gulf, and they eliminated that part of the holding.

Senator CHURCH. You regard three acres as his minimum necessary?

Secretary REED. Absolutely.

Senator CHURCH. Fine. I have no further questions.

Senator Allott. I have one or two, Mr. Chairman, if I can read that map, the whole island is less than a mile long.

Secretary REED. That is right, sir.

Senator ALLOTT. You have 3 acres of laboratories—lighthouse, on that one portion with marine biologists coming in and staying and going back. I just suggest, and this is something we would want to discuss, Mr. Chairman, certainly, that this may not comply with section 2 (c) of the Wilderness Act.

On the other hand, I had my attention called to P.L. 91-82 which was passed in the 91st Congress, relating to the Desolation Wilderness in the State of California, in which a section 3 was included, which made special provision for access because the area contained the Rubicon Reservoir and Lake Aloha Reservoir. I want to make reference to this act for the benefit of this hearing record. Mr. Chairman, let us put section 3 of that act into the record.

Senator CHURCH. Yes, without objection it will be done.

(The document referred to follows:)



Public Law 91-82
91st Congress, S. 713
October 10, 1969

An Act

83 STAT. 131

To designate the Desolation Wilderness, Eldorado National Forest, in the State of California.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with subsection 3(b) of the Wilderness Act of September 3, 1964 (78 Stat. 891), the area classified as the Desolation Valley Primitive Area, with the proposed additions thereto and deletions therefrom as generally depicted on a map entitled "Desolation Wilderness—Proposed," dated April 26, 1967, which is on file and available for public inspection in the office of the Chief, Forest Service, Department of Agriculture, is hereby designated as the Desolation Wilderness within and as part of the Eldorado National Forest, comprising an area of approximately sixty-three thousand five hundred acres.

Desolation
Wilderness,
Eldorado
National For-
est, Calif.
Designation.
16 USC 1132.

SEC. 2. As soon as practicable after this Act takes effect, the Secretary of Agriculture shall file a map and a legal description of the Desolation Wilderness with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such description shall have the same force and effect as if included in this Act: *Provided, however,* That correction of clerical and typographical errors in such legal description and map may be made.

Filing of
map, etc.

SEC. 3. The Desolation Wilderness shall be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act, and except that the owners and operators of existing federally licensed hydroelectric facilities shall have the right of reasonable access to the areas for purposes of operating and maintaining such facilities in a manner that is consistent with past practices without prior approval of the Secretary.

Administration.

SEC. 4. The previous classification of the Desolation Valley Primitive Area is hereby abolished.

Approved October 10, 1969.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 91-473 accompanying H.R. 850 (Comm. on Interior & Insular Affairs).

SENATE REPORT No. 91-97 (Comm. on Interior & Insular Affairs).
CONGRESSIONAL RECORD, Vol. 115 (1969):

Mar. 24: Considered and passed Senate.

Sept. 24: Considered and passed House, amended, in lieu of H.R. 850.

Sept. 30: Senate concurred in House amendment.

Secretary REED. That is extremely valuable for us too, Senator Allott, because, as you know with my short service history, I am not familiar with some of the other bills and that is an extremely valuable thing for us.

Senator CHURCH. Yes. I think it is extremely valuable for this case. That is a very good suggestion.

Now, we have reached the hour of 12:20. We are not moving along as rapidly as we would like and as fast as we can here. We are just about now ready to take up the National Park Service proposals. I am going to suggest that we adjourn until 1:30.

At that time, Senator Allott, I am not likely to be able to be back because I have an address to make to the Senate. I wonder if I could ask you, Senator Allott, you have indicated you would be back, and see that the committee will start again at 1:30 since I have a special interest in these National Park Service proposals, and would like to be here at that time when they are discussed.

I wonder if it would be possible to hear other witnesses, to allow me to be here at the time the National Park Service proposals are discussed and I will try to be back as quickly as I can.

Senator ALLOTT. Mr. Chairman, I shall be happy to do this. I do have something this afternoon that I have to do, myself, but I will be happy to be here at 1:30 and I would suggest that we simply bypass the park matters and go on with Mr. Nelson at 1:30 and continue with that list of witnesses.

Senator CHURCH. Good. I appreciate that very much and Mr. Reed, if you will hold yourself available and we will get back as quickly as we can.

Secretary REED. I will be available to the committee all day.

Senator CHURCH. Good.

With that understanding, the committee will be in recess until 1:30 this afternoon.

(Whereupon, at 12:25 p.m. the committee recessed until 1:30 p.m.)

AFTERNOON SESSION

Senator ALLOTT. The committee will be in session.

This is a continuation of hearings upon the proposed wilderness legislation.

The first witness this afternoon is Thomas C. Nelson, Deputy Chief of the U.S. Forest Service. Mr. Nelson.

STATEMENT OF THOMAS C. NELSON, DEPUTY CHIEF, U.S. FOREST SERVICE ACCOMPANIED BY MR. CRANE

Mr. NELSON. If it pleases the Committee, I would like to have Mr. Crane here with me.

Senator ALLOTT. Certainly, and any other people you wish to have join you.

Your statement, Mr. Nelson, is relatively short. It might be as well to have you read it as to insert it into the record and talk about it.

Before we start this afternoon, the Chairman, Senator Church, this morning suggested that he would like to be here when the Park

Service's comments on some of these wilderness areas were made. He is on the floor at this time and we agreed we would continue with the regular list of witnesses.

May I say to all of you here, we would like to ask your indulgence and I find that people are rather reluctant to do this as a rule—some of these we have here today are panels and they can be accelerated—but because of the great amount of business being carried on before the Senate at this time I will insert all statements in the record of course in full as if given—but if possible I would like to ask anyone who can insert his statement in the record and I may have to be a little arbitrary, because we have a great many people from out of town and we want to accommodate them this afternoon if possible.

Mr. NELSON.

Mr. NELSON. Senator, would you like for us to start on S. 1198 or 1441 first?

Senator ALLOTT. You have your statement here. It does not matter, either one.

Mr. NELSON. If it pleases the Senator, I would like to start on the Flat Tops, sir.

Senator ALLOTT. All right.

Mr. NELSON. Mr. Chairman and members of the committee: We appreciate this opportunity to participate in your consideration of S. 1441, a bill to designate the Flat Tops wilderness in Colorado. The Flat Tops is outstanding, spectacular country. This hearing is an important first congressional step toward inclusion of the area in the National Wilderness Preservation System.

Our proposal for the Flat Tops wilderness results from a study of the Flat Tops primitive area, in accord with the procedures set forth in section 3(b) of the Wilderness Act. It was transmitted to Congress on March 29, 1968, with the recommendation that (1) 99,489 acres of the Flat Tops primitive area and 42,741 contiguous acres be added to the wilderness system and (2) that primitive area status be lifted from 2,635 acres of the present Flat Tops primitive area. Our proposal is embodied in its entirety by S. 1441 and we strongly recommend that the bill be enacted.

The proposed wilderness is part of the Routt and White River National Forests in Northwest Colorado. It is approximately 170 miles west of Denver, 220 miles northwest of Colorado Springs and 140 miles northeast of Grand Junction.

The area's dominant character is an abrupt, irregular border of lava rock which outlines the plateau portion which gives it its name—Flat Tops. The plateau's perimeter is sharply delineated by sheer volcanic escarpments which tower above valleys that shelter scenic lakes, streams and spruce forests.

Water and forage are important resources of the proposed wilderness. Wildlife species are varied and fishing is excellent. There are no mining or mineralized zones of consequence within the proposal. The timber it includes has no immediate economic value and has not been included in the National Forest inventory, upon which the allowable harvest of the area is based.

Senator ALLOTT. Could I interrupt for one question relative to mineral value. Your statement also includes coal deposits or deposits of that kind, I presume.

Mr. NELSON. Yes, sir.

Senator ALLOTT. All right, thank you.

Mr. NELSON. A public hearing on the original forest service wilderness proposal was held in Glenwood Springs, Colo. on October 10, 1966. Sentiment was overwhelmingly in favor of designation of the Flat Tops Primitive Area as wilderness. A number of witnesses recommended an area larger than our present proposal. The various areas involved in these recommendations are shown on page 14 of the Secretary's report and on the display map.

At this point I would like to discuss the various areas involved in our proposal, as well as those areas recommended by others. These will be pointed out on the display map before you.

Our proposal recommends that a number of relatively small areas which are now part of the Primitive Area not be included in the Flat Tops Wilderness. These are designated as areas 1 through 6 on our map. These adjustments are suggested to place the wilderness boundary on recognizable, easily identifiable topographic features.

The following areas which are contiguous to and not now part of the Flat Tops Primitive Area are recommended in our proposal for inclusion in the wilderness.

Area A totals 21,451 acres and contains the headwaters of East Fork Williams Fork River. The area is essentially primitive, contains little evidence of man's activities and, in our view, meets the criteria contained in the Wilderness Act for designation as wilderness. Inclusion of area A would bring into the wilderness the spectacular Devil's Causeway and Orno Peak which has an elevation over 12,000 feet.

Area B contains 1,361 acres and includes Deer Lake. We suggest the boundary be placed on a lower natural rim east of the present primitive area boundary. This would include a number of scenic natural features on a high basis.

Area C contains 1,041 acres and a side fork of South Fork Derby Creek. It includes a number of small lakes in a small primitive basin.

Area D includes 280 acres containing a steep, V-shaped canyon between two rims of "W" Mountain trail.

Area E contains 2,609 acres including a portion of Turret Creek. The area is in primitive condition and also includes Turret Creek Meadows, a beautiful flat grassy meadow through which the creek meanders.

Area F including 651 acres is in the Sweetwater Rim area. Here, we suggest the original Primitive Area boundary be moved to a definable topographic feature, that is to a distinct rimrock formation.

Area G contains 4,147 acres in the headwaters of Fowler Creek, Hill Creek, and Peltier Creek. This area was included to place the boundary on natural recognizable features and to include lands we believe are primarily valuable for wilderness.

Area H includes 228 acres near Swede Lake. The addition here is suggested to reposition the boundary to the edge of the main escarpment.

Area I includes 1,643 acres containing an upper portion of Ute Creek. This area is rugged and spectacular and has remained essentially wild. It will provide some lower elevation wilderness. It will also be an interesting corridor through dense live and dead timber stands to the perimeter of the Flat Tops escarpment.

Area J contains 772 acres in the Marvine Creek area. This area is included as a result of a boundary shift to place it on recognizable ridges and streams rather than on the vague semicircular pattern of the original Primitive Area boundary.

Area K includes 2,615 acres. This proposed addition takes in the headwaters basin of East Marvine Creek with includes Mary Loch Lake, a number of beaver dams and small ponds and many open parks. The basin is rimmed on three sides by the high and spectacular rimrock formations that are typical of the Flat Tops area. The area included is the most rugged of that in the whole basin. The terrain falls away from the foot of the high rims in a series of contour-like benches, each with parks and ponds, separated with steep pitches of thick dead spruce and alpine fir regrowth.

Area L including 4,305 acres is in the headwaters of Big Fish Creek. The basin contains an area of timber and stringer parks which have remained essentially wild. It also has two major lakes and several miles of stream.

Area M, including 1,638 acres, contains Trappers Lake. The principal attraction and wilderness value of this addition is the 313-acre lake and the scenic escarpment surrounding the basin in which the lake is located. Trappers Lake is the second largest natural lake in Colorado, and the largest that is still in a primitive environment. Three separate trails that provide access to the top of the Flat Tops will be protected by this addition. Trappers Lake provides the largest native cutthroat trout fishery in the State. Trappers Lake and its amphitheatre are generally credited with a share in the birth of the wilderness concept.

In addition, the following areas were recommended by various groups and individuals during the hearings as expansions of our proposal and these areas are shown in blue.

Area G-1 includes 10,716 acres. This area was included in the Forest Service preliminary proposal. The statements of the Governor of Colorado, the Bureau of Reclamation and a number of individuals and organizations, requested that it not be included because of the need to develop the area's water resources. This water would be used for power, irrigation, and to develop the potential oil shale industry in Piceance Creek Basin to the west.

In addition to the water considerations, the area contains 195 acres of patented land in two tracts. Some of this land is developed with buildings and structures. There are two special-use cabins in the area. The Forest Service again reviewed the area in the light of this testimony and concluded that it should not be included in the wilderness proposal.

Area N includes 23,500 acres. Within the area, Mirrow Creek and Paradise Creek were studied but not considered suitable for inclusion. There are no access routes from them to the primitive area. They contain large areas of commercial timber lands and can be made accessible by road for general public enjoyment—

Senator ALLOTT. You are talking about area N now?

Mr. NELSON. Yes.

Lower Fish Creek is essentially in the same category.

The area immediately north of Anderson Lake was not recommended for inclusions because it is the only prime public recreation site which remains to be developed as a terminus for wilderness travel and Trappers Lake recreationists.

Senator ALLOTT. Perhaps, Mr. Nelson, we might stop there for a moment. If I understand the map—and I believe I do, the proposal, in addition to yours—and I am speaking just relative to N at this time—would leave a very narrow finger running up what creek—Fish Creek?

Mr. NELSON. The north fork of the White River, up to Trappers Lake.

Senator ALLOTT. And there is a road along that area, is there not?

Mr. NELSON. Yes, sir.

Senator ALLOTT. How far does that come with respect to Trappers Lake?

Mr. NELSON. Within a few hundred yards.

Senator ALLOTT. But your proposal would include the Trappers Lake.

Mr. NELSON. Yes, sir.

Senator ALLOTT. How much of a buffer zone to the north of Trappers Lake?

Mr. NELSON. Very small. As I recall it, it would be very close to the shoreline, sir.

Senator ALLOTT. It would be very small.

Mr. NELSON. Yes, sir.

Senator ALLOTT. I expect Trappers Lake has been one of the most painted, one of the most photographed in the United States. I do not know of any one painted or photographed more than that. It is a very valuable asset and part of the Wilderness System.

You go ahead and I will come back to you later.

Mr. NELSON. The country north and east of the North Fork of the White River was reviewed but not included. Skinny Fish Lake, McGinnis Lake and Anderson Reservoir have artificial dams which must be maintained, requiring the use of equipment not permitted in wilderness. There are several thousand acres of commercial timberland. The area has substantial evidence of man's activities.

Area O contains 15,500 acres. Within this area the East Fork Williams River portion contains developed recreation and administrative sites and permanent roads. These improvements will be needed, in addition to others, as a service area for the wilderness.

The Bunker Creek drainage contains high-quality aspen timber which could be utilized. It is also covered by jeep roads used in the harvest of big game. Trout Creek contains roads and special uses and presents, in our view, no special wilderness attraction.

Mandall Creek basin contains four inventoried recreation sites, which could be used for general public recreation. There are existing oil and gas leases, and two of the lakes have artificial dam structures.

The Bear River from Stillwater Reservoir Dam upstream should remain available for use by general recreationists. There are also existing oil and gas leases and First Form Reclamation withdrawals along with the Stillwater Dam and related ditches.

Area P includes 26,640 acres. The north, middle and south forks of Derby Creek were studied for potential wilderness below the proposed boundary but were not included because many existing uses and improvements which would not be compatible with wilderness. Over 24 miles of four-wheel-drive trails exist in these drainages.

Crescent Lake and Mackinaw Lake have existing dams, and there are many miles of water transmission ditches and pipelines. A special-use permit for a new dam on Keener Lake has been issued. There also exists an intensive range-management program which will involve fences and improvements in addition to the many already in place.

Area Q—down around the southeast area—contains 2,100 acres. These lands do have wilderness character, but we believe their inclusion would result in a poor boundary. We recommend that the boundary remain on the well-defined line established in our proposal.

Area R contains 4,600 acres. This area below the escarpment in Sweetwater Creek was considered but not included because of the existing water transmission ditch that is under special-use permit. There are three potential general recreation sites here. A reservoir and water transmission ditch is proposed on Sweetwater Creek about 1 mile east of Indian Lake.

Area S contains 10,140 acres. The Patterson Creek basin, including Blair Lake, Shadow Lake, Jet Lake and Blair Mountain, was studied for inclusion in the proposed addition. This area was not considered suitable because it contains $11\frac{3}{4}$ miles of four-wheel-drive trails which have been well established over the years and continued access is needed in this area for wildlife harvest. The Blair Mountain Road is planned to be constructed along Blair Mountain to provide an important transportation link between the Coffee Pot Road and the New Castle-Buford Road for administration and public use.

Area T includes 11,890 acres. The areas below the proposed boundary in Ute Creek and Papoose Creek contain commercial timber lands and managed range allotments with all accompanying structures. Lower Marvine Creek has established four-wheel-drive trails and extensive commercial timber lands. East Marvine Creek below the proposed boundary is used heavily by motorized equipment and will be developed for a deferred rotation range management system with manmade improvements.

In conclusion I would like to summarize some of the basic principles that guided us in developing the proposal before you, sir.

Our first step was to test the primitive area and contiguous lands against the criteria for wilderness set forth in subsection 2(c) of the

Wilderness Act. We recognize that these criteria are somewhat subjective. But when taken together, they do provide a good basis for testing an area's qualifications for wilderness. With respect to the Flat Tops, portions of the area that were recommended by others, but not included in our proposal in the Secretary's report, that is, do not meet the Wilderness Act criteria.

Another step is the consideration of the resource uses and opportunities that would be foregone if an area is designated as wilderness. Timber harvesting, expanded range improvements, developed recreation sites, fish and wildlife habitat improvements and water development or yield improvement projects all involve practices or installations which would not conform with wilderness management principles. Within a defined area we cannot have them and wilderness, too. S. 1441, then, reflects our judgement of an appropriate balance between the needs and opportunities for wilderness here in the Flat Tops and the needs and opportunities for other National Forest resource activities.

Once the basic wilderness unit is selected the placement of boundaries becomes very important. Our nearly 50 years of experience in the administration of wilderness has taught us that a properly placed boundary helps assure that the quality of the wilderness resource within the unit will remain high. National forest visitors appreciate having the boundaries on prominent topographic features which they can easily recognize.

And this we have done here. By and large I know of no proposed wilderness area that has better defined natural boundaries than the one before you at this time.

This prevents accidental disturbances of the wilderness atmosphere. We have also found boundaries are best placed on features such as ridges or rims which, in themselves, act to shield the wilderness resource inside from the effect of nonwilderness activities outside. These concepts have been followed to the extent possible in developing the wilderness proposal before you.

With these principles in mind, we hope you will be in a good position to deal with the complex, but important decisions that face you.

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

I think I should say, Senator, that since the issuance of the report there are some rather minor corrections or updating that should possibly be made to the report and we would be glad to enter these in the record if the committee so desires.

Senator ALLOTT. How extensive are they?

Mr. NELSON. A single page of them, sir.

Senator ALLOTT. They will be inserted in the record.
(The correction list follows:)

CORRECTIONS OR UPDATES OF REPORT

Page 1

Grazing—second sentence—Four cattle and 18 sheep allotments provide 215 cattle months and 31,900 sheep months of grazing annually. Recreation stock derives 225 horse months of grazing.

Page 2

Under Recreation—second sentence—The recreation visits in 1971 were 50,200.

Under Wilderness Management—last paragraph—The two packer stations were removed in 1970.

Page 10

Forage—second paragraph—Approximately 600 cattle and 17,500 sheep grazed under permit during 1971. This amounted to 215 cow months and 31,900 sheep months of use, which supplied an important part of the summer grazing season for 23 separate ranch operations.

Forage—third paragraph—In 1971... .

Page 18

Structures and Activities—paragraph 2—Four by four vehicle travel has been blocked and prohibitions are currently being enforced.

Structures and Activities—paragraph 4—The two packer stations were removed in 1970.

Structures and Activities—paragraph 5—Lost Lakes Lodge has been removed.

Page 21

Area G-1—first paragraph—last sentence—Water rights have been adjudicated in the State courts for these projects to Rocky Mountain Power Company.

Mr. NELSON. Thank you. That completes our testimony on the Flat Tops.

Senator ALLOTT. Thank you very much, Mr. Nelson. I am happy to have had you here, and Mr. Crane.

Looking at the map and your testimony, and I must say I am only familiar with this country in general, not in particular, I have not traveled throughout the State for many years—there are three features of this that hit me as I look at that map and which I would like for you to comment on.

In the original Forest Service proposals, starting at the bottom of the map, you eliminated “S”, you did not have “S” and you had an incursion into the flat tops there, approximately 2 miles wide, I believe, following the course of White River.

Now, I presume that your original one there followed the escarpment, did it?

Mr. NELSON. No.

Senator ALLOTT. What topographical features did it follow there then?

Mr. NELSON. That is a rim there, around the South Fork.

Senator ALLOTT. Maybe I should have called it a rim instead of an escarpment. As it would be proposed by those who want additional acreage in, that would leave a narrow finger following the White River, a narrow finger there of—if I am reading my map well, less than a quarter of a mile wide.

Mr. NELSON. Yes.

Senator ALLOTT. And my map shows a roadway up to the top of that.

Mr. NELSON. Yes, sir; that is true.

Senator ALLOTT. Is that correct?

Mr. NELSON. Yes.

Senator ALLOTT. Going up to the northern part of the map, in the “M” section—that river there is the north fork and the proposal would leave there also a very narrow finger reaching in, which I

would say at its widest portion would be a mile wide, according to the section lines on my map.

Mr. NELSON. Yes.

Senator ALLOTT. And it would be approximately 10 or 12 miles long, and then going around to the east side in section O, the original suggestion offered by those who wish additional acreage, leave a finger in following that creek there, is that the Bear River?

Mr. NELSON. Yes.

Senator ALLOTT. And that would be approximately 4 miles longer and not longer than a half-mile wide at any point.

The question I want to ask, looking at these maps and it has not occurred to me before is this: From an administrative angle or a practical angle, do such finger incursions that would be left by this particular thing make good sense, make for good administration?

Mr. NELSON. Senator, fingers such as these three you cite make for rather difficult administration. They mean that the wilderness area must be signed along its entire boundary at this point. At none of these three fingers are there boundaries, natural boundaries, escarpments or the like that would form the boundary. It means these areas would have to be signed, maintained and patrolled against the use of motorized equipment and the like, to make sure that the wilderness values were maintained within the wilderness.

There would be added cost of administration with fingers of that type, sir.

Senator ALLOTT. You testified as to minerals in your forest proposals. With respect to the areas that have been suggested to be added, are there any extensive visible mineral explorations, mine shafts, old mine buildings, anything like that in those areas?

Mr. NELSON. No, sir; to the best of my knowledge there are none.

In addition, Senator, in the report by the people in Interior, the actual findings go beyond the primitive area. They sampled outside of the primitive area that we had laid out at that time. So there is no mineral activity either within or to the best of our knowledge within the proposed additions to the wilderness area.

Senator ALLOTT. The underlying rock formations are lava formations.

Mr. NELSON. There are lava in parts of it. There are two portions of this, as I understand it. One is the South Fork area and the other is the Pyramid area. One is basalt and I think there is another lava area, although there are some oil and gas exploration leases within the area. From the reports it would indicate that the possibilities of discovery are not very likely.

Senator ALLOTT. Now, the oil and gas leases that you mentioned, there are no present drilling activities.

Mr. CRANE. Right. There are none.

Senator ALLOTT. Over in sections O and P is the area where there were activities or existing oil and gas leases.

Mr. CRANE. That is right. At the time the reports were written, back in 1967 there were extensive gas and oil leases, both in O and P and over in N and T.

Senator ALLOTT. In M, N, and O and T.

Mr. CRANE. Yes. At the present time most of these leases have expired. While there is still some interest, there are very few valid leases in any of these areas now.

Senator ALLOTT. You do not know when the last of those leases expires.

Mr. CRANE. I cannot say exactly. We can supply that.

Senator ALLOTT. Now, in area P, will you describe the kind of ditch and farm development that exists in this area?

Mr. NELSON. Yes, sir. The structures and activities that occur in area P, I will go through the whole list of nonconforming uses.

Eighteen miles of four-wheel drive road for hunting, fishing, and reservoir maintenance. There is the Keener Lake Reservoir and Dam.

Senator ALLOTT. Is that for agricultural purposes?

Mr. NELSON. Yes. A wire pasture fence and cow camp cabin. another four irrigation ditches, stock fences and water tanks and Crescent Lakes and Mackinaw Lakes Reservoirs and dams.

Senator ALLOTT. Are these earth dams.

Mr. CRANE. Yes.

Senator ALLOTT. Not concrete.

Mr. CRANE. No, sir.

Senator ALLOTT. As a person who has been interested in water all my life, I spent a great deal of my law practice involved with water. I will ask you this question, although I know the answer.

How can you maintain these irrigation ditches without coming into a nonconforming use?

Mr. NELSON. The only possibility would be with horses. In other words, it is our feeling also that mechanized equipment or motorized equipment would be necessary in this day and age to maintain those structures.

We have in some wilderness areas gone in with horses for maintenance purposes.

Senator ALLOTT. Yes.

And you cause me a lot of grief by doing that, I might say. Now, often in the east part of M, I understand there was a stock tank over in that area, is that correct?

Mr. NELSON. In our most recent examination of that area, sir, we did find some stock fences and there are three irrigation dams and reservoirs over there.

Senator ALLOTT. But not stock tanks.

Mr. NELSON. To the best of my knowledge, sir, there is one stock tank.

Senator ALLOTT. How about T, are there stock tanks in there?

Mr. NELSON. There are stock tanks and stock fences and 4 miles of drive road.

Senator ALLOTT. All right, unless you have anything else, sir, or Mr. Crane, I think that about takes care of the situation on this.

Now, we will go to Indian Peaks.

Mr. NELSON. Yes.

We are glad to have this opportunity to comment on S. 1198, a bill that would direct the executive branch to review approximately 75,000 acres in the Indian Peaks area of the Arapaho and Roosevelt National Forests, Colo., within 18 months to determine the suitability or unsuitability of the area for wilderness. The Department of

Agriculture would have no objection to the enactment of S. 1198 if it is amended as we suggest in our legislative report.

I want to apologize to the committee for not yet having the report for you. It is being signed now and will be up today.

The Indian Peaks area is not now classified as a National Forest Primitive Area. Thus, S. 1198 would, in effect, cause this area to be studied in the same manner as primitive areas are being reviewed pursuant to section 3(b) of the Wilderness Act of 1964.

Under other existing authority, the Forest Service is in the process of identifying underdeveloped areas of the National Forest System which warrant review under the terms of the Wilderness Act as to their suitability or unsuitability for inclusion in the National Wilderness Preservation System. The Indian Peaks area is included among the areas the Forest Service is now investigating to determine if it warrants further consideration—preliminary data indicates that it does. The areas selected will be protected and scheduled for review as to suitability or unsuitability for wilderness.

We would construe the impact of S. 1198, if amended as we suggest, as giving express congressional direction and affirmation that the Indian Peaks area be included in our total review process.

The Wilderness Act required that national forest primitive areas be reviewed and recommendations made to Congress within 10 years of its enactment. The Forest Service is currently faced with completing this large job of reviewing the remaining existing primitive areas cooperatively with the U.S. Geological Survey and the Bureau of Mines by September 1974.

The National Forest Primitive Area reviews remaining to be completed include two in Colorado, the Uncompahgre, and Wilson Mountain; two others within the Rocky Mountain Region of the Forest Service, the Popo-Agie and Cloud Peak in Wyoming; and seven others elsewhere in the United States; the Idaho and Salmon River Breaks in Idaho, the Absaroka and Beartooth in Montana, the High Sierra and Salmon-Trinity Alps in California and the Gila in New Mexico. These 11 remaining areas total over 2½ million acres.

Because of personnel, time, and funding limitations, it would be exceedingly difficult to meet the 18-month schedule for review of the Indian Peaks area in addition to the remaining primitive areas, that we have been ordered to review by Congress.

We understand that the U.S. Geological Survey and the Bureau of Mines are faced with similar problems. These agencies would also be involved in the Indian Peaks review.

Therefore, because the time frame which would be set by these bills would be almost impossible of accomplishment, we recommend that the completion date of 18 months be deleted. Our report suggests specific language to accomplish this.

Essentially, the language would be on the second page of line 3 to 5, delete the portion that reads "On or before Expiration of the 18-month period following the date of the enactment of this Act."

Elimination of the short deadline would enable us to give needed attention to the review of the Primitive Areas as well as other critical areas as needed.

Thank you, Mr. Chairman.

Mr. Crane and I will be happy to answer questions if you have any.

Thank you, sir.

Senator ALLOTT. I do not understand one sentence in your statement, Mr. Nelson. You say "under other existing authority, the Forest Service is in the process of identifying undeveloped areas in the national forest system which was not reviewed under the terms of the Wilderness Act as to their suitability or unsuitability for inclusion.

What is that authority? I think the only authority I recall for this purpose is in the Wilderness Act, itself.

Mr. NELSON. You are correct, Senator. Under the multiple use concept, we are looking at the roadless areas, within the National Forest Service System. This is for the purpose of surfacing areas that might be suitable at some future date for a wilderness study.

Senator ALLOTT. Under the multiple use classification, then.

Mr. NELSON. Yes, sir.

Senator ALLOTT. How much of your effort is being siphoned off in manpower into that study as opposed to the study of the inclusion of primitive areas into the wilderness system.

Mr. NELSON. We do have a considerable effort looking at these wilderness areas at this time, Senator. I am unable to give you the exact number of man-years involved in this particular study.

As far as siphoning off the effort from the Primitive Area, we do not feel it at this time, because the people involved in multiple-use classification are right down at the Forest Supervisor level and Ranger District level in the forest.

We have felt that it was necessary to get on with an identification of roadless areas, so that a multiple-use management plan could be made of some of the areas that could very well not have wilderness characteristics of any type, so that these resources could be better managed and be put to better use.

Senator ALLOTT. I guess one of the first things we would be hearing is why can't the manpower be provided in order that the Indian Peak study can be accelerated to take place within the 18-month period. The thrust of my question, really, was to find out how much of the manpower is going off into the multiple-use land classification act, the same deal and so forth, upon which you do not have a statutory deadline. If I understand or recall correctly, this is the only statute I remember that put a deadline on you. Is not that correct?

Mr. NELSON. That is right, Senator. Seven years of the 10-year period since the enactment of the Wilderness Act—has expired and the Forest Service is right up to schedule in its examination of the Primitive Areas under this aegis from the Congress and we full well expect to be concluded by the time the 10-year period is through. If I might, sir, it is my understanding that from the time an area is considered for a wilderness study, until you go through the necessary steps—and you have a fairly short season to work in Indian Peaks area, about the best time we have ever been able to come up with, the shortest period is 2 years.

Senator ALLOTT. What is the mean altitude in the Indian Peaks area?

Mr. NELSON. I would imagine up around 11,000 feet, up around Buchanan and Ronalds Pass, that is something about 10,000 feet. So you are in high country.

Senator ALLOTT. I ask that because it reinforces the contention that you have a very short time in the course of a year, when you can actually work up there and study it.

Mr. NELSON. Yes, sir.

Senator ALLOTT. You mention in your first paragraph you have no objection to the enactment of S. 1198 if it is amended.

Mr. NELSON. Yes.

Senator ALLOTT. You suggested one amendment. In general terms can you tell us what other amendments you have suggested?

Mr. NELSON. Yes, the other amendment would be on page 1, line 3 and we suggest it might better read that the Secretary of Agriculture in accordance with the provisions of subsection 3(d) of the Wilderness Act relating to public notice, public hearing, and review by State and other agencies shall review as to its suitability and nonsuitability, et cetera. So that would be a short change in that wording which might be more desirable.

And then the section that I gave to you on the second page had to do with the 18-month period and those are the only two amendments that we feel would be desirable, sir.

Senator ALLOTT. All right. I think that is the intent of the language anyway. So I think we will be all right on that. Do you have any other comments?

Mr. NELSON. No, sir. It has been a pleasure to appear before you, sir.

Senator ALLOTT. Thank you very much.

Senator ALLOTT. The next witness is Mr. Paul T. Barrows, chief of the environmental resources, Colorado Department of Fish, Game, and Parks.

Mr. Barrows.

STATEMENT OF PAUL T. BARROWS, CHIEF, ENVIRONMENTAL RESOURCES, COLORADO DEPARTMENT OF FISH, GAME, AND PARKS

Mr. BARROWS. Mr. Chairman, my name is Paul T. Barrows. I speak to you on behalf of the Governor of the State of Colorado, John A. Love, regarding the Indian Peaks wilderness study bill and the wilderness area proposal.

I will apologize in advance for my rather halting speech, it is not because I cannot read; it is because I cannot see. So, if you will bear with me.

Senator ALLOTT. Would you rather—I would have somebody read it for you?

Mr. BARROWS. I would like to attempt it.

The 75,000-acre Indian Peaks Area is located along the Continental Divide immediately south of Rocky Mountain National Park. This de facto wilderness is within an hour's drive of over a million residents of metropolitan Denver, and for many years the Forest Service has managed the area without development.

A request for study of the area is based upon three basic criteria used by the U.S. Forest Service to determine desirability for wilderness designation, namely, availability, suitability, and public need. The proximity of the Indian Peaks area to metropolitan centers is consistent with President Richard Nixon's suggestion in his environmental message to Congress that wilderness recreation values be preserved to the maximum extent possible in the regions where more of our people live.

A diversity of topography ranging from relatively low-lying foothill areas to the alpine tundra country provides an environment which supports flora and fauna as varied as any in the Nation. Superb opportunities to enjoy wilderness hiking, backpacking, camping, fishing, hunting, and nature studies abound. This diversity coupled with the proximity of large numbers of people can provide an opportunity for unparalleled wilderness experiences. The multiplicity of land uses within the area add zest and flavor and still provide the solitude associated with wilderness so necessary for the innerman.

The State of Colorado has always been in agreement with the philosophy of establishing wilderness areas and worked long and hard to suggest provisions for the original wilderness bills. The Colorado General Assembly, by resolution, has supported the Federal legislation requesting a study of the Indian Peaks area for inclusion into the Federal national preservation system. Public support in favor of classification of Indian Peaks as wilderness is overwhelming as indicated by Congressman Donald Brotzman's opinion poll of September 22, 1971. The support for wilderness areas is clearly evident and I would encourage and enthusiastically support S. 1198 requiring the Forest Service to study the Indian Peaks area. That concludes my statement.

Senator ALLOTT. Thank you, Mr. Barrows.

I will insert in the record at this time the House Joint Memorial No. 1002 of the Colorado Legislature as a part of the record.

(The document referred to follows:)

HOUSE JOINT MEMORIAL No. 1002

(By Representatives Arnold, Schmidt, Lamm, Miller, Munson, Stonebraker, Bain, Benavidez, Bishop, Black, Byerly, Carroll, Chestnutt, Cole, Coloroso, Cooper, Davidson, Demoulin, Dittmore, Edmonds, Evetts, Farley, Fentress, Friedman, Gallagher, Gustafson, Hamilton, Hart, Hinman, Horst, Jackson, Johnson, Kirscht, Knox, Kopel, Koster, Lamb, Lindley, Lucero, Massari, McCormick, Moore, Mullen, Newman, Pepper, Porter, Rose, Sack, Safran, Schafer, Shore, Showalter, Sonnenberg, Southworth, Strahle, Valdez, and Mr. Speaker; also Senators L. Fowler, Anderson, Armstrong, Birmingham, Calabrese, Chance, Cisneros, Deberard, Decker, Dines, Enstrom, H. Fowler, Garnsey, Jackson, Kinnie, Klein, Kogovsek, Locke, Macmanus, Massari, Minister, Ohlson, Parker, Plock, Ruland, Schieffelin, Stockton, Strickland, Taylor, Vollack, Williams, and Wunsch.)

Memorializing the Congress of the United States to direct a study concerning the inclusion of the area commonly known as the Indian Peaks area in the State of Colorado as a part of the National Wilderness Preservation System as provided by the 1964 Wilderness Act.

Whereas, several members of the Colorado delegation to the United States Congress have introduced legislation directing the Secretary of Agriculture to conduct a study of the wilderness potential of the Indian Peaks Area; and

Whereas, An Act of Congress is required to designate new areas to be included in the National Wilderness Preservation System; and

Whereas, Most of the area proposed for study has been managed as a de facto wilderness area by the Forest Service of the United States Department of Agriculture since 1926; and

Whereas, The area apparently contains many properties necessary to qualify it for wilderness designation; and

Whereas, The alpine fauna and delicate flora in the area could benefit by a wilderness classification; and

Whereas, Indian Peaks is one of the few areas in close proximity to the major population centers along the Front Range of the Colorado Rockies still suitable for a wilderness classification which could insure the citizens of and visitors to this area an opportunity to experience nature untrammelled by man; and

Whereas, The Indian Peaks Area is also located near the University of Colorado at Boulder and the University's internationally known Arctic and Alpine Institute whose research in this area could be enhanced through proper wilderness protection: Now, therefore, be it

Resolved by the House of Representatives of the Forty-eighth General Assembly of the State of Colorado, the Senate concurring herein: That the Congress of the United States is hereby memorialized to enact the necessary legislation directing the Secretary of Agriculture to study the Indian Peaks Area of Colorado for its wilderness values and to make recommendations to Congress concerning its inclusion in the National Wilderness Preservation System; and be it further

Resolved, That copies of this Memorial be sent to the Chairmen and members of the United States House and Senate Committees on Interior and Insular Affairs, the Secretary of the United States Department of Agriculture, the Secretary of the United States Department of Interior, and to the members of the Congress of the United States from the State of Colorado.

JOHN D. FUHR,

Speaker of the House of Representatives.

FAY DEBERARD,

President of the Senate.

LORRAINE F. LOMBARDI,

Chief Clerk of the House of Representatives

COMFORT W. SHAW,

Secretary of the Senate.

Senator ALLOTT. There is only one thing, Mr. Barrows, do you have any comment with respect to the suggestion of the Forest Service that the 18-month study provision be eliminated?

Mr. BARROWS. It is conceivable to us that in order to do an extremely comprehensive job that it would require more than 18 months. There are certain studies now, as has been indicated, that deal with certain undeveloped areas. We submitted a letter to the regional Forest Service containing comments. We submit that necessary time should be spent so a comprehensive study can be made.

Senator ALLOTT. Well, of course, I want to see a study, too, but I am always a little reluctant to set these dates too far forward, because they get lost in the shuffle and after all, this is an area which is close enough to well-traveled regions of Colorado so that a good many people know this area fairly well. I do not suppose I have flown over less than 200 times in my life.

I have traveled all around it. I think the committee will just have to take up this suggestion with the Forest Service and see what we can provide, and see that the study goes forward with as much acceleration as it can.

I do not have any questions. Do you have any other remarks?

Mr. BARROWS. Thank you very much. I might say the Governor was here yesterday and discussed this matter with me but he had to return yesterday afternoon.

Mr. BARROWS. I talked to him briefly at the airport, approximately 30 seconds.

Senator ALLOTT. Thank you.

Now, you have to testify on the Flat Tops Wilderness Area.

STATEMENT OF PAUL T. BARROWS ON FLAT TOPS WILDERNESS AREA

Mr. BARROWS. In 1966 Gov. John A. Love, presented a statement on the proposed Flat Tops Wilderness which supported the Forest Service boundary except for area G, the south fork of the White River. Since that time, we have reevaluated the various proposals to extend the wilderness beyond the proposed Forest Service boundary and believe that the public can best be served by the addition of several areas. We want to reemphasize the fact that the Flat Tops Area possesses nearly all the wilderness characteristics envisioned by early proponents of wilderness. Much of the area surrounding the proposed wilderness remains undeveloped as indicated by recent Forest Service hearings.

During the evaluation of areas beyond the Forest Service boundary, we have tried to weigh the pros and cons, the various resources involved, and the necessity for reserving those resources for future development. Timber and mineral resources do not appear to be significant. On the other hand, the water resources command a very important role in the future development of mineral resources adjacent to the proposed wilderness. However, most of the areas considered would be best suited for wilderness-type recreation. We have listed the various areas, ranked by priority, which should be considered for inclusion in the wilderness system.

Area R—Sweetwater Creek—4,500 acres.

This area includes the headwaters of Sweetwater Creek and a portion of the Turret Creek drainage. It lies in a timbered basin below the escarpment but above Sweetwater Lake. Dominant vegetation is spruce-fir timber interspersed by aspen groves and grassy parks. A Forest Service trail along Sweetwater Creek is quite heavily used by hikers, fishermen, hunters, rock hounds, and recently by motorbike riders.

We have recommended inclusion of this area because of its value as a fishery and as habitat for the White River elk herd. Although the stream is small and drops rapidly in elevation, it provides a good trout fishery. In addition, numerous beaver ponds provide additional fish habitat. The brook, rainbow, and native cutthroat trout are self-sustaining in the ponds and stream and provide the stream fishermen with several hundred man-days of fishing annually. This pressure is expected to increase substantially as Sweetwater Lake continues to be developed for recreationists. If motorized access is continued, fishing pressure could become so great that the fishery might be seriously depleted.

We feel that area R is vital to that portion of the White River elk herd which winters in the Sweetwater Lake area. Area R provides valuable spring-fall range for elk migrating to and from summer range on the Flat Tops. The area is used for calving in the spring

and for breeding in the fall. It is also a popular hunting area for both deer and elk and provides income for a number of guides and outfitters.

Area T—Marvine and East Marvine Creeks, 9,900 acres.

This area includes Marvine Creek and East Marvine Creek below the rim of the escarpment—proposed Forest Service boundary—and the Marvine Creek campground. It is heavily timbered with spruce and fir trees interspersed with some aspen groves and small grassy parks.

This area has long been popular with sportsmen as witness by the construction of the Marvine Lodge in 1890. Use of the two trails along these Creeks is perhaps the heaviest on the Flat Tops.

The Forest Service objected to the inclusion of the original area T because it included commercial timber stands, a few jeep roads, oil and gas leases and the potential for constructing range improvement structures. The boundary has been revised to eliminate commercial timber and range improvements on Ute and Papoose Creeks. Some of the timber in the remainder of area R was killed by the spruce beetle epidemic which alters its value for timber production. In addition, most oil and gas leases are old and it is doubtful that development will occur.

In addition to its excellent wilderness characteristics this area is very important to the fish and wildlife resource. The area contains numerous lakes and about 9 miles of stream fishery which provide excellent fishing for rainbow, brook, and native trout. Fishing use is heavy and is expected to increase. The existing fishery resource will not be enough to satisfy future demands if this area is opened for development.

The value of the Marvine area to wildlife has long been known. Theodore Roosevelt was among many of the notables who came to this area in search of lion, bear and elk. Today the area is still valuable to wildlife, particularly the White River Elk. East Marvine is particularly valuable because it is isolated and provides habitat between two popular access routes—Marvine Creek and the north fork of the White River.

It provides excellent spring-fall range for elk and deer and serves as a major migration route to their winter range. Numerous dude ranches, guides and outfitters are located below this area and realize a substantial income from outdoorsmen using the area.

Area P—Derby Creek, 19,500 acres.

This area lies on the eastern edge of the Flat Tops above the Colorado River. The spruce-fir timber is interspersed with aspen groves and grassy parks. Its principal uses are recreation, livestock grazing and water for irrigation. Numerous lakes and streams offer excellent trout fishing. It is also important habitat for the White River deer and elk herds. The inclusion of this area into the wilderness system would be welcomed and would preserve the existing recreational resources.

Area GI-E—(South Fork Canyon) SW (Patterson Creek) and SE (the Meadows (13,000.)

These three areas and GI-W—lower South Fork—are probably the most scenic areas of the Flat Tops. Its two greatest assets are

(1) its water resources and (2) its wildlife resources. Previously, we discussed the high quality of water emanating from this area and the role it plays in the future of the oil-shale industry. The development of the rich oil shale resources in Piceance Basin will soon become a reality and considerable high quality water will be needed.

We realize the importance of this area as wilderness, as a fishery and as habitat for wildlife. The canyon section of the south fork of the White River may be considered for addition to the National Wild and Scenic Rivers System. As President Nixon stated, "We need rivers for commerce and trade; but we also need rivers to fish in and sit by." However, the need for water and oil shale is a national need and may be more important than the wildlife resource.

We would like to suggest that the Forest Service manage these areas as de facto wilderness until such time that water is required. In this way some of the wildlife problems can be studied and eventual damage alleviated.

Senator ALLOTT. Thank you, Mr. Barrows.

Senator ALLOTT. The next speaker is Lynn K. Whiteman of Meeker, Colo., representing the Meeker Chamber of Commerce.

STATEMENT OF LYNN K. WHITEMAN, MEEKER CHAMBER OF COMMERCE, MEEKER, COLO.

MR. WHITEMAN. Mr. Chairman, I am Lynn K. Whiteman of Meeker, Colo. My testimony today is supported by a variety of organizations and individuals in the community of Meeker, Colo., and the White River Valley. At least five organizations including the Rio Blanco County Commissioners, the Meeker Chamber of Commerce, the Meeker Lions Club, the Rio Blanco County Woolgrowers and the Rio Blanco County Cattlemen's Association have assisted in enabling me to testify today.

I would like to submit for the written record three specific recommendations of the trustees of the council, the town of Meeker, the Meeker Lions Club and the Rio Blanco County Stock Growers on the completion of my testimony.

Generally there is a wide community and area support for the concept of a wilderness area substantially as recommended in the 1967 U.S. Forest Service proposal. The community and area I represent questions very seriously the exclusion of two small areas totaling 1,250 acres and are referred to in the proposal as Nichols Creek and Dry Sweetwater. It appears that these exclusions are made for the benefit of private interests and the community I represent does not feel this should be any justification for exclusion. This area referred to above being on the Flat Tops area does not lend itself to any type of development in the opinion of the community I represent.

I further believe and many in the community believe that minor or modest adjustments to the present recommended area can be made as long as these adjustments are governed by topography of natural boundaries and include remote or inaccessible areas that can be managed as wilderness areas. The community does support the wilderness recommendations of the U.S. Forest Service for this Flat Tops

area. This community which is closest to and affected most by changes of use of public lands does not believe that large additions of acreage should be added to the wilderness system. Such additions could affect very much the economic well-being of the community and valley which I represent here today.

Senator CHURCH. I take it you agree with the Forest Service proposals with the exception of the areas marked 2 and 3 on the map.

Mr. WHITEMAN. As an example of the areas which they indicate could be modified, I would point out area T. This being an area that the present proposed boundary is not necessarily on the escarpment or a natural boundary and therefore to drop it even lower to a low—greater amount of area to be included in wilderness, would certainly not be opposed by the groups that I represent.

Senator ALLOTT. Just for the sake of the record, Mr. Chairman, when you are talking about the northwest, at that point the slope is to the northwest, is it not?

Mr. WHITEMAN. Correct.

Senator CHURCH. I have no further questions.

Senator ALLOTT. Neither do I. Thank you very much, sir.

(The material referred to by Mr. Whiteman follows:)

RESOLUTION—CITY COUNCIL OF MEEKER, COLO.

The City Council of Meeker, Colorado would like to have the following resolution entered in the public record at the hearings on the Flattops Wilderness proposal (S. 1441).

Whereas a considerable amount of time, effort and money was expended in 1966 and 1967 in gaining public opinion and ideas in reference to the Flattops Wilderness Area; whereas individual citizens, businesses and organizations had an opportunity and did contribute input to the study made in 1966 and 1967; and whereas these recommendations were weighted and studied by U.S. Forest Service and from these studies a recommendation was made in 1967 for the proposed Flattops Wilderness Area. Whereas this 1967 proposal was endorsed by the Governor of the State of Colorado and the Secretary of Agriculture; therefore be it Resolved that the City Council of the Town of Meeker recommends that only those areas included in the U.S. Forest Service proposal of 1967 be included in legislation establishing the Flattops Wilderness Area.

Respectfully submitted.

TRUSTEES, TOWN OF MEEKER.

MEEKER, COLO., May 1, 1972.

HON. GORDON ALLOTT,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR SIR: The Meeker Lions Club is very much interested in the Flattops Wilderness Area proposal (S.1441). The membership of our organization strongly recommends only those areas proposed by the U.S. Forest Service and endorsed by the Governor of the State of Colorado and the Secretary of Agriculture in 1967, be included in the Wilderness Area. This proposal in 1967 was based upon grass root public input and local hearings, in addition to a complete analysis by the U.S. Forest Service of the impact of this proposed Wilderness Area on the local communities and areas. Any proposed change of this 1967 proposal should have public hearings again in the local communities and areas which are directly affected by such changes.

It is therefore our recommendation that only those areas included in the U.S. Forest Service proposal of 1967 be included in the Flattops Wilderness legislation.

Sincerely yours,

DUANE P. OTTOSEN,
President, Meeker Lions Club.

RESOLUTION No. 4—RIO BLANCO STOCKGROWERS ASSOCIATION, MEEKER, COLO.

Whereas, in 1966 recommendations were made as to inclusions of certain areas of the White River National Forest in a Primitive area. This area as known as the FLATTOPS PRIMITIVE AREA. The recommendations were made based upon public hearings in which all persons having an interest in public lands, including grazing interest, mineral interests, timber interests, and recreational interests were heard. After a review of these public interests and a review of public land management of the lands in questions, the United States Forest Service made a recommendation for the area to be designated. The Governor of the State of Colorado indorsed that same designated area of the White River National Forest: Therefore be it

Resolved, That the Rio Blanco Stockgrowers Assn. at their annual meeting, February 19, 1972, recommends that this same specified area only be included in any legislation for inclusion in the Wilderness system. Any additions to or changes of the original recommendation should have public hearings, so input by users of the public lands can be made a part of any decision that affects changes of use of said public lands.

This Resolution is also co-sponsored by the Rio Blanco Cowbelles.

Senator CHURCH. Our next witnesses are a panel, Mr. John Barker, Rocky Mountain Chapter, Sierra Club, Denver, Colo., Mr. Steven Gregory, West Slope Environmental Coordinating Center, Gunnison, Colo., Mr. Peiter Hondius, of Denver, Colo., and Mr. William Mounsey, Colorado Open Space Council.

If you all belong on this panel, come up. Now, gentlemen, how do you propose to present your testimony?

STATEMENT OF WILLIAM BIRD MOUNSEY, COLORADO OPEN SPACE COUNCIL, EVERGREEN, COLO.

Mr. MOUNSEY. Mr. Chairman, I am William Bird Mounsey, retired army officer and a professional wilderness guide and outfitter and wilderness consultant. I have been associated with the citizens proposal for the Flat Tops area since its formative days, 1964 and I will act as the moderator, if you desire, of this group.

Senator CHURCH. May I suggest to you, Mr. Mounsey, that you make your statement and we will accept into the record as prepared all of the other statements and then we will ask the other members of the panel simply to add what they would like to add to what you have said, so each one has an opportunity to make whatever cogent point he wants to make. And you may be sure that the written statements will all appear in any case, but this may help the committee, because we have a long list of witnesses.

Mr. MOUNSEY. Today I represent the Colorado Open Space Council, a conservation structure composed of 33 environmentally-oriented organizations, representing 35,000 members concerned with the maintenance and enhancement of a high-quality ecosystem for man. I also speak of my own interest in the Flat Tops wilderness proposals.

The Colorado Open Space Council is tremendously interested in wilderness protection for the Flat Tops area and the council commends the Forest Service for its judgment in recommending for inclusion in the proposed wilderness the areas lettered A through M. The Forest Service has carefully documented aspects of these areas which entitle them, in the Service's opinion, to inclusion in the proposed wilderness.

I have been closely associated with the development of both the Forest Service and the citizen's proposals for a Flat Tops wilderness. Since the start of implementation of the Wilderness Act there has been a mutually beneficial exchange of factual information between the members of the U.S. Forest Service in the Rocky Mountain region who have been working principally on wilderness matters—I mention specifically Forester Gay Weidenhoff—and Colorado citizens who, working on their own time and unpressured by demands of consumptive and restrictive users of the national forest, have developed challenging alternate wilderness proposals.

In 1964 and 1965 I was working with Colorado citizens toward the development of Colorado's first citizens' wilderness proposals—that of the Flat Tops. In October 1965, at the Flat Tops public hearing in Glenwood Springs, Colo., I presented the citizens' proposal representing the Colorado Open Space Council.

The initial Forest Service proposal for a 153,000-acre Flat Tops wilderness was imaginative and bold in many respects; it was most certainly a meritorious plan, and it was apparent that much thorough study and wise thought had been vested in that plan. However, the environmentally-oriented citizens were disappointed that the Forest Service had overlooked some 77,000 acres of land of wilderness characteristics mainly below the high escarpment of the Flat Tops, or had evaluated other uses as of higher priority.

Subsequent to the October 1965 public hearing, much of the imagination and boldness of the original Forest Service proposal evaporated. Although the public opinion expressed at the hearing was very strongly in favor of the 230,000-acre citizens' proposal, the Forest Service's revised proposal announced in 1968, for a 142,000-acre wilderness represented a reduction of some 11,000 acres from its first recommendation. Most of this reduction is due to dropping the entire south fork of White River.

The Colorado Open Space Council, together with other State and national organizations, is very concerned in wilderness protection for the free flowing south fork of White River. Among the Nation's finest wilderness rivers, it is one of the last truly wild rivers in Colorado. It is also one of Colorado's main sources of the vanishing native cutthroat trout and the whitefish and rates as one of the best wild trout fishing streams in the State. The endangered cutthroat trout requires essentially an undisturbed natural stream habitat to survive.

Persons involved in industrial development are forecasting great economic pressures on this area of the State. Frequently, prognostication repeated often enough with an authoritative voice is confused with fact. We do know that there will be some development of the oil-shale lands near the Flat Tops. It has already started. We have every reason to believe that extensive development of oil-shale would consume such tremendous quantities of water that a major diversion of water from the Pacific-Northwest would be needed to feed it. However, the potential reservoir site in south fork of White River has been put forth as essential to the oil-shale development when, in fact, its contribution would be hardly more than the proverbial drop in a bucket.

It is in this area of south fork of White River that the Forest Service lost much of its boldness between its first and present wilderness recommendation. The proposal we are considering today in the form of S. 1441 still reflects the study and thought of 1965 but it also reflects the result of several years of machination. The possibility exists under Colorado water laws for a few individuals to reap a large monetary gain from the impoundment and diversion of waters now flowing naturally through the South Fork Canyon. The propaganda expounded and pressure exerted by these people has tended to cloud the whole Flat Tops wilderness picture. Only within the last year has some of the cloud been dissipated, and both elected and appointed officials of the State of Colorado have expressed an interest in and support of a proposal for a 230,000 acre Flat Tops wilderness that would include most of the controversial South Fork Canyon.

I feel it can be misleading to always refer to wilderness proposals by acreage. Exact acreage is not important, and the citizen conservationist is more likely to ask "Is the South Fork Canyon, or Derby Creek, included?" rather than "are there 230 or 235,000 acres in the proposal?" The aim of every citizen wilderness proposal in which I have been involved has been to include an optimum of qualifying wilderness land within the boundaries—not to grasp for X-many acres with the thought of later compromise. With this thought in mind, I know you will understand that, contrary to most of today's business and political confrontations, in discussions of wilderness boundaries, the citizen conservationists have not included a bargaining factor.

Today, we are referring to an acreage figure of 235,000 acres, which, because of improved mapping and measuring since 1965, is essentially the same area as recommended in 1965, is essentially the same area as recommended in 1965 with a few minor boundary refinements.

During consideration of the various proposals for the Flat Tops wilderness, most of those who must make the final decision are handicapped by the fact that they have not seen the area with their own eyes, they have not walked the trails, nor have they drunk from the pure, cold free-flowing waters of the south fork of White River.

They must rely on the lines and symbols shown on a map, the demands of developers, the rationalizations of the Forest Service, and the pleas of the citizen-conservationists.

Too often a line on a map, visible from across the room, is described by opponents to wilderness designation as a well-used jeep trail or irrigation ditch which dominates an area to the extent that it precludes the area from consideration as wilderness, when, in fact, the line on the map is apparent from a greater distance than is the trail or ditch on the ground.

For example, the statements in the Forest Service's printed proposal regarding areas P (page 22) and S (page 23) and the Service's reasons for rejecting the areas are, in part, misleading.

Our Colorado groups have stressed the importance of adding area P, the upper part of the Derby Creek drainage, to the Flat Tops wilderness to preserve some of Colorado's finest back-country deer and elk hunting and trout fishing.

About area P, the proposal states that 24 miles of four-wheel-drive trails exist in these drainages and that 15 miles of road are planned for construction—I emphasize planned.

The truth is that area P as proposed in the citizen recommendation illustrated on this map, contains only 9 miles of rough terrain vehicle trail, most of which has so far influenced the area so little visibly that it is noticeable only within a few feet of its faint tracks. As for the planned roads, if we were to consider every agency plan as binding, there would be no wilderness, only planned development. Specifically, the citizen proposal would still permit construction of 13 of the planned 15 miles.

Further Forest Service reasoning for not adding area P to the wilderness includes reference to existing dams and many miles of water transmission ditches and pipelines. The citizen recommendation would include in wilderness only two sections of diversion ditch, each about one-half mile in length, and a couple of old, overgrown earthen dams unrecognized as such by the average visitor.

Similar misleading statements occur frequently in the service proposal which is at present the basis for S. 1441.

Other areas of major concern which the citizen conservationists in Colorado believe should be included in the Flat Tops wilderness are areas N and T—the upper valleys of the North Fork of White River and Marvine Creek—and O and P—Trout Creek-Mandell Lakes and Derby Creek headwaters.

We believe that wilderness protection should be given to all of these primitive headwater valleys and lakes immediately below the high Flat Tops escarpment. These beautiful wild places below the escarpment can be reached easily on foot in an hour or two and enjoyed on weekends by family groups. The Forest Service proposal places only a few such areas in the Flat Tops wilderness. The natural lakes and streams in these areas now provide quality native cut-throat trout fishing; but the bodies of water are small and shallow, and they would not sustain roadside fishing pressure and other forms of developed water-based recreation.

With the inclusion of area N in the wilderness and leaving the existing road and area along the North Fork of the White River as a nonwilderness access corridor, campgrounds and facilities and trail heads could be established along the road and river as jumping-off places for people going into the wilderness on both sides of the North Fork. Thus, people with limited time would be provided with easy access by road to a site from which they could penetrate deeply into the wilderness without requiring an extended packtrip.

Much of the areas N, O, P, S, and T, after careful investigation and consideration by Colorado's Game, Fish, and Parks Division, have been recommended for wilderness designation by the division. An important herd of elk winters and calves in area S, the scenic values rank especially high because of the rugged topography and the wild river it contains. Native cut-throat trout fishing in the South Fork of the White is unequalled anywhere else. This happy condition is most unusual in Colorado, because elsewhere so many river valleys of any size are now taken over by highways and other developments. Professional resource officials in the division have tes-

tified that the fisheries, wildlife, and related recreational resources of these areas can best be managed under a wilderness classification.

We, in Colorado are most grateful for the introduction and support of S. 1441 by our Senators Gordon Allott and Peter Dominick. We urge that the recommendations of the citizens be incorporated as an amendment to S. 1441 to insure for the future a truly significant Flat Tops wilderness.

I appreciate this opportunity to present the views of the Colorado open space council, and to express some of my own thoughts about the proposed Flat Tops wilderness. I lead and outfit wilderness backpack and canoe trips in five States from Florida, to Texas, to Montana. I have had scheduled trips in the Flat Tops area since 1966. I seek out the wildest, least-used areas for a truly memorable experience for my guests, and every year I find, in every area that more, and more, and more people are using these areas. I believe that at this time we cannot set aside too much land as wilderness. If future generations decide that the land we now designate as wilderness is needed for other uses, we have at least left them the option of making the final decision.

Senator CHURCH. Thank you very much. I will ask that the other statements be submitted for the record and other members of the Panel add extemporaneously what they would like to add and if they would identify themselves as they speak.

STATEMENT OF PETER HONDIUS, CHAIRMAN, THE INDIAN PEAKS COMMITTEE OF THE COLORADO OPEN SPACE COUNCIL

Mr. HONDIUS. I am Peter Hondius from Denver, Colo. I have heard expressed herein the Forest Service proposals. I have not heard of that before, regarding the Indian Peaks—any reference to a time element to that study be dropped.

As they said, I believe they have not gotten their statement or proposal published. I would like to make a few comments regarding it.

Senator ALLOTT. I think, maybe I ought to straighten out the record a little bit. Maybe you could not hear him when he was speaking. He said the report was on the way up here, on the bill, the Forest Service files, a report with the committee commenting on each bill. In case you did not hear the substance of his remarks, they were doing this because they did not have the personnel to complete that study and complete the land-use or the multiple use land classification at the same time. It was a surprise to me, too. We are used to surprises.

Mr. HONDIUS. The area known as Indian Peaks lies along the crest of the Continental Divide in north-central Colorado. It is part of the Arapahoe and Roosevelt National Forests. The area adjoins the south boundary of Rocky Mountain National Park. The area proposed for study for inclusion in the national wilderness system is approximately 16 miles along the divide, most of which are named for Indian tribes (Arapahoe, Kiowa, Arikaree, Navajo, Apache, Shoshoni, Pawnee, Paiute, and Ogalalla). Most of these peaks are over 13,000 feet in elevation. Approximately two-thirds of the area

is above timberline (11,000 to 15,000 feet). The scenery is spectacular. The peaks are jagged. The area contains many small lakes, several active galdiers, and a great variety of plants and wildlife. The alpine tundra areas above timberline are extremely fragile and very slow to recover when damaged.

We feel that the highest and best use of the area is for education and recreation—consistent with preservation of the area in its natural state. This can best be achieved by administering the area under the provision of the National Wilderness Act of 1964. Most of the area proposed for study is now administered as de facto wilderness by the National Forest Service, but was not classified as a primitive area, and so is not now covered by the Wilderness Act. Because of increased population pressure, statutory protection is necessary to protect the natural beauty of this outstanding area.

The outdoor classroom and nature laboratory use of the Indian Peaks area is already important and will grow in the future. The University of Colorado Arctic and Alpine Institute and the public schools of Denver and Longmont have already organized programs using the Indian Peaks area for environmental study. Other youth groups, including the Denver Area Council, Boy Scouts of America, the Boys' Clubs of Denver, Inc., and several church and private camps use the area in connection with their outdoor programs. These uses can be carefully supervised so that little damage results to the natural state of the area. Under wilderness classification the quality of the area can be maintained so that these uses can continue to be accommodated. Without this protection overuse is likely to so damage natural values that the area will be less useful for these programs. There are large contiguous areas in these national forests that can be used for car camping and other intensive recreational uses which tend to be more destructive.

Tourism is, after agriculture and manufacturing, Colorado's third most important industry, and is based on our magnificent scenery. Since Rocky Mountain National Park was established 57 years ago, visitor use has grown 50-fold to 2,500,000 persons last year. The population of surrounding communities has doubled in the last 10 years. The Denver Metropolitan Area with 1 million residents is less than 1½ hours driving time from Indian Peaks and Rocky Mountain National Park. Due to crowded conditions back-country camping is being restricted in the national park this year. The Indian Peaks area is already heavily used by campers and hikers. It needs statutory protection so that use can be controlled to minimize environmental damage.

The reason that our national parks and wilderness areas attract visitors is that the scenic quality is maintained. Generation after generation can enjoy that scenery as long as it is properly cared for.

The amount of timber in the area proposed for study is not great, and it has not been included in calculating the allowable cut figures of either the Arapahoe or Roosevelt National Forests.

Values of exploitable minerals in the study area appear to be small, and, if present, will be identified in the study called for in the bill. If, as some claim, there may be unidentified deposits at great depth in parts of the area, these can well be conserved for the future,

when their value to our society will be much greater because of increased scarcity, and when techniques for exploration and extraction have become improved to the point where less damage will be done to the natural setting. As we are beginning to realize, we are approaching the end of having seemingly unlimited natural areas and resources. The need to protect such areas from short-sighted exploitation grows more apparent.

Our apparently limitless demands are on a collision course with our finite resources. We will be poor stewards indeed if we do not temper these demands and conserve something for the future.

A proposal put forth by some of the rural interests to the west of the proposed area, for construction of a new transmountain highway with a tunnel under Arapahoe Pass in the southern portion of the Indian Peaks, has been found not to be feasible economically (estimated cost \$243 million), nor desirable from a population-distribution standpoint—this from a study commissioned by the 1969 general assembly of the State of Colorado and conducted by the engineering and planning firm of Delew-Cather & Co., Chicago. In its report on the proposal, dated January 5, 1971, the Citizens Advisory Commission to the Colorado State Highway Department recommended upgrading of an existing road north of Rocky Mountain National Park and 30 miles north of the Indian Peaks area.

There are approximately 10 private property inholdings in the proposed study area. These total 1,000 acres, or 1.3 percent of the proposed area. I have contacted all but one of the known inholders regarding the wilderness proposal. None oppose the study, and most are in favor of inclusion of the area in the wilderness system. Most are interested in exchanging with the Forest Service, so public ownership of the area can be blocked out.

Senate bill No. 1198 has very strong support in Colorado, particularly along the heavily populated east slope of the Continental Divide. Those from other parts of the Nation who visit the area are almost always enthusiastic in supporting wilderness status for the area.

In an opinion poll conducted this past summer in the Second Congressional District of Colorado (Arapahoe, Boulder, Clear Creek, Gilpin, and Jefferson Counties) by its Congressman, Representative Don Brotzman, of 42,000 questionnaires returned, 81 percent favored according to the Indian Peaks area wilderness status; 4 percent opposed. In Boulder County, which contains the east part of the study area, 87 percent favored wilderness; 3 percent opposed.

The city councils of Boulder (population 66,000), Estes Park (population 2,500), Longmont (population 23,000), and Loveland (population 16,000) have passed resolutions of support.

House Joint Memorial No. 1002 of the current Colorado General Assembly, enacted January, 1972 and passed unanimously by the State Senate and House of Representatives, concluded:

That the Congress of the United States is hereby memorialized to enact the necessary legislation directing the Secretary of Agriculture to study the Indian Peaks area of Colorado for its wilderness values and to make recommendations to Congress concerning its inclusion in the National Wilderness Preservation System.

Gentlemen, the Indian Peaks need statutory protection, so that when new uses are proposed they will be carefully considered under the legislative process, and the natural values of this national treasure will not be lightly diminished. We ask for your favorable action on Senate bill No. 1198.

Thank you.

Senator CHURCH. Thank you.

(Subsequent to the hearing the following letter by Mr. Hondius was received:)

THE INDIAN PEAKS COMMITTEE
OF THE COLORADO OPEN SPACE COUNCIL
Denver, Colo. May 15, 1972.

SENATOR GORDON ALLOTT,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR ALLOTT: Thank you for the opportunity to appear at the Public Lands Subcommittee hearings on your Indian Peaks Study Bill, No. S1198. In addition to the material which I left with the Committee Minority Counsel, Mr. Charles Cook, I would like to submit the following statement for the hearing record.

We feel that No. S1198 should be enacted without the proposed Forest Service amendment. If the eighteen month time limit provided for in the bill is not sufficient for proper study of the area, we have no objection to a reasonable extension of time—to perhaps thirty months. We feel that it is important that there be a definite time limit set. The time limit provided for completion of studies under the Wilderness Act of 1964 has helped to keep those studies moving.

The Forest Service statement of May 5, 1972 states that, with their proposed amendment, the effect of No. S1198 would be merely legislative direction to consider the Indian Peaks for wilderness protection under the Forest Service roadless area review program. The results of their roadless area review will not be announced until December, 1972 or January, 1973. There is no assurance that Indian Peaks will be recommended by the Forest Service for wilderness study, or what priority the area would have if it were so recommended. Concerned Coloradoans have been seeking statutory protection for the Indian Peaks for the last sixty years. Because of the pressures of rapidly expanding surrounding population areas and increased out-of-state visitor use, the Indian Peaks need protection now. We feel that it is proper for Congress to designate areas for wilderness study—especially when special conditions warrant their receiving special attention.

The Indian Peaks area, especially the southern portion, is suffering considerable off-the-road vehicle damage. The alpine tundra areas above timberline are particularly fragile and very slow to recover. (Biologists estimate that over two hundred years will be required to restore the damage from a wheel rut.) We ask that the area be protected immediately as though it were a designated Primitive Area. It would be most unfortunate if areas in the Indian Peaks were excluded from ultimate wilderness protection because of vehicle damage which occurred between now and whenever the Forest Service decides that the area deserves protection. We agree that there should be areas provided for the use of recreational vehicles, but that high quality natural areas such as the Indian Peaks should be protected from vehicle damage.

We would like to again emphasize the commercial value of quality scenic areas to Colorado's economy is immense. Quality scenery is as important to our tourist industry as saw timber is to the lumber industry, or as ore bodies are to mining. If we maintain the quality our scenery can be enjoyed and profited from, year after year. With the rapidly expanding number of visitors to our scenic places we urgently need to enlarge our inventory of protected natural areas.

The scenic quality of the Indian Peaks is so outstanding that it deserves statutory protection so that legislative action will be required for any future change of use.

Thank you again for introducing this measure. Please let me know what we can do to help secure its enactment.

Very truly yours,

PIETER HONDIOUS,

Chairman, Indian Peaks Committee of C.O.S.C.

Senator CHURCH. Mr. Barker.

**STATEMENT OF JOHN BARKER, ROCKY MOUNTAIN CHAPTER,
SIERRA CLUB, DENVER, COLO.**

Mr. BARKER. My name is John Barker, I represent the Rocky Mountain Chapter of the Sierra Club.

Senator CHURCH. We are pressed for time now, we are going to have to limit everybody to 5 minutes. We are not going to be able to accommodate the number of witnesses we have. With that in mind, rather than relying on your written statement, I would urge you to summarize for the record.

Mr. BARKER. Yes, I will be brief. Mr. Mounsey and Mr. Hondius can speak to the areas of these bills much better than I can.

I want to express there is a great deal of support in Colorado for both of these bills. On the Flat Tops particularly, the groups I represent and most of the groups in Colorado are supporting a 235,000-acre Flat Tops Wilderness proposal and I wanted to express there is a wide range of support for this bill. The Game and Fish Department of Colorado has voted in favor of this bill.

As mentioned earlier, Governor Love of Colorado supports this bill, basically, with a few minor changes. Concerned citizens in general have shown strong support for this large bill, a number of oral and written statements received in the 1966 Forest Service hearings was small compared to current wilderness hearings, but that was because at the time I feel wilderness review process was straining to the public.

A number of those who did make statements at the hearing, did support the larger bill. As I mentioned, the Colorado Conservation groups are united in the support of the 235 acres Flat Top.

On the Indian Peaks, I think the most important thing is the time element. We understand the Forest Service has a hard time getting all of these studies done. Indian Peaks is the closest area to Denver. It is very heavily used now and it is also very heavily used by those few people who do not respect wilderness values and it has become eroded by four-wheel drive and trail bikes, and I just wanted to indicate to you that the Colorado people, the conservationists, very much think this should be saved as soon as possible and given to Congress to consider for possible wilderness status.

Thank you.

Senator CHURCH. Thank you very much.

Now the last member of our panel.

**STATEMENT OF STEVEN GREGORY, WEST SLOPE ENVIRONMENTAL
COORDINATING CENTER, GUNNISON, COLO.**

Mr. GREGORY. Thank you, Mr. Chairman. My name is Steven D. Gregory, Gunnison, Colo. I am director of the West Slope Environ-

mental Coordinating Center. We will first talk about Flat Tops and then I have comments to make on Indian Peaks as well.

Much has been said already about the Flat Tops and then I have comments to make on Indian Peaks as well. Much has been said already about the Flat Tops. I think that I should refer my comments to the south fork areas, the southern section of the Flat Tops area. There is an area known as Cly Top Mesa, which is a lot further south than the south fork area. And it is along there and heading northward towards the south fork area that a sizable herd of Rocky Mountain big horn sheep have been sited.

Of course, the big horn sheep is the official State emblem of Colorado, yet at the same time it is fast disappearing. I believe that we should go to no ends to protect the official State animal of Colorado. Of course bald eagles and golden eagles have been sited in the area and a little known fact which I think is important is that there is an endangered species of birds called the fan tail pigeon, which has been sited in this general area I am speaking of.

I believe that the lower lands which surround the high escarpment of the Flat Tops are completely interrelated to the upper lands on the escarpment and I think it would be a serious mistake to separate the two areas. They are similar echo type and do definitely belong together. I can assure you as a resident of western Colorado that the west slope is the last stronghold of the legacy of Colorado wildland that was once the benchmark of beauty in North America.

We cannot in good conscious let this symbol, the Flat Tops, pass away into a nostalgic history. That concludes my thoughts on the Flat Tops. For the Indian Peaks, and it has been adequately stated previously, that the Indian Peaks area is tremendously close to the most heavily populated area of Colorado and there can be no doubt that the population is starting to congest in Colorado, everybody in Colorado, is looking for a place to go, and I think the Indian Peaks being as close as it is is an excellent opportunity for people to get away on a short period of time to catch up.

I felt that I should point out a discrepancy concerning the Forest Service study allotment of 18 months. I realize that the Forest Service is a very busy agency, yet it seems as if they were prepared to study 116 acres in Colorado, in a period of 4 months as they have continually said they could. I have to question whether or not one wilderness area such as the Indian Peaks could be studied in 18 months. I do believe that it could be. I think that will do it.

Mr. BARKER. Mr. Chairman, I have a map to define the boundary.

Senator CHURCH. We will accept that map and make it part of the file of these hearings.

Senator ALLOTT. I have one further matter, Mr. Chairman, that I think should be brought out, and I would like to have the Forest Service or one of you, if you can—on page 11 of the Forest Service proposal to the Flat Tops wilderness, I notice a paragraph that says that in early 1940's a devastating spruce bark beetle got on top there and that it ravaged more than 68,000 acres of spruce, extending in the wilderness.

I wonder if somebody could identify the general area for me where that occurred.

Mr. MOUNSEY. Sir, that would be practically all of the top of the plateau or the Flat Tops themselves. Everything above the escarpment as I can recall was hit by the beetles. We frequently call it the ghost forest. These tall spires are standing there dead and some are starting to fall over. And there is a good growth of young trees coming up.

Senator ALLOTT. It did not confine itself to any particular part of that portion above the escarpment.

Mr. MOUNSEY. Not that I can recall. As far as I can recall it was general all over.

Senator ALLOTT. All right.

Senator CHURCH. The next witness is Mr. Kenneth Balcolm.

Senator ALLOTT. I would like to ask certain letters in support of the Indian Peaks be made part of the record.

Senator CHURCH. They will be inserted.

Senator ALLOTT. I would like to welcome Mr. Balcolm here.

Senator CHURCH. Mr. Balcolm, I know your statement only runs 3 pages, is that correct?

STATEMENT OF KENNETH BALCOLM, COLORADO RIVER WATER CONSERVATION DISTRICT

Mr. BALCOLM. Yes, Mr. Chairman.

Senator CHURCH. You can read it if you like. That will come within the 5 minutes.

Mr. BALCOLM. I would hope my statement would be incorporated in the record and I will summarize it.

This morning, with the Governor's statement there was a map presented by him, and I wondered if that was going to be included in the record.

Senator ALLOTT. It will be a part of the files, Mr. Balcolm. There is no way of putting this map in the record.

Mr. BALCOLM. I understand that. I would just like copies of the written statement. As my statement indicates my district takes in more than one-fourth of the State of Colorado, and four of the principal sources of water for the Colorado River.

Primarily of course we are a water resource agency and do not particularly want to get involved in the pulling and pushing between people who are preservationists who want vast wilderness areas, and, as a consequence, though we did negotiate with the various groups that were represented by the people here who just testified, we were primarily concerned with the preservation of the Oxon so to speak, to develop what we consider to be one of the great natural resources of Colorado, its water resources. I am acquainted with most of the proposed fringe areas of the Flat Tops area. I want to say that my district is as of heretofore and still formally urges the adoption of the Forest Service recommendation, primarily because as we are able to ascertain it does not interfere with the possible future development of water resources as they become important to Colorado.

I want to make two or three corrections. Senator Allott in connection with the introduction of the bill on the Flat Tops included in the Congressional Record a letter from Mr. Tinite, the executive

director of the Colorado Department of Natural Resources, and the fact that Colorado is looking for another reservoir site downstream in another area. That dam site would store approximately 12,500 acre-feet of water, as opposed to the average runoff at that point of almost 200,000 acre-feet, so obviously it would not be satisfactory.

Senator ALLOTT. Will you state that again?

Mr. BALCOLM. Mr. Tenite referred to what he called the Sweet Briar site, the maximum development of that site is 12,500 acre site, it would be a—the average runoff at the U.S. gauge at that dam site is about 200,000 acre-feet. So this site could not commence to control the South Fork waters so they could be utilized. I want to be sure it is clear to the committee that that site is not available for this purpose. The letter from the Colorado Open Space Council in that same congressional record indicated that Mr. Specter, our secretary general, and myself have substantially agreed with the Colorado Open Space Council, concerning what should be included and excluded from the wilderness area. I want to say we do not substantially agree with the description attached to that letter, because it does not leave open to us any options.

Our agreement was that possibly we could live with the boundary stopping coming downstream on that river, and a little stream called Partree, because there is one site below that would resource about 85,000 acre-feet of water, and would still be suitable for getting the water in.

As a practical matter no agreement was ever actually reached. I am disturbed that these people are and I am advisedly using their word, somewhat greedy in their demands for picking up public lands under this act. It seems to me that the National Environmental Policy Act and its implication with regards to the U.S. forest lands and the use thereof, should be of sufficient protection for them.

If an application is made to build water facilities within the national forest boundaries, all of the alternatives will have to be considered. If this is not the best and possibly the only method of doing it, why it would probably be excluded by that act and doesn't need the protection of the Wilderness Act.

The Wilderness Act would probably destroy those options. I think the Forest Service has indicated that the lower 6 miles in South Fork Canyon is not in standards. I know some of the owners would not be willing to dispose of those lands, that is put them back in public ownership. At least in this area P, and because I believe Senator Allott mentioned this fact, there are several substantial ditches that irrigate ranches below the Forest Service boundary, and below the wilderness boundary, and at page 6 we indicated if their line were accepted, there would only be two ditches with a half million each.

This ignores the problem when the rancher arrives there with the cleaning equipment, he has to get off his machine, and I trust these people that want to bring the boundary there want to be there when it happens.

The drop in the bucket. The lower South Fork Reservoir site will produce approximately 64,000 acre-feet per annum. That may be a drop in the bucket. It will probably provide enough water for an emerging oil shale industry for the next 10 or 12 years.

If my mathematics is right and the estimate of requiring two barrels of water is true, that the 44 million barrels of oil a year. I want to refer the committee also to the proceedings before another one of the committees that was had here when a Mr. Eric Julber testified, I believe, who had previously been a Sierra Club member, and had left them. There is an article of his presentation in the May 27 issue of Reader's Digest, under the caption "Let's Open Up Our Wilderness Area."

I am not necessarily espousing ideas. He was a person who was a preservationist, who changed his mind. I believe when Mr. Mounsey testified, one of his objections to the forest approach, it was so far to the boundary line that people couldn't get there.

Thank you, Mr. Chairman, that is all I have.

Senator Church. Thank you very much.

Senator ALLOTT. I have one question.

In your view, and I have known you for a long time as an expert in water matters. Would the inclusion of this lower area to which you object here in any way hinder Colorado in perfecting its rights to its share of water in the Colorado River as a result of the Colorado River compact.

Mr. BALCOLM. Yes, sir, it could. There are two ways for Colorado to develop the White River as gaining a portion of their share of the water.

One of those is presently being investigated. I guess the investigation is complete, the yellow jacket Federal Reclamation project. It has serious problems of the same nature before us. But there must be some area in the White River where adequate storage can be had if any waters of the White River are to be beneficially used to any great extent. Otherwise that river would run free and there has to be additional development elsewhere. I would say that if we are denied the right to use that water, because of its location, very possibly you are giving up the right, Colorado's right to use some 6,000 to 100,000 acre feet of water per year.

Senator ALLOTT. Thank you very much.

(The prepared statement of Mr. Balcomb follows:)

STATEMENT OF KENNETH BALCOMB, COUNSEL FOR THE COLORADO RIVER WATER
CONSERVATION DISTRICT

This statement is submitted by the Colorado River Water Conservation District, hereinafter in this statement referred to as the "District", in connection with an oral statement made by the undersigned at the hearing before the Public Lands Subcommittee on S. 1441 held in Washington, D.C. on May 5, 1972.

A copy of a map of the geographic area of the District reflecting the drainages therein is attached hereto.

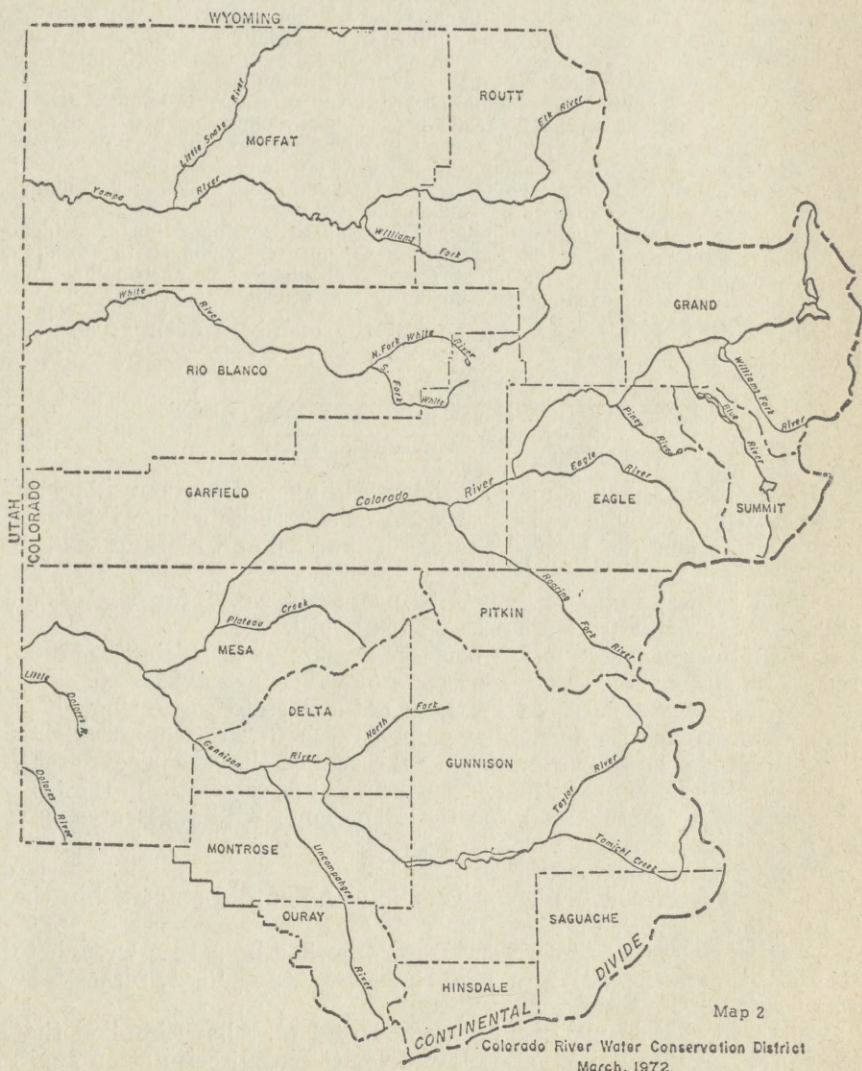
The Colorado River Water Conservation District was organized by a statute of the State Legislature of the State of Colorado in 1937 and at the present time encompasses twelve (12) full counties and about one-half ($\frac{1}{2}$) of three (3) additional counties in West Central Colorado. The District is responsible for the development and utilization of the waters of a part of the Dolores River, and all of the Gunnison, the Colorado, the White, and the Yampa Rivers, and the tributaries of each, within the State of Colorado.

The District wholeheartedly espouses the Forest Service proposal for a Flat-tops Wilderness which as we understand it is the proposal in S. 1441, namely for a wilderness of some 144,000 acres, except for that portion of the present primitive area covered by Exclusion No. 3. This is in the south central portion

of the area, along the South Fork of the White River, known generally as the Meadows. We see no objection to the addition of this area to the Forest Service proposal.

However, the District is concerned about any attempt to include the remaining reach of the South Fork White River. This concern of the District's will continue until the utilization of the South Fork River waters has been accomplished for industrial and other purposes, or such utilization has been abandoned. At the present time the contemplated industrial uses are for the extraction of oil from shale primarily in the Piceance Basin of Northwestern Colorado and the utilization of coal, both as a synthetic fuel and for the production of electrical energy.

The waters of the South Fork of the White River can be delivered to such Piceance Basin by gravity flow, and such means may be the most economical for such an industry.



Utilization of the waters of the South Fork of the White River has been the subject of continuing investigation by the Bureau of Reclamation, an agency of the Department of the Interior. Such utilization was first discussed in one of the Colorado Basin studies denominated as the Cliffs Divide Project Status Report and released in February, 1954. Further investigation of the development of this water resource was made as a part of the continuation of such basin studies, and report thereon was given in the Yampa-White Reconnaissance Report released in February, 1957. These two reports are available in the Department of the Interior library.

Subsequently, and in 1961, this District caused surveys to be made, and thereafter filed with the office of the State Engineer of Colorado, filing maps, claiming future use of the South Fork of White River waters for numerous purposes, including the potential oil shale development. This filing included a gravity flow pipeline from the South Fork Canyon to the Piceance Basin.

The District has made application to the Federal Power Commission for a permit to study the hydro-electric potential of the South Fork of White River including pumped storage facilities. Issuance of the permit was delayed in part by applications for intervention by conservation groups. Only recently intervention was allowed and it is hoped that the permit will soon issue.

This Committee is thoroughly familiar with the presence of immense shale oil reserves in the Piceance Basin of Northwestern Colorado, as well as substantial coal deposits in the area. These will require some source of water for their development as well as sources of power. The source for both may well be the South Fork of White River and this resource should remain uncommitted until there has been opportunity for further study.

Though the District is not opposed in principle to the formation of wilderness areas, great care should be exercised in withdrawing lands with their related resources where a requirement for a multiple use of such lands and resources is readily apparent or foreseeable in the future.

Mr. BARKER. Mr. Chairman, one of the members of my panel is back here.

STATEMENT OF MRS. SHIRLEY ALDINGER, VACATION VILLAGE, FLA.

Mrs. ALDINGER. My name is Shirley Aldinger. I am a resident of Florida who has had considerable experience hiking in wilderness areas throughout the United States—in particular Colorado wilderness areas.

I wish to direct my statement to proposals No. 1 for Flat Tops wilderness and S. 1198, Indian Peaks study bill.

I am representing myself, a concerned citizen who wishes to go on record in support for the conservation of wilderness areas.

I wish to preserve them in their natural state protecting them from exploitation for monetary gain. I wish to stop compromising on the boundaries thus diminishing the size of the wilderness areas.

Specifically, I support the citizen proposal as set forth by the Colorado Open Space Council for the Flat Tops wilderness area and Indian Peaks wilderness.

Thank you so much.

Senator CHURCH. Thank you very much. You did stay within the time limit.

I want to return to Secretary Reed who has been nice enough to stay all of this time. Before I do that—Secretary Reed, please take your seat.

I am told that in my opening statement I may have implied that the Forest Service policy is to allow telemetering precipitation gages within wilderness. That is not their policy. They apparently require

removal of such devices from an area designated as wilderness. If so, their policy is out of line with the intent of Congress. The Wilderness Act, while prohibiting "motorized equipment" and "installations" in wilderness, makes that prohibition subject to the exception that such items may be located within wilderness—national forest, national park and national wildlife refuge wilderness—as "necessary to meet minimum requirements for the administration of the area," which would include such necessary installations. If the Forest Service or the Park Service were to refuse such equipment, where essential and as unobtrusive as can be, they would be encouraging a "purity" backlash against the Wilderness Act which would be most unnecessary.

I for one don't want to see this kind of idea related to such management devices that are really unobtrusive and are the minimum necessary for the necessary management of the area to become an excuse for an administrative interpretation of the act that if carried to the extreme could be a deliberate campaign to undermine the intent of Congress. I don't understand why the English language fails so badly to convey the meaning of the clear words of the statute or why agencies feel so constrained to write the law themselves, because for reasons of their own they prefer not to follow the clear intent of the law.

I don't think that is up to the agency; I think it is the usurpation of discretion, and it is beyond the rightful place of any agency to torture the language of the law in this way.

For reasons known best to the agency they prefer to manage wilderness in a way different than from the way spelled out in the law. I am not going to approve these bills that don't conform with congressional intent, that is all there is to it. They are not going to pass this committee. I don't care whether it is the Forest Service or any other service, all of the services are subject to the law and we have got just one law and one criteria set up and that is the Wilderness Act.

All right. Mr. Secretary, let us go on with your statement.

STATEMENT OF HON. NATHANIEL REED, ASSISTANT SECRETARY OF INTERIOR—Continued

MR. REED. Mr. Chairman, let me reiterate what I went into this morning. The testimony I am about to read to you was prepared just a few moments before your statement this morning.

The National Park wilderness proposals that we are considering today have been subject to considerable debate in the last few months, and even years, and I might say that the solutions to the differences of opinion have not yet been found. The reasons for this debate have not yet been found. The reasons for this debate have not been so much a difference in how we propose to use the wilderness as it is a difference in the interpretation of the Wilderness Act and the management prerogatives it provides. This conflict of interpretation has resulted in our development of enclaves around certain kinds of management facilities such as fire towers, patrol cabins, snow gages, and camp sites. We have also delineated buffer zones along the edge of proposed wilderness areas where they abut nonwilderness lands.

Before I begin our discussing the individual wilderness proposals, I would like to discuss each one of these subjects with this committee and explain the conditions under which we think most of these facilities can be included in the wilderness area.

Conditional additions to wilderness.

There are areas which because of non-Federal ownership—permitted use—adjacent land problems—or other reasons do not, in our opinion, qualify for wilderness today. We anticipate changes in the future, which may not be in our authority to guarantee, that would result in the lands qualifying for wilderness and we would wholeheartedly endorse their inclusion at that time. In order to save Congress, the administration, and the people from the long and expensive process of coming back the legislative route to make these additions in the future, we believe that their addition could be included in the basic legislation establishing the wilderness, conditional upon a specific future event, such as the termination of a life estate or grazing permit, the acquisition of an inholding, etc.

Snow gauges—hydrographic data measuring devices.

Wherever high country wilderness exists, snow gauges are going to be a problem. There is no question that they are needed and important to provide the best water management data possible. Good water management is environmentally important, and I support it strongly. However, this is not usually a matter of administrative importance in the wilderness areas themselves. The data for these gauges is needed to manage the water farther downhill. Therefore, under the language of the Wilderness Act, these gauges don't easily qualify as being needed for administration of the area.

Senator CHURCH. Let us just look at that for a minute. I think that is a very forced interpretation. The area—the gauges are placed in the area in the first place, because the area is right for that purpose, and the area as part of the watershed effects all of the land below it, all of the land below it.

Therefore you can't administer that area without taking into reasonable account its impact on other land. The snow up there is going to melt and in my experience when the snow melts the water goes downhill and effects all of the land. If you are going to administer the upland, one of the things you must consider is the depth of the flow and one of the reasons for putting in a gauge is to determine that. That is a part of the proper management of the area.

Mr. REED. I have no problems with that, Mr. Chairman, I think I get there in another page.

Senator CHURCH. Okay.

Mr. REED. The science of water management and data collection is, of course, growing rapidly. I suspect it will not be too long before the old pole and crossbar gauges read by a man on skis or a helicopter will be a thing of the past, and we will have fully automatic gauges that transmit data on snow depth, density and wetness via satellite daily to computers in our central cities, which in turn automatically adjust the gates on dams and canals.

With that kind of equipment, we may not need even as many gauges as we have today.

In the meantime, the Park Service has a management responsibility for wilderness areas in National Parks, and they quite properly

want to limit any increase in the number of snow gauges in the wilderness areas.

Because the gauges' administrative function is off the area, and because of the need to prevent future additions, the Park Service has drawn a 9-acre enclave around each existing snow gauge and excluded it from wilderness.

Unfortunately, this has some drawbacks. It limits management flexibility in relocating snow gauges if, say, one modern gauge (in a new location) could take the place of 3 old gauges. It also leaves a 9-acre hole in the wilderness if a gauge is removed at some future time. In addition, there is no legislative mandate that these enclaves be managed as wilderness.

As far as the National Wilderness System in toto is concerned, we do not have consistent direction on this issue. In some areas in national forests, snow gauges are treated as allowed nonconforming uses and included in wilderness; in other areas they are excluded.

Mr. Chairman, this committee may want to consider how these snow gauges should be handled in wilderness areas, and we would be most interested in any guidance you would offer.

Senator CHURCH. Mr. Secretary, I tried to offer that guidance.

Mr. REED. I got it loud and clear, Mr. Chairman.

If it is made a matter of record that existing snow gauges would be acceptable under section 4 of the Wilderness Act, we would then have no objection to reconsidering the excluded areas for wilderness designation.

Senator CHURCH. You know why I am worried about this. If you have a little snow gauge there and 9 acres all around it, and you say we are going to exclude 9 acres out of the wilderness because of the snow gauges, I can see some eager beaver planner come up some day and say what we are going to need up there in that 9 acres is some elaborate motel, or golf course, or some facility to take care of the pressing numbers of people that visit the area.

And that 9 acres, out of the reach of Congress, not subject to the wilderness bill, is available for such development as the agency may in its infinite wisdom prescribe in the future.

I, for example, would not want to plug these big holes in the wilderness area and leave it up to some developer who may want to decide they want to go up there at sometime in the future.

Mr. REED. Mr. Chairman, I have no problem with that. The administrators have foreseen the day, without your guidance, as indicated in the legislative history, that they would have been prevented from placing a data collection gauge, which might be of infinite use, in this system. If indeed, these collection devices are part of an administration function of that area, I see no problem.

Senator CHURCH. If we should have anything further, such as a court action, please come back to this committee and if I am still here we will amend the law.

Mr. REED. Fine, sir.

Our proposals also place unmanned as well as manned firetowers and patrol cabins in enclaves. We consider these facilities to be essential to the safety and well-being of wilderness travelers, as well as necessary to protect the wilderness resources, and as such they may be allowed within section 4 of the Wilderness Act of 1964.

However, there is some question about this interpretation and therefore, we have placed these facilities in enclaves.

We would have no objection to including them in the wilderness if this committee determines that these facilities are compatible with the goals of the Wilderness Act.

Perhaps the most difficult problem we have been considering is the maximum campsite development allowed within wilderness. As you know, Mr. Chairman, we are experiencing heavy demands in the back country and we expect this demand to increase. If some minimum campsite development within wilderness areas were acceptable to the committee and the Congress, our park managers could allow greater numbers of people to use the back country, and at the same time continue to protect the resource. The maximum development we envision at any one site is a pit toilet, four fire rings, a manually operated water pump, and in some areas of extreme weather conditions, a three-sided lean-to-type shelter. In such a campsite, we would limit the number of people using it at any one time to 10.

Senator CHURCH. Mr. Secretary, I personally see nothing wrong in that arrangement as long as it represents the minimum necessary facilities. For example, a manually operated water pump, I would assume it would only go in in the case where the lack of water supply makes it necessary to install some kind of device of that kind.

Mr. REED. I understand, sir.

We propose to use natural materials for the construction of these facilities and make them as unobtrusive as possible. As I have said, this is the maximum development we anticipate at any one site; most areas would not have shelters or manually operated water pumps. In the proposals we are making today, we have placed these campsites in enclaves; however, we would have no objection to including them in wilderness if the committee finds them to be acceptable.

Mr. Chairman, these are all questions of serious concern to us and to the people in this country who are interested in wilderness. We raise them today before we discuss the individual national park wilderness proposals because they are germane to the dialogue that I am certain will take place as you consider these proposals, and the guidance provided by this committee in resolving these issues will be important in moving ahead rapidly to establish these wonderful and scenic wilderness areas.

Now I would like to briefly present each of the national park wilderness proposals.

ISLE ROYALE

Isle Royale National Park, situated in Lake Superior in northwestern Michigan, was established in 1940, to preserve a wild and beautiful 210 square mile roadless archipelago. The park comprises 539,338 acres, of which nearly four-fifths are submerged lands.

Isle Royale consists of a series of parallel ridges, often separated by swamps and lakes, and has numerous points, bays, and outlying small islands. It is typical north woods habitat and has a community of wolves and moose unique to the National Park System outside Alaska. The park's primary access points and visitor use areas

are located at Rock Harbor and Washington Harbor. Some 17,000 people visit the park annually.

In 1967, the National Park Service developed a preliminary wilderness proposal for the park comprising 119,612 acres. At the public hearings 80 organizations and individuals supported that proposal while 513 advocated a larger wilderness area. After further study, the Park Service recommended a final wilderness proposal of 120,588 acres.

That study concluded that any eventual expansion of camping facilities should occur primarily in the vicinity of existing campgrounds. As a result, 1,245 acres were added to the wilderness proposal at Siskiwit Bay, where a new camping area had been planned, and a total of 698 acres were deleted from the proposal at Malone Bay and Chippewa Harbor Campgrounds.

In the 5 years since the public hearing it has become increasingly apparent that islands as ecologically fragile as these have a limited visitor capacity. At this time we really do not know how many people can be accommodated without permanently damaging the resource. I am asking the Park Service to undertake an immediate study to determine both the park's carrying capacity and the best means of managing people within it. In the meantime, I suggest that we would be wise to take a conservative approach to any further development.

On the Greenstone Ridge Trail, in particular, it appears that we may be reaching capacity. Here only minimum wilderness campsites should be permitted. If the committee should decide that such facilities are permissible in wilderness, no exclusions would be necessary. More sophisticated facilities for the benefit of those who are not hardy campers should be restricted to the east and west ends of the park. Exclusions from wilderness will be necessary for these areas, but the committee may want to review the need for the $\frac{1}{8}$ -mile-wide buffer zones surrounding such development. Along the north and south coasts the wild beauty of the shorelines should be preserved and only minimum campsites seem necessary in such havens as Chippewa Harbor, Malone, Hay and Siskiwit Bays, Hugginin Cove, and Todd Harbor. In each of these, however, there are existing docks which are necessary for human safety in time of storm and which must be maintained.

It would appear, therefore that in these areas small exclusions will be necessary.

Two other areas I would like to point out to the committee are Passage Island, where all but the western extremity seems suitable for wilderness designation, and the 120-acre exclusion leading up to Mount Ojibway. The latter surrounds a powerline which the Park Service plans to place underground this summer. At that time the exclusion will become superfluous.

There are probably a dozen areas throughout the park which are not now proposed for wilderness designation but which may become suitable for such designation in the future. These are mostly small life lease tracts or commercial fisheries. Provision could be made in the act designating wilderness at Isle Royale for the inclusion of these areas when the present use is terminated and the manmade structures are removed.

Mr. Griswold will be at the map, and I am delighted to have with us four superintendents and chief rangers from the other areas.

Senator CHURCH. Mr. Secretary, did you hear Senator Hart's testimony this morning?

Mr. REED. Yes, sir.

Senator CHURCH. Do you oppose the inclusion of the islands he recommended?

Mr. REED. No, sir.

Senator CHURCH. The white areas on the map, are around the shoreline, the areas where the camping grounds are of a more elaborate character than the wilderness would permit; is that correct?

Mr. REED. Yes, sir.

Senator CHURCH. In the light of our new understanding, those areas are elaborate campgrounds that ought to be excluded.

Mr. REED. There is one up there that we still have a little discussion about, that looks like a fish hook, a little boggy ground.

Senator CHURCH. Mr. Secretary, would you do this, would you have your people prepare amendments to your proposal that will conform with the criteria we have been discussing, please, so we can have some guidance in revising these bills?

Mr. REED. Yes, sir, with the format you gave us this morning, we would be delighted.

Senator CHURCH. Thank you so much.

Mr. REED. Mr. Beattie, the superintendent is here, if you have any questions for him.

Senator CHURCH. I don't think I do. You made a very good statement for the case.

SEQUOIA/KINGS CANYON

Mr. REED. Located in east central California, Sequoia and Kings Canyon National Parks were established in 1890 and 1940, respectively. Containing a total of 847,193 acres, they share a common boundary for about 30 miles and are administered as a single unit of the National Park System. These parks are distinguished by the giant sequoia trees, which attain their greatest size and density here, and the Sierra Nevada Mountain range which rises to its loftiest altitudes within these parks. Nearly 2 million people visit these two parks annually, and in 1968 nearly 16,000 people used the back country trails.

A preliminary wilderness proposal of 740,165 acres, consisting of two units, was developed by the Park Service. Following public hearings held on this proposal, 8,541 acres were added, and 26,737 acres were deleted, resulting in a final wilderness recommendation of 721,970 acres.

The additions reflect certain extensions of the wilderness boundary closer to developed areas and the park boundary, and the inclusion of four recently acquired private inholdings out of the seven inholdings in the original proposal.

The deletions include a 1/8-mile buffer zone along the south and west park boundary, an overflow area from Mineral King, a 5,400 acre area to study for the development of overlooks and interpretive facilities near Giant Forest, and 30 some enclaves for snow gages and back country visitor use facilities.

Mr. Chairman, at this point I would like to state that this wilderness proposal contains many of the philosophical dilemmas that I discussed earlier. There are clear examples here of the problems and the guidance of your committee would be most helpful.

The major deletion consists of 12,500 acres the Park Service found necessary to provide visitor use facilities for the thousands of skiers and hikers expected to overflow into the Sequoia National Park from the proposed Mineral King development on national forest lands. Recent statements by the Forest Service and the Mineral King developer indicate that their proposal may be altered to include a different method of access among other things. There is also the possibility that continued court action might change or halt the Mineral King development.

Because of this uncertainty, the committee might want to consider this particular park area as a conditional addition to the wilderness proposal, in the event that development did not take place.

The location of a $\frac{1}{8}$ -mile-wide management or buffer zone on the south and west park boundaries where the park is not adjacent to existing wilderness areas resulted in a deletion of 6,610 acres.

Senator CHURCH. What is the reason for that?

Mr. REED. The superintendent is here, Mr. John McLaughlin.

Mr. McLAUGHLIN. Mr. Chairman, there are uses adjacent to the park boundary, such as timber operations, heavy grazing, considerable amount of fire lane construction and that type of thing. For that reason, because of the need to get into the park boundary with equipment, sometimes because of the nature of the largeness of the trees and so forth, it was felt this would give us the latitude—

Senator CHURCH. You can control inside of the wilderness, you don't have to have a buffer zone.

Mr. REED. The Director made this decision on these buffer zones, thinking they would give him more flexibility of management and these were the orders given to the field study teams who have brought these in.

Senator CHURCH. I wish you would revise the bill and take all of those cheese holes out of it.

Mr. REED. In areas where adjacent national forest lands are being considered for wilderness status, this zone would not, ultimately, be needed. Consideration might be given to making these zones conditional additions to the wilderness area, to be included when adjacent lands become wilderness.

Similarly, the 6,700 acre Sugarloaf area, which was not included in the proposal because of a life tenure grazing permit, might be considered for conditional addition at the expiration of the permit. From my point of view, we see no reason for objecting to such conditional additions. This same situation would, of course, apply to the three remaining small inholdings and to the deleted corridor in the vicinity of Kluff Cave which provides access to one of these inholdings now used for grazing.

Senator CHURCH. On those inholdings, are they all on permit or lease?

Mr. REED. Fee simple.

Senator CHURCH. They don't have to be excluded from the wilderness, under the bill. You don't have to exclude those inholdings. What is this other place you are referring to?

Mr. REED. Grazing permit.

Senator CHURCH. The law says grazing can be permitted in a wilderness area. You don't have to exclude that. Then when the permit or the term ends, if you don't want to renew it you don't have to, and it reverts to wilderness without grazing, but the grazing, doesn't—unless there is some other reason for excluding that area, the grazing alone is not a reason for not including it in the wilderness.

Mr. REED. The problem was the Director felt strongly there were no special provisions for grazing permits written into the original act.

The act does have the special provision which deals with grazing on national forest land. There has been disagreement as to whether grazing is permitted on National Park Service lands.

Senator CHURCH. I think the chapter and verse I cited in the legislative history, in the Congressional Record, ought to clear up that point.

Mr. REED. It does for me, sir.

Upon acquisition, these inholdings would qualify for wilderness status. Turning from the concept of conditional additions to the problems of enclaves for various purposes, there are 22 enclaves deleted from this wilderness proposal for hydrologic data measuring facilities—snow gauges. This is a clear example of the situation I pointed out at the beginning of my testimony, Mr. Chairman, and if the committee sees fit to allow these to remain without enclaves, in light of our earlier discussion, we would have no objection.

There are also eight visitor service enclaves in the back country. Three of these are patrol cabins or huts, one of them is a concessionaire run camp ground with tent platforms and food service, and four of them are proposed for the development of sanitary facilities and camp sites, fire rings, tables, and so forth.

Here, in Sequoia/Kings Canyon this is a problem of major proportions. The fragile alpine back country's appeal to back packers—and the number of people available—have created this visitor-use problem. After struggling with this problem, the Park Service has come to the conclusion that basic to the successful management of the back country will be the channeling of visitors to strategically located visitor service enclaves, containing camping facilities, which can be closely controlled and effectively maintained to withstand concentrated use and provide adequate water supplies and waste disposal.

The superintendent of Kings Canyon tells me that, in order to meet our management responsibility for the resources and the people, he sees no other alternatives.

Here again, as I pointed out before, the carrying capacity of the wilderness and the management techniques for not exceeding it are critical and a great deal of effort must be spent on them.

Senator CHURCH. That particular campground with the platforms and so forth clearly is a nonconforming use, much more elaborate than the wilderness will permit. Do you feel you must maintain that for park purposes?

Mr. REED. Yes; we do. It is on an important trail between giant forest and cedar grove.

Senator CHURCH. Then it would be necessary in that case to establish an enclave because that would be a nonconforming use in that particular area.

I have no other questions on that.

Mr. REED. I have to go back—

Senator CHURCH. I would appreciate an amended version in the bill.

Mr. REED. Mr. Chairman, can I go back to patrol cabins or huts. I heard you indicate this morning that patrol cabins and huts which were simple and used for line business could in your opinion, stand the test of being included in the wilderness area, where necessary and minimum.

Senator CHURCH. That is right. Lean-too shelters and that kind of thing that are necessary.

Mr. REED. Where we have tent platforms and food service, that would be an exclusion.

Senator CHURCH. Yes; that obviously is the kind of development that would be a nonconforming use.

Mr. REED. All right. We will go over the North Cascades now.

NORTH CASCADES

The North Cascades complex, located in northwestern Washington, consists of North Cascades National Park and Ross Lake and Lake Chelan National Recreation Areas. Established in 1968, the complex encompasses 674,000 acres, of which the park comprises 505,000 acres.

The North Cascades National Park is an awesome region of sharply eroded mountains containing one-third of the glaciers of the 48 contiguous States. Ross Lake and Lake Chelan National Recreation Areas contain, respectively, impounded reaches of the Skagit and Stehekin Rivers, which drain most of the highest parkland. In 1971, more than 200,000 people visited this outstanding complex.

A preliminary proposal, developed in 1970, described three areas totaling 514,000 acres as suitable for wilderness designation, as shown on the display map exhibit B. Following public hearings and restudy of the master plan for the complex, 1,940 acres were added to and 60 acres deleted from the proposal, resulting in a final recommended wilderness of 515,880 acres.

In unit 1 the corridor for the proposed Price Lake tramway was added to the recommended wilderness, as were the enclaves for the four proposed hostels. Small enclaves were retained at three of these locations to permit the continued use of trail shelters. As I stated in my opening remarks, these enclaves would be recommended for wilderness designation if the committee finds our description of a wilderness campsite acceptable.

A corridor in the Arctic Creek area is provided as an alternate site for a tramway.

In unit 2, east of Ross Lake, the master plan now shows a deletion for an enclave for a hostel. In unit 3, south of the North Cross State Highway, a similar deletion has been made to provide for a pro-

posed hostel on the Pacific Crest Trail. These two enclaves will provide hostel-type facilities linking the adjacent developed areas.

Senator CHURCH. Will you tell me what these hostels will be?

Mr. REED. Minimum service facility either a tent or simple structure, where an individual can stay overnight and a hot meal and a bedroom would be provided. It would be about the same type of facility as the one in Sequoia.

Senator CHURCH. There would be food provided.

Mr. REED. Yes.

Senator CHURCH. It would be a nonconforming use.

Mr. REED. Yes.

We have also included the 16,000-acre corridor previously proposed for the Colonial Peak Tramway in unit 3 of the wilderness area.

Senator CHURCH. You say the tramway is built.

Mr. REED. There will be a tramway built.

Senator CHURCH. It is a nonconforming use as far as wilderness is concerned.

Mr. REED. We have now narrowed it to 2 of those.

Senator CHURCH. Can't you write this bill in such a way that the one you choose will be excluded from the bill, one you choose and don't build anything on, will become a part of it and you don't have to come back again?

Mr. REED. Absolutely, sir.

Two additional areas not proposed for inclusion in the wilderness area are the Beaver Creek and Thunder Creek Valleys. These valleys have been excluded solely because they may be altered by future hydroelectric development. The Federal Power Commission is considering an application for increasing the height of Ross Dam by 125 feet which, if built, would flood the 6 miles of Beaver Creek Valley now excluded from wilderness. An application for a license to construct a dam on the upper part of Thunder Creek which, if built, would divert 90 percent of the water from Thunder Creek through a tunnel under Ruby Mountain to Ross Lake makes this area unavailable for consideration for wilderness designation at this time.

Should these licenses be denied, these areas would qualify for wilderness designation and would make valuable additions to it. We would have no objections to the committee considering inclusion of these areas in the wilderness contingent upon the denial of these licenses.

SHENANDOAH

Extending 90 miles along the crest of the Blue Ridge in Virginia, Shenandoah National Park hosts approximately 2½ million visitors each year. Established in 1935, the park now encompasses 193,533 acres.

Its primary resources are scenic forested mountains, animal life, and human history involving mountain people, the Nation's westward movement, and the Civil War. The park's 105 mile segment of the Skyline Drive is a major visitor attraction.

The preliminary wilderness proposal presented at public hearings in 1967 consisted of about 61,940 acres. The National Park Service

thereafter restudied its proposal and in 1971 recommended that 73,280 acres be designated as wilderness.

In the course of this restudy it was concluded that several developed campsites receiving concentrated overnight use could not be properly maintained if included in wilderness. Six such sites were deleted from the preliminary proposal. In addition two deletions were made to exclude portions of utility lines found within the preliminary wilderness boundaries because of inaccurate mapping. Two other deletions were made to provide access corridors for service of a radio transmitter and transporting of cattle across the park.

The restudy further indicated the desirability of extending the wilderness boundaries to include more of the lower slopes of the Blue Ridge. 5,785 acres were added to unit 1 and 3,489 acres to unit 7. An addition of 768 acres to unit 3 was enabled by a decision not to provide a proposed campground at that location.

Superintendent Hoskins is here if you have any questions, Mr. Chairman?

Senator CHURCH. I have one question on the yellow part of the map. I see a yellow part that the Wilderness proposal again doesn't cover. Would you explain that to me?

Mr. HOSKINS. We have two shelters there, one of them Senator Byrd donated to the park and the other is the Old Rag shelter.

In order to maintain these, which get probably more use than any other shelters in the park, we must have access to them.

One, we have to have access from the east, and the other from the north.

Senator CHURCH. By road.

Mr. HOSKINS. Yes.

Senator CHURCH. That is surely a nonconforming use. In other ways does this proposal conform to the criteria we have been discussing.

Mr. REED. We have one enclave marked C, sir.

Mr. HOSKINS. We moved 450 families from Shenandoah National Park, and that is the location of the only remaining cabin. They rennovated the area and they have a revocable permit to use it.

I judge from your discussion this morning, that it can be regarded as a shelter rather than a cabin, because that is actually what it is used for.

Senator CHURCH. What about the Hoover Camp, where is that located?

Mr. HOSKINS. Outside of the wilderness area.

Senator CHURCH. What about the other facility; I have used both of them.

Mr. HOSKINS. White-Oak.

Senator CHURCH. White-Oak.

Mr. HOSKINS. And that is excluded too, sir.

Senator CHURCH. Is that the whole park?

Mr. HOSKINS. This is Waynesboro and Front Royal.

Mr. REED. Would you point out the area where the stock driveway use is? I will let the Superintendent explain it.

Mr. HOSKINS. When the park was acquired it separated people living on its west side from their land located on the other side, and

we have permitted them through the years to drive the cattle across the park at that location.

It has not caused us any administrative trouble. Otherwise in order to take care of their stock, they would have to drive 120 miles, whereas they can drive 25 and do the same, take care of the stock under this permit they are using.

Mr. REED. That, I would presume, would be allowed under the grazing explanation and can be removed—

Senator CHURCH. Right.

I think so. It is only a temporary transfer.

Mr. HOSKINS. Trucks are used. They are driven in trucks.

Senator CHURCH. Then that is not conforming.

Mr. REED. But it is only used for that single purpose, Mr. Chairman.

The only time it is used is to drive the stock and that is the only time the road comes into use.

Sir, I didn't get your permission this morning, verbally, to continue on with Cedar Breaks. May I do so?

Senator CHURCH. Certainly.

Mr. REED. Located in southwestern Utah, Cedar Breaks National Monument was established by Presidential proclamation in 1933. It now comprises 6,154 acres.

The monument was established to preserve a gigantic multicolored natural amphitheater within which limestone has been eroded into fantastic shapes. Over 300,000 people now visit there each year. Facilities for their use are concentrated along the scenic rim drive extending the length of the monument.

In 1967 a public hearing was held concerning the preliminary proposal to designate 4,600 acres as wilderness. It was there suggested that the wilderness be enlarged by adding the strip of land between the rim of the "breaks" and the monument road. However, that strip of land is highly developed for visitor use and receives concentrated sightseeing use by most visitors.

After further consideration of management needs it has been decided that the management zone adjacent to the north, west, and south monument boundaries be widened from $\frac{1}{16}$ mile to $\frac{1}{8}$ mile. This management zone is necessary to provide sufficient space for activities which may be necessary to protect the monument from external influences. This adjustment results in a final recommended wilderness of 4,370 acres.

We have Mr. Ehorn, area manager.

Senator CHURCH. The yellow part around there is another one of these buffer zones; is that correct?

Mr. REED. I seem to have lost the last paragraph, Mr. Chairman. I have lost one paragraph of what I was supposed to read. No, I didn't. That is right.

The management area designed in yellow was considered necessary from the management point of view, but—what were the reasons it was deleted?

Mr. EHORN. The management zone initially was one-sixteenth of a mile, and was changed to one-eighth.

Mr. REED. It was amended to go from one-sixteenth to one-eighth as a normal buffer zone around a wilderness area, Mr. Chairman.

Senator CHURCH. Why is the buffer zone needed, specifically, why is it needed?

Mr. EHORN. Mr. Chairman, that management zone was there in case we needed to go down and put up a fence because of grazing we have outside of the wilderness area.

Senator CHURCH. Couldn't you put up a fence on the boundary, without making a buffer zone.

What would prevent you from putting up a fence, why do you need a buffer zone?

Mr. REED. The superintendent is really not responsible for it. These were instructions that came from the Park Service.

Senator CHURCH. I see, the same thing.

Mr. REED. If this recommendation of yours, made this morning, stands, we are going to have to go back and examine Petrified Forest, and craters of the moon, where they have the same thing. And that, if I read you correctly, is no longer considered necessary.

Mr. Chairman, this Department has prepared wilderness recommendations for the former Arches and Capitol Reef National Monuments. Public Laws 92-155 and 92-207 recently abolished those monuments and established the Arches and Capitol Reef National Parks, respectively. Each of these parks is substantially larger than its predecessor monument which were the units studied for wilderness suitability. Those acts provide that within 3 years of enactment the Secretary of the Interior shall make recommendations as to the suitability of any area within those parks for preservation as wilderness. Because this Department's wilderness recommendations for those former monuments will be the basis for any future wilderness designation in the parks, we believe that consideration of those recommendations is proper.

There is no controversy, over this, Mr. Chairman, as to whether you would wish to hear these or wish to have us—

Senator CHURCH. Mr. Secretary, since these are not in the bill before us, perhaps you can omit it, because of the lateness of the hour.

Mr. REED. Would it be the Chairman's wishes for us to go back and study these and come back at a future date?

Senator CHURCH. Would you do that? I want to thank you for your excellent testimony.

Mr. REED. I am particularly grateful for being here, Mr. Chairman, and I believe with the information we ascertained here today, we will have an easier time with the National Park Service proposals and those of the Bureau of Sport Fisheries and Wildlife.

Senator CHURCH. Ladies and gentlemen, we have a problem. We have many more witnesses still to hear from and some of them are from out of town and some of them are from Washington. I am going to try to accommodate the out-of-towners, and if time does not permit, and I can't accommodate Washington witnesses, I can ask them to come back at another time.

We will start with the next panel, Mr. Thomas, attorney, Kings River Water Association, California, and Mr. Robert E. Leake, Jr., Kings River Water Master, California.

STATEMENT OF MR. BRECKINRIDGE THOMAS, ATTORNEY, KINGS
RIVER WATER ASSOCIATION, CALIFORNIA, AND MR. ROBERT
E. LEAKE, JR., KINGS RIVER WATER MASTER, CALIFORNIA

Mr. THOMAS. Mr. Leake and I have come back here with prepared statements which have been filed, they were predicated on the basis of the enclave situation. I guess we have come back to talk about the cheese holes. We were delighted to hear the chairman's remark's this morning, I intend to get a copy and keep it in my staff at the office.

We have had some problems. We have the Forest Service interpretation of this on the one hand, the Forest Service on the other. We have some concern about the fact that the section that the chairman read referred to private rights. These measuring devices are maintained by the Department of Water Resources of the State of Colorado and by the U.S. Army Corps of Engineers.

They are, again, for management purposes downstream, which the chairman covered this afternoon and I am going to get a copy of that too.

The one thing we are concerned about in this regard was the fact if it is an administrative decision as to what are these, then the Park Service will be subjected from time to time to pressure to remove some or all of them. I understand from the chairman's remarks that these would not be considered nonconforming uses, but would be considered conforming uses. That would be helpful. I would be much happier if the act as it appears before this committee could be amended so as to specifically refer to these uses in the Kings Canyon Sequoia National Park and in these other park areas.

I think it would eliminate the possibility of future litigation. We have just finished 19 years of negotiation and 9 years of litigation over the interpretation of an act administered by the Department of Interior in a different area, and we have had different interpretations from five different administrations in the United States and we don't want to go through it again if possible. Thank you.

Senator CHURCH. I hope the staff pays specific attention to that.
(The prepared statement of Mr. Thomas follows:)

STATEMENT OF BRECKINRIDGE THOMAS, ON BEHALF OF THE KINGS RIVER
WATER ASSOCIATION AND THE CALIFORNIA CHAMBER OF COMMERCE

Under one section of this bill, 721,970 acres of the Sequoia and Kings Canyon National Parks, California, would be designated as wilderness, as depicted on the map entitled "Wilderness Plan, Sequoia and Kings Canyon National Park," numbered 102,20,002, and would be known as the "Sequoia-Kings Canyon Wilderness." This map, No. 102,20,002, is Exhibit "A" to the Report and Recommendations of the National Park Service issued in March, 1971, following public hearings.

On page 14 of that report, in the section titled "Recommended Deletions," appears the following language:

"A number of precipitation measuring devices and radio transmitters in the high country provide hydrologic data to water-managing agencies. There are 22 such 9-acre enclaves, and three 9-acre enclaves which contain visitor-use shelters."

The Kings River Water Association and the California Chamber of Commerce are particularly interested in the retention of the precipitation measuring devices and radio transmitters which provide hydrometeorological data in the 22 enclaves referred to in this paragraph, 14 of which are actually in the Kings River watershed, nearly all of which will be encompassed in the proposed Sequoia-Kings Canyon Wilderness.

The Kings River Water Association is a nonprofit association whose 28 members furnish water for agricultural irrigation from the Kings River to over 25,000 farms in an area of 1,000,000 acres in Kings, Tulare and Fresno Counties, California, in which over 400,000 people have their homes. The members of the association are irrigation districts, a water district, a water storage district, reclamation districts, several mutual water companies, ditch companies and canal companies.

The Kings River flows into what is known as the Tulare Lake Basin in normal years, rather than to the ocean. The 1,000,000-acre Kings River service area is a water-deficient area, as is the entire southern San Joaquin Valley, and experiences an average annual overdraft of its groundwater basins of from 300,000 to 400,000 acre-feet, causing a steadily dropping water table. Historically, the Kings River service area has also been subjected to periodic floods in extremely high water years, causing extensive flooding and crop destruction, particularly in the Tulare Lake Basin area and resulting also in the loss of a great deal of water out through Fresno Slough, thence to the ocean.

After many years of effort, the water users of the Kings River succeeded in securing the inclusion of the Pine Flat Project on Kings River in the Flood Control Act of 1944 (Pub. L. 534, 78th Congress, 58 Stat. 887), and in 1954 the Pine Flat Dam, with a storage capacity of about 1,000,000 acre-feet of water, was constructed on Kings River as a flood control project by the Army Corps of Engineers. The Corps has since that time managed Pine Flat Dam primarily for flood control but also for conservation of sorely needed water.

A vital and essential part of the Corps of Engineers management of Kings River flows is the information which is secured from these hydrometeorological measuring devices located in the 14 9-acre enclaves shown on Map No. 102,20,002. The same thing is true of the other 8 measuring devices which are located in the Kaweah River and Kern River watersheds, on which there are also located flood control dams. These devices transmit information on precipitation, snow depth, snow water content, temperature, etc., which enables the Corps of Engineers to manage the Pine Flat Project in such a way as to minimize flooding in the area below Pine Flat Dam and at the same time allow a maximum of conservation of irrigation water in the reservoir from year to year. Without this information, the carryover or conservation storage of water for agricultural use would of necessity be drastically reduced, for even with these devices operating in the year 1969, a year of extremely high runoff on Kings River, there occurred flooding of the agricultural lands in the Tulare Lake Basin with over 250,000 acre-feet of water from the Kings River alone and the loss of approximately 1,500,000 acre-feet of Kings River water to the ocean. The Kern River and the Kaweah River, together with the Tule River, also flow into the Tulare Lake Basin and the flood flows of all four rivers combined, in 1969, covered 88,000 acres in that area, destroying crops and preventing farming of the flooded areas for from one to three years.

In order to minimize flooding in high water years without the information received from these measuring devices, the allowable carry-over storage through the winter months would have to be considerably reduced in order to be prepared for any sudden unexpected runoff. This would, of course, mean less water available for irrigation and recharge of the underground supply during the succeeding year, which in turn would cause an increased overdraft on the groundwater table. For example, this year, 1972, is the third year of a dry cycle following the floods of 1969 and it is anticipated that the remaining carry-over storage, coupled with the river's natural flow, will be insufficient to the extent that an overdraft of over 1,000,000 acre-feet of water from the underground will occur this year.

It is not only the farmers who depend upon the waters of Kings River. All of the cities and towns within the Kings River service area are equally dependent upon conservation of the water of Kings River, for their source of water for domestic and industrial use is the groundwater in the area. Were it not for the irrigation of the lands surrounding these cities and towns, the depletion of groundwater and the steady lowering of the groundwater table would be much more rapid than it now is. Thus, it is necessary to retain as much as possible of the Kings River flow within the Kings River service area.

The Kings River Water Association and the California Chamber of Commerce both support S. 2543 as it now stands and will continue to support this proposal so long as it continues to make provision for deletion from the wilderness area of the 22 small parcels in which these essential hydrometeorological measuring devices are located.

Senator CHURCH. Mr. Leake.

Mr. LEAKE. I will submit my statement and let it go with Mr. Thomas' comments.

Senator CHURCH. Thank you.

STATEMENT OF ROBERT E. LEAKE, JR., WATERMASTER AND ENGINEER, KINGS RIVER WATER ASSOCIATION, FRESNO, CALIF.

The proposed Sequoia-Kings Canyon Wilderness includes portions of the San Joaquin, Kern and Kaweah basins and a large part of the Kings River watershed, which is my primary interest. Nearly one-half of the 1,000,000-acre Kings watershed lies within the proposed Sequoia-Kings Canyon Wilderness (403,000 acres) or the existing John Muir Wilderness (80,000 acres). All of the watershed above the 9,500 ft. elevation, consisting of approximately $\frac{1}{3}$ of the total, will be within wilderness areas.

The runoff of Kings River, like most streams originating on the western slopes of the Sierra Nevada Range, varies widely from year to year. The annual runoff ranges from a minimum of 395,000 A.F. (1924) to a maximum of 4,386,000 A.F. (1969) with a long-term average of 1,650,000 A.F. Melting snows from that portion of the watershed generally above 5,000 feet account for about 1,200,000 A.F. of the annual runoff. It has been estimated that about 75% of the basin's spring snowmelt runoff originates from lands existing or proposed for wilderness.

Control of the runoff is provided principally by the U.S. Army Corps of Engineer's Pine Flat Project, consisting of a dam creating 1,000,000 A.F. of storage and downstream flood channels and diversion works. In addition, two power dams on the North Fork of Kings River provide an additional 250,000 A.F. of storage.

Rain floods caused by high level warm rains occurring in the November through February period are generally of high flow rate but low total volume and are controlled by storing the entire volume in storage space reserved for that purpose.

On the other hand, the snowmelt flood is characterized by moderate flow rates over a prolonged period, thus involving a large volume of water. Such floods are controlled by storing runoff peaks to keep the release from Pine Flat Dam within safe channel capacities so that excess water can be used for irrigation or groundwater recharge or routed to the lower San Joaquin River system and ultimately wasted to the Pacific Ocean.

To the extent consistent with flood control requirements, Pine Flat Reservoir is used to regulate the runoff for optimum irrigation use and to provide cyclic storage. It is apparent that accurate forecasts of the rate and volume of snowmelt runoff are essential for effective flood control and maximum water conservation. A very detailed and accurate forecast system, including a computerized hydrologic model, has been developed for the Kings River watershed. A wide array of basic hydrologic and meteorological data collected from various points on and adjacent to the watershed are used in this forecast system. Data currently utilized include snow depth, water content and density, precipitation, temperature, soil moisture and previous runoff. In addition, the incorporation of factors such as relative humidity, wind, solar radiation and cloud cover are being evaluated in an attempt to further improve the accuracy of the forecast scheme.

The Sequoia-Kings Canyon Wilderness proposal includes 22 nine-acre enclaves encompassing all the hydrometeorological data stations within the proposed 721,970 acre wilderness area. Within these enclaves, the existing data collecting facilities presumably will be permitted to remain and possibly expand if the need arises. The data stations will continue to be operated and maintained under rules and regulations promulgated by the National Park Service. This appears to be a reasonable approach to the data collection requirement and, accordingly, the water users which I represent support the enclave concept.

However, if for any reason data from the hydrometeorological stations within the proposed Sequoia-Kings Canyon Wilderness are no longer available, the efficient management of the water resources of Kings River would be seriously curtailed. Elimination of these data would necessitate a far more conservative posture in the operation of the Pine Flat Project for flood control

and even then, a very substantial degree of protection would be sacrificed. The value of the Project for storage of irrigation water would be reduced materially because of the need to maintain large volumes of vacant space in an effort to control flooding where the extent of the expected runoff would be virtually unknown. In addition, the recreation potential of the Project would be adversely affected.

In conclusion, I strongly urge that the enclave concept be retained as an integral part of the Sequoia-Kings Canyon Wilderness.

Senator CHURCH. Next, Mr. Lewis Ambrose, director of the Power and Management Department of Lighting, city of Seattle.

STATEMENT OF MR. LEWIS AMBROSE, DIRECTOR, POWER MANAGEMENT, DEPARTMENT OF LIGHTING, CITY OF SEATTLE

Mr. AMBROSE. Mr. Chairman and members of the committee, My name is Lewis Ambrose, director of Power Management for the Department of Lighting of the city of Seattle. Accompanying me is Robert McCarty, an attorney with offices here in Washington. I have a letter with me signed by Julian Whaley, superintendent of our Lighting Department, copies of which have been sent up to you. Mr. Whaley asked me to express his regrets that he could not be here.

In the interests of time I would simply ask that the letter be included in the record as though read and I will very briefly summarize it.

Senator CHURCH. Very well.

Mr. AMBROSE. Section 3(a)(3) of S. 2453 would designate practically all of the 505,000-acre North Cascades National Park as a wilderness. In addition, substantial areas of the Ross Lake National Recreation Area and Lake Chelan National Recreation Area would also be set aside as wilderness. Ross Lake, which is a major feature of the national recreation area bearing its name, was developed by the city of Seattle as part of its Skagit River hydroelectric project, FPC project No. 553, licensed in 1927. The Skagit River project currently provides about half of the city's power requirements and its continued proper operation and development is of major importance to the city. The city currently has pending before the FPC an application to raise Ross Dam, thus increasing its power production.

We understand through our membership in the Western Snow Conference that there are ever-increasing problems of access for snow measuring and other hydrometeorological activity in wilderness. Mr. Whaley's letter attaches a recent Western Snow Conference resolution which speaks to this problem. In operating its Skagit project the city since 1945 has been operating snow-measurement devices throughout the 1,100 square mile drainage area to further the essential flood control and power operations of the project. We maintain a substantial flood control reservation space in Ross Reservoir for operation as required by the Corps of Engineers. All of our winter snow course measurements and observations are collected now by helicopter. This is the safest and most timely method of collecting the essential data which our devices record. The lack of this data could negate about 20 percent of the Skagit project from energy capability.

The map referred to in the bill does show certain enclaves to accommodate snow-measuring devices. The map, however, through

inadvertence we understand, does not include all the locations and we think action should not be taken until these are properly described or shown. In addition, we think there should be no question concerning our access by helicopter. And we think it might be desirable that the committee have some assurance on this score from the National Park Service.

Senator CHURCH. You have heard the exchanges that have gone on today. Would that help relieve your concern?

Mr. McCARTY. Was it indicated in that that access will also be possible by helicopter?

Senator CHURCH. Yes, I indicated anything helpful for the administration of the area, including minimum installations. And if you have minimum installations, then such maintenance of those areas is necessary. That is all right. Those aircraft and helicopters cannot normally be used in a wilderness area, the exception of the law relates to uses that are or have to do with the necessity or essential administration purposes.

Mr. McCARTY. We have listened with great interest to those exchanges, and as long as they assure we have access, including access by helicopter to our devices, and can have access in installing them, we are very relieved.

Senator CHURCH. That is a legitimate use having to do with the administration of the area and its effect on the lowlands, however it clearly comes within the exception written in the law.

Mr. AMBROSE. I have a few more remarks, Mr. Chairman.

Senator CHURCH. All right.

Mr. AMBROSE. Mr. Whaley's letter also suggests that our review of the legislative history of the North Cascades Park, which provided as well for the 500,000-acre Paysaten Wilderness and a Glacier Peak Wilderness enlarged to 468,000 acres, indicates that it was not contemplated that even more wilderness would be designated in the two comparatively small national recreation areas. The Ross Lake and Lake Chelan NRA's between them occupy only 169,000 acres out of a total of 1,642,000 acres set aside by the Congress for national park and wilderness purposes in the act of October 2, 1968.

That act in subparagraph 604 specified only the park for review by the Secretary in connection with the possible further designation of wilderness. We think this was purposeful in view of the fact that the North Cascades study team report of 1965 and both the House and Senate reports on the bill make such frequent references to the desirability of intense recreation development for the use of large masses of people in the areas finally selected as national recreation areas.

Thank you very much for the opportunity to appear.

Mr. McCARTY. I would like to observe in connection with the closing colloquy between yourself and the Secretary concerning the North Cascade areas that, it was mentioned that Big Beaver Valley among other areas in the Ross Lake NRA, would be included prospectively for designation as wilderness, if the FPC should reject the city's license application to raise Ross Lake.

I hope there might be further consideration of that, because I am fearful it could be somewhat prejudicial if there were a congress-

sional specification for that area as wilderness. You have many requirements today to successfully gain permission to increase power facilities. The Congress I think in the 1968 act in setting the national recreation area and in specifically giving the FPC jurisdiction over that area, intended not to prejudice the decision by the Commission in that regard and I think there is language in the Senate committee report to that effect.

I think more fundamentally is one of the reasons mentioned by Mr. Ambrose which it does not show very well on the Park Service map, that is the rather limited reach of the Ross Lake NRA by comparison. However, the statute, the act of October 2, 1968, established also the Paysaten Wilderness, which is a 500,000-acre region just east of Ross Lake NRA and established as well, the Glacier Peak Wilderness, just to the south, and we think it pretty clear that when you look at the entire legislative history, that Congress thought it was making the decision then for intensive recreational development in the Ross Lake corridor, as it was referred to, particularly with the North Cross State Highway coming in September of 1972, when this area is going to be very heavily patronized. So Ross Lake NRA was apparently not intended to be designated for other uses at least at this stage.

Thank you very much.

Senator CHURCH. Thank you very much. These matters will be looked into by the staff, and we will take up the matters with the interested members of the congressional delegation.

Mr. AMBROSE. Thank you, Mr. Chairman.

(The letter referred to by Mr. Ambrose in his testimony follows:)

CITY OF SEATTLE,
DEPARTMENT OF LIGHTING,
Seattle, Wash., May 3, 1972.

Hon. HENRY M. JACKSON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This relates to Section 3(a)(3) of S. 2453, under which almost all of the 505,000-acre North Cascades National Park would formally become the North Cascades Wilderness, together with substantial parts of both the Ross Lake National Recreation Area and the Lake Chelan National Recreation Area. As you know, City Light's Skagit River Project, consisting of the Gorge, Diablo and Ross reservoirs and power plants, lies at the heart of the Ross Lake National Recreation Area. We wish only to be assured that nothing in this proposed legislation adversely affects the project, including the application which has been pending before the FPC since December 1970 to raise Ross Dam.

One area of concern is that there not be any impairment in obtaining vitally-needed hydrometeorological and other environmental data from any existing or proposed Wilderness areas. The City has learned through the Western Snow Conference, of which it is a member, that agencies such as ours, which are dependent upon snow measurements and other hydrometeorological observations for the proper operation of water and power facilities, are finding increasing difficulty in the collection of this essential data because of difficulties of access and the use of helicopters and other motorized means in areas bearing a Wilderness designation. As you know, the City, which has been operating its Skagit River Project since 1927 under FPC license #553, is dependent upon this project for approximately half of its power requirements and Ross Reservoir is also operated in conjunction with the Army Corps of Engineers to provide vitally-needed flood control for the lower Skagit River Valley.

The rugged 1,100 square mile terrain which drains through the project, has an average annual precipitation record at Diablo of about six feet, the bulk of

which is snow. These winter snow surveys are essential to determine prospective runoff volume for flood control and power production. We have been conducting such surveys since 1945 and for many years past the work has been done through the utilization of helicopters. Any other means of transport of the men and measuring equipment is too dangerous as well as exhausting, nor will any other means effectively obtain accurate and timely data.

The map referred to in S. 2453, §3(a)(3), as depicting the area proposed to be designated Wilderness in the park and recreation areas, does show a number of small "enclaves" which are designated in the legend to cover "automatic snow-measuring devices, camping facilities, etc." These "enclaves"; which we understand are nine acres in extent, would of course be very useful for the purpose of collecting hydrometeorological data vitally needed for prudent and proper water management. However, the enclaves shown do not cover all of the snow course measuring locations presently maintained by the City. While we understand this is inadvertent, these omissions should be corrected before any action is taken on the basis of the map presently described in the bill. In addition, we think there should be express recognition, possibly through some communication from the National Park Service to the Committee, which could be included as part of the record, that there would be no question as to access by the city or others involved, by helicopter or equivalent means, to existing snow course measuring devices or such additions as may be required in the future, for the collection of this data. To give some measure of the importance of this access, data supplied by these surveys enable runoff forecasts to have an accuracy better than 95%, without which approximately 20% of the project's energy production would not be useable.

To further identify the Western Snow Conference we are enclosing for the information of the Committee copies of a resolution adopted by the members at the recent annual meeting in Phoenix, Arizona on April 20, 1972.

While the designation of areas within the Ross Lake National Recreation Area to Wilderness status would not appear at the scale shown on the map to interfere with the proposed raised water level of Ross Lake, there is a bill in the House (H.R. 10752) which would extend the Wilderness down to the shore of the present Ross Lake and thus frustrate the project. In reviewing the Wilderness designations in S. 2453, the Committee may wish to review the action taken by the Congress in the Act of October 2, 1968 in establishing the present North Cascades Complex for recreational purposes, prior to determining whether the already-extensive Wilderness designations in the Paysaten and Glacier Peak areas should be extended beyond the Park into the National Recreation Areas at Ross Lake and Lake Chelan.

It has been necessary for us in connection with our application to FPC to review all this legislative history quite closely and we have noted, for example, the direction in §604 of the North Cascades Act, PL 90-544, to study Wilderness designations, is specifically restricted to a review of the areas within the North Cascades National Park with no reference made in connection with such studies to the National Recreation Areas. The explanation for this may lie in the fact that there were numerous references throughout the North Cascades Study Team Report as well as in the House and Senate reports on the North Cascades bill to the need for the recreation areas to accommodate intensive development of a large variety of recreation activity intended to accommodate large amounts of people. These various expressions seem to have been typified in the opening statement of then Secretary of the Interior Stewart Udall before your Committee in 1967 when he said:

"The basic reasons supporting a National Recreation Area are to permit future raising of Ross Lake and more diversified and intense recreational use of this area than is normally the custom in a national park."

In this connection I might also observe that the North Cascades Act also made it explicit that nothing in the legislation would impair the jurisdiction of the FPC within the National Recreation Areas. We can supply memoranda on some of this research which may be of assistance.

We appreciate the opportunity to present our views and trust the Committee will act so that the continued operation of our project as it exists and as we hope it may be improved will not be impaired by anything contained within S. 2453.

Yours very truly,

JULIAN C. WHALEY,
Acting Superintendent of Lighting.

RESOLUTION—WESTERN SNOW CONFERENCE

Whereas, the Western Snow Conference has a membership of over 450 individuals as well as numerous corporate members from the states of Alaska, Washington, Oregon, California, Idaho, Nevada, Arizona, Utah, Montana, Wyoming, Colorado, New Mexico, and the Provinces of British Columbia, Alberta and Yukon Territory; and

Whereas, the Western Snow Conference is a professional and scientific group organized to provide an opportunity for individuals and organizations interested in snow and runoff problems from any viewpoint to meet and exchange information; and

Whereas, there is a continuing and expanding need for hydrometeorological data to evaluate and manage our water as one of our valuable natural resources.

Whereas, wilderness areas are the source of many streams which provide the water resources of extensive areas downstream and;

Whereas, this country is based on the principle that the public shall not be denied access to information which may be needed by the society to make an optimum decision and;

Whereas, the products of an evolving technology should be applied to more efficiently and effectively manage the water resources to serve and protect the nation: Now, therefore, be it

Resolved by the Western Snow Conference assembled in its 40th annual meeting at Phoenix, Arizona, on April 19, 1972, That the WILDERNESS ACT of 1964 (PL. 88-577) be amended to permit the entry upon and the installation of equipment for the gathering of scientific data for the use in the monitoring of or measuring of the natural, animal and plant resources of the region and; be it further

Resolved, That the Western Snow Conference strongly urges the following be accomplished:

1. That the establishment and maintenance of hydrometeorological systems including gages, snow courses and communication facilities are required on certain federal lands including those within existing and proposed Wilderness and Wild and Scenic Rivers areas to properly serve the interests of the people of the United States including the protection of life and property; and

2. that a practical review and appeals procedure be established to determine national priorities for hydrometeorological systems needed within existing and proposed Wilderness and Wild and Scenic Rivers areas to best serve the national interest, and

3. that water resources development and water management agencies, organizations and groups be afforded the timely receipt of all Wilderness and Wild and Scenic Rivers proposals to insure complete multiple purpose evaluation of these proposals for consideration by the administering agency prior to any final legislative action, and

4. that the General Chairman of the Western Snow Conference or his designated representative be placed on the mailing list for the timely receipt of copies of all Wilderness and Wild and Scenic Rivers proposals, in order that he may inform the membership of such proposals; and

5. that copies of this resolution be provided the Secretaries of Agriculture and Interior, the Eastern Snow Conference and the Water Resources Council.

Senator CHURCH. Our next panel consists of four panelists from Washington, D.C., and they have agreed to submit their statements, that would be Mr. Peter Barrelli, Mr. Anson Courter, Mr. Harry Crandall, and Mr. Douglas Scott. There are two other members of the panel that do come from out of town. George Alderson.

(The statements of Mr. Crandall and Mr. Courter are in the appendix. Mr. Barrelli and Mr. Scott did not send in their statements in time for inclusion in the record.)

Mr. ALDERSON. I can submit my statement, Mr. Chairman.

Senator CHURCH. Thank you so much.

(Mr. Alderson's prepared statement follows:)

STATEMENT OF GEORGE ALDERSON, LEGISLATIVE DIRECTOR, FRIENDS OF
THE EARTH

I am George Alderson, Legislative Director of Friends of the Earth, a national organization of 25,000 members, committed to the preservation, restoration and more rational use of the earth. Our Washington office is at 620 C Street, S.E.

Members of Friends of the Earth have been involved in formulating most of the wilderness proposals at the field level. But instead of taking time to go into detail on each bill before you, I would simply like to touch on some major issues that confront us today with respect to wilderness in the national parks.

For the first time, the Subcommittee is taking up wilderness proposals involving major areas of typical national park wilderness. In the East we have before us Shenandoah National Park. In the Lake States we have Isle Royale. In the West, Sequoia and Kings Canyon, and one of the newest national parks, North Cascades.

Friends of the Earth endorses the specific proposals that will be presented today for Shenandoah by the Shenandoah Coalition, for Isle Royale by the Northern Michigan Wilderness Coalition, for Sequoia-Kings Canyon by the Sierra Club, and for the North Cascades by the North Cascades Conservation Council. All of these groups have done their homework well, and we urge the subcommittee to adopt their recommendations.

We commend the subcommittee for taking up these bills at this time. We also commend the staff of the National Park Service for the long effort that lies behind these wilderness proposals.

But Friends of the Earth deplores the decision of the National Park Service and the Administration to advocate further development in the wilderness of the national parks. The Wilderness Law of 1964 was enacted to stop just this kind of invasion of wildness. Those of us from the West remember the long struggle for this law, and we know what its value to the Nation can be by preserving the last remnants of wilderness throughout the 50 states.

We refuse to stand by silently while this good law is perverted by the National Park Service. We urge this subcommittee not to let them get away with it.

In each of these proposals the National Park Service is advocating enclaves, which it proposes be denied wilderness status, even though they lie in the middle of areas that would receive wilderness status. None of these enclaves is necessary. Every one of them, if established by law, would be subject to further developments incompatible with wilderness purposes. At the whim of an administrator, motorized equipment could be used, buildings could be installed, visitors could even be flown in by helicopter—a violation of wilderness that has long been under discussion by some Park Service people.

The Wilderness Law was the response of citizens and of Congress to similar whims of past administrators. In it we have a way to strengthen the hand of the wise administrator, and to stay the hand of those administrators who would let the wilderness be destroyed by piecemeal attrition.

The Wilderness Law came not a moment too soon, because in the North Cascades measure, the present administrator of the Park Service proposes to exclude areas in the middle of the wilderness for overnight lodges operated by private concessioners. Nothing could be further from what the North Cascades need. The last thing the wilderness in any national park needs now is to have new buildings erected in it. Every new building destroys wilderness around it, directly impairing the national park. We urge the subcommittee to turn down Mr. Hartzog's proposal, and to include these areas in the wilderness area of which they are a part.

Some of the other enclaves in these proposals are for purposes totally compatible with protection of the wilderness. These enclaves are therefore unnecessary even for the purposes they purport to serve. A case in point is the snow gauges in Sequoia-Kings Canyon. Such devices have already been accepted by Congress in the Desolation Wilderness, farther north in the Sierra Nevada. There is certainly no justification for taking a different approach in this case. If water users' groups are uneasy about this, we would favor language in the committee report that would assure them of the continued use of the snow and stream gauges.

Yet other enclaves are proposed by the Park Service for such obviously essential purposes as sanitation. When people visit the wilderness in substantial

numbers, you inevitably have a sanitation problem. The Wilderness Act gives the agencies discretion to cope with such problems, by permitting facilities necessary for administration of the area as wilderness. That discretion would be aptly exercised if the Park Service were to use pit privies or inconspicuous portable toilets. In fact, privies have long been accepted by wilderness visitors as part of the wilderness experience. There is clearly no justification for excluding them in enclaves, as the Park Service has proposed. The use of helicopters, at necessary intervals, would undoubtedly be the best way of disposing of the wastes, and if done properly would qualify as being compatible with the criteria outlined in the Wilderness Act. Of course, we expect the Park Service to use them only where strictly necessary for this purpose. Fortunately, helicopter travel is still costly enough that it taxes the budget heavily whenever it is used, so we anticipate that the Park Service will hold helicopters to the absolute minimum.

As the subcommittee listens to the testimony of conservation witnesses who have come to Washington for this hearing, we urge you to consider thoroughly the details they will present on various specific enclaves in the Park Service proposals. We hope you will conclude, as we do, that the enclaves are neither necessary nor desirable. They fulfill no legitimate purpose, and they leave the national park wilderness open to future impairment that can be forestalled now if the enclaves are rejected.

Another concept in these Park Service proposals which similarly serves no purpose, and leaves the wilderness open to impairment, is the buffer zone. Except in specific cases—such as Petrified Forest, where boundary patrols are necessary to prevent theft of petrified wood—these zones are without any value for protection of the wilderness. On the contrary, they chip away at the wilderness by leaving out the edge of the wild country.

In conclusion, Friends of the Earth supports the bills for wilderness in the national parks, with the changes suggested by the citizen conservation coalition in each case. We also urge the subcommittee to give firm instructions to the National Park Service to forget enclaves, buffer zones and all other concepts which undermine the purposes of the Wilderness Act.

Senator CHURCH. Mr. Ernie Day from Boise, Idaho.

STATEMENT OF MR. ERNIE DAY, WILDERNESS SOCIETY, BOISE, IDAHO

Mr. DAY. Thank you, Mr. Chairman. I came here because I was apprehensive about this swiss cheese enclave philosophy that seemed to be permeating particularly one agency's idea of wilderness, and since we have so much wilderness in Idaho, this seemed particularly detrimental to me and that is my reason for being here.

I will try to keep this exceptionally short. But I am happy to be able as a citizen of Idaho to witness this historic day. This new format which has been formulated today, I think has gone a long way to overcome some of the resistance and misunderstanding which has crept up in this landmark legislation.

We in Idaho were exceptionally proud of your part in carrying the initial bill and now your part in implementing it makes us doubly happy, and I am happy there has been at least enough time for me to register this feeling for myself personally and for all of the people back home. It is nothing short of exciting to see this develop in this way. And I think our wilderness will be better for years and years to come because of this action.

Senator CHURCH. Thank you very much, Ernie.

I appreciate your statement very much, and I hope you will say it often.

Our next panel consists of Dr. Patrick D. Goldsworthy, Sierra Club, and Mrs. Polly Dyer.

STATEMENT OF DR. PATRICK D. GOLDSWORTHY, NORTH CASCADES
COUNCIL, THE NATIONAL OFFICE OF THE SIERRA CLUB, SAN
FRANCISCO, CALIF.

Dr. GOLDSWORTHY. Senator Church, I am Patrick D. Goldsworthy, a biochemistry professor from the University of Washington in Seattle. I appreciate having the privilege of addressing you today on behalf of two conservation organizations. I am speaking both as the president on the 2,000 citizen-member nonprofit local North Cascades Conservation Council and also on behalf of J. Michael McCloskey, the executive director of the 100,000 member nonprofit Sierra Club and as one of its former directors. While I cannot speak on behalf of the National Parks and Conservation Association, of which I am a current director, this association has provided me with an additional perspective with which to evaluate the issues being discussed at this hearing.

I further consider myself personally qualified to comment upon the Wilderness proposals for the North Cascades National Park, Ross Lake Recreation Area, and Lake Chelan National Recreation Area (hereinafter referred to as the complex) because of my firsthand knowledge of the National Park Service's North Cascades National Park master plan team. I have made numerous on-the-ground inspections, once at the invitation of the U.S. Forest Service to assist in recommending reclassification of the North Cascades primitive area into a wilderness area and other times with the National Park Service. I have back-packed and camped along many of the trails and in numerous trailless areas of the complex, thus becoming acquainted with many of the smaller details.

I have climbed a number of the area's peaks and ridges from which I have spent many hours studying the broad aspects of the rugged Northern Cascades.

The North Cascades Conservation Council has been involved with the area, since it was first organized in 1957, as a result of its purpose of seeking to protect the scenic, scientific, wildlife, and, wild-land values of Washington's Cascade Mountain Range from the Columbia River to the instrumental in the establishment, in 1968, of the North Cascades National Park Pasayten Wilderness, and Ross Lake and Lake Chelan National recreation acres.

I appear before you today also as a spokesman for a public which is becoming increasingly disenchanted with the fact that so much of our wilderness environment is being altered by man. This is a public which includes a growing number who express a clear preference for retention of the present wilderness values though they will not in any way be direct beneficiaries of these values. This public also includes people who, while uncertain as to whether, or how often, they will visit wilderness in the future, do place a value on maintaining it in its present state so that they can exercise the option of visiting it in the future if they wish to do so. These option and social preservation values reflect the desires and preferences of many of the people for whom I speak here today and who are unable to visit the wilderness of the North Cascades National Park.

A. NONWILDERNESS ENCLAVES—RECOMMENDED CHANGES

1. Recreational enclaves.—We are opposed to the proposed designation of 2 nonwilderness enclaves within the wildernesses of the southern end of the North Cascades National Park (30 acres on Bridge Creek) and of the Ross Lake National Recreation Area (30 acres on Lightning Creek), for the purposes of providing overnight lodging and meals, managed by personnel in residence. We are also opposed to the designation of an additional 14 nonwilderness enclaves (9 acres each) within the wilderness of both units of the North Cascades National Park and Ross Lake National Recreation Area for the purposes of installing visitor use facilities, including sanitation provisions. These enclaves are proposed by the National Park Service to be located primarily along the two major trunk trails of the park.

The very concept of enclaves within the wilderness is a contradiction. The Wilderness Act prohibits permanent developments within wilderness areas. The concept of wilderness is that of a broad stretch of wildlands without human habitation. The National Park Service's use of so-called enclaves to avoid the Wilderness Act's prohibitions is a subterfuge, possessing no merit, and a move toward degrading the wilderness. The U.S. Forest Service, by contrast, is employing the Wilderness Act to provide maximum protection of the pristine character of wilderness by limiting the use of this resource.

Congress' intent in establishing the Wilderness Act was to preserve lands that were designated under this act as being "untrammeled by man." Hostels will, in our opinion, violate this intent. These facilities will serve to attract more people than would otherwise visit the area. There is a point beyond which it is no longer a wilderness experience if a hiker meets a certain subjective number of people per day or per hour on the trail. The increased traffic of people generated by hostels will only serve to eliminate this as a wilderness experience to more and more hikers, as the hostel-hikers increase in numbers.

The character of the wilderness experience on Bridge Creek and Lightning Creek will be drastically altered from that of a backpacking expedition, currently experienced by many, to that of a series of day hikes. The existence of hostels with the anticipated increased volume and change in character of this back country visitation will only invite accelerated impact of man upon the adjacent wilderness. The current pattern of use without hostels will minimize this impact.

We do not believe nonwilderness enclaves are essential for adequate sanitation control.

Senator CHURCH. You heard my proposal on that.

Dr. GOLDSWORTHY. Yes, sir.

Senator CHURCH. Do you concur on it?

Dr. GOLDSWORTHY. Yes. That is brought forth later on in my speech.

It is our contention that sanitation facilities, adequate to accommodate current and future wilderness travelers, can be provided within the provisions of the Wilderness Act on the grounds that

whatever such facilities might be they can be designated as administrative controls deemed essential to the preservation of the wilderness resource.

2. Instrumentation enclaves.—It is recognized that there exist devices for recording meteorological and other measurements in 3 remote areas of the northern unit of the park and that there is a need for direct observation of such measurements in some instances and for servicing certain of the recording and transmitting devices. However, the designation of nonwilderness enclaves to accommodate these devices and the established helicopter access to them is not necessary under the provisions of the Wilderness Act. These devices can be designated as preexisting nonconforming uses of wilderness which furthermore have a completely insignificant effect upon the wilderness resource.

While helicopter access should be discontinued wherever feasible, in those instances where this cannot be done, careful regulation of this access should be administered by the National Park Service as a preexisting nonconforming wilderness use.

B. TRANSPORTATION: TRAMWAYS—RECOMMENDED CHANGES

1. Arctic Creek tramway route.—We recommend that the ½-mile wide nonwilderness corridor to accommodate the Arctic Creek tram be deleted from the wilderness proposal. This route would extend 6 miles westward from the shore of Ross reservoir into our wilderness recommendation (ORRRC-class V). It would traverse the Ross Lake National Recreation Area (1½ miles, ORRRC-class III) and penetrate as a non wilderness corridor (4½ miles, ORRRC-class III) into the North Cascades National Park Wilderness (ORRRC-class V).

This is one of the most remote and rugged regions of the park, and even the entire North Cascades, and, as such, we believe it should retain the natural protection that it now receives as a consequence of its very remoteness. We would anticipate that there would be extensive environmental damage done to the fragile alpine vegetation and terrain that would be made accessible to the large volume of visitation that would be necessary to make this tramway economically feasible.

2. Ruby Mountain tramway route.—While we do not oppose construction of this tramway, which would extend 2 miles southward from the North Cross State Parkway entirely within the Ross Lake National Recreation Area, it is our policy "not to support it at this time." This is in contrast to our policy which "opposes the construction of any tramway within the North Cascades National Park." Before we can even consider any possible support of the Ruby Mountain tramway, however, we shall have to review the findings of studies, which should be made prior to its construction, of the probable impact of the presence of this tramway and its use. If this tramway is constructed it should be located in a nonwilderness corridor not to exceed ¼ mile in width.

C. NONWILDERNESS ROADLESS MANAGEMENT ZONES—RECOMMENDED
CHANGES

1. National park boundary.—We are opposed to the establishment of an arbitrary 1/2-mile "roadless management zone" between the National Park Wilderness and the external boundary of the park. Since this zone is to be designated as "roadless" it is unclear what kind of management is anticipated by the National Park Service within this zone that would be incompatible with wilderness. Management zones should only exist where a useful purpose is demonstrated.

It is significant to note that the U.S. Forest Service concept of nonwilderness to Wilderness transition is found within the boundaries of the Wilderness Areas under their jurisdiction. Such a policy is a stronger wilderness policy, in our judgment, than that proposed by the National Park Service, where the transition zone would be outside the wilderness.

Conservationists have long agreed with the Forest Service practice of placing the buffer within the boundaries of wilderness areas. Otherwise one is faced with the logic of endlessly retreating boundaries. If the buffer is outside, and what is within the boundaries must remain unexposed to the sights and sounds of civilization, then the boundaries must retreat every time the legally unprotected buffer is invaded to bring new sights and sounds to the boundary.

Following retreat to a new boundary further in from the roadheads, a new invasion can follow to force the whole withdrawal all over again. Only by putting the buffer within the boundary of wilderness and by giving it the same strong legal protection can stability be achieved. The National Park Service now proposes to put the buffer outside the boundaries of wilderness to be protected under the Wilderness Act. Though the master plan for this park may show no development planned for the buffer, this decision can be changed by administrative fiat. We are grateful that 60 days notice will now be provided of proposals for such changes, but the changes can still be made. When the roads then come up to the wilderness boundaries, the logic of withdrawing the boundaries from the sight and sounds of civilization then fails or forces another boundary retreat. The Wilderness Act was not designed to facilitate a circular process for shrinking wilderness.

The following specific changes are recommended:

(a) Where the park boundary follows a natural watershed divide, there should be no buffer zone between the park wilderness and the park boundary, where we have designated the following segments on the attached map (exhibit A):

(N-O): Fish Creek—Flick and Fourmile Creek divide.

(O-P): Twisp River—Stehekin River divide.

(Q-R): Granite Creek—Panther and Fisher Cr. divide.

(S-T): Granite Creek—Panther Creek divide.

(b) Other segments of the park boundary where the buffer zone should be eliminated:

(A-B) Canadian border above Hozomeen—Canadian National Park is being proposed here.

(C-D) : Canadian border west of the Shagit River—Canadian National Park is being proposed here.

(D-E) : Canada to Nooksack Ridge—remote rugged country where de facto wilderness will remain, particularly if Mount Baker Scenic Area is established.

(E-F) : North slopes of Mount Shuksan—same as for (D-E).

(F-G) : West slopes of Mount Shuksan—same as for (D-E).

(G-H) : South slopes of Mount Shuksan—same as for (D-E).

(H-I) : Baker River—Mount Baker Scenic Area may be established here.

(I-J) : Bacon Peak—high, rugged and remote country.

(K-L) : Cascade River—while this comes the closest to logging use outside the park, the Forest Service is expected to drastically alter its management here to the effect that a transition zone will be adequately accommodated outside the park boundary.

2. Roads.—The wilderness within the national park should be extended down to the road right-of-way except where specific developments are planned and private property exists. This would apply to the Stehekin River, Cascade River, and Newhalem Creek roads.

3. Tramway routes.—These are excessively wide and, if retained, should be reduced to a corridor not to exceed one-eighth mile in width.

D. ROSS LAKE NATIONAL RECREATIONAL AREA—RECOMMENDED CHANGES

1. Ross Reservoir shorelands.—Provisions should be made so that at the earliest legally feasible instance the wilderness shall be extended down to the shoreline of the current maximum flood level (1,602.5 foot level), except where camps and campgrounds are planned and the Hozomeen Road exists. In 1960 we accompanied the supervisor of Mount Baker National Forest, Harold Chriswell, on a weeks trip into the back country for the purpose of examining the possibilities for reclassifying the North Cascades Primitive Area into a wilderness area. At that time we formally stated to the Forest Service that "The boundary along the shores of Ross Lake Reservoir, with the two exceptions below (one at Hozomeen Creek and the other at Roland Point), should be located at the maximum high water level existing at any specific time and governed by the constructed height of Ross Dam."

Our intent then was to have wilderness established at the level of "low Ross." Today we still believe this to be highly desirable, particularly in view of the apparently very low probability that Ross Dam will ever be raised at all.

2. Roland Point.—We are opposed to the construction of a spur-road from the North Cross State Highway to the Roland Point campground area. We recognize that the Roland Point area, up to the vicinity of May Creek, offers the only opportunity for extensive campground facilities outside of the Hozomeen area adjacent to the Canadian border. While we have no opposition to the developments of the Roland Point campground in general, we believe that it should be accessible by water and trail only. We thus would support the water access plan considered but rejected by the master plan team for the park.

Ross Reservoir is unusual in its being currently limited to road access only through Canada. Its unusual peacefulness should be retained and not be disrupted by being made the terminus for a road that would provide just one more overcrowded campground and that would serve to launch large numbers of high-speed motor boats into this serene 20-mile long fjordlike lake.

3. Big Beaver Valley.—Provisions should be made so that at the earliest legally feasible instance all of the Big Beaver Creek watershed shall be designated as wilderness. This valley was excluded from the park and wilderness designation so as not to prejudice the Federal Power Commission in its consideration of whether Seattle city light should be allowed to raise Ross Dam and thereby flood Big Beaver Valley and the Canadian Skagit Valley. The national and international opposition to this project is now of such a magnitude as to practically preclude Ross Dam from ever being raised.

4. Thunder Creek Valley.—Also at the earliest feasible instance all of the Thunder Creek watershed shall be designated as wilderness, down to the shoreline of the existing maximum flood level of Diablo Reservoir and the Colonial Creek campground adjacent to the highway bridge. We believe that the opposition to the construction of the Thunder Creek dam by Seattle city light makes it highly unlikely that it also will ever be built and thus most desirable that this recommendation be followed.

5. Ruby Mount Region.—All of this section of the Ross Lake Recreation Area should be designated as wilderness from the eastern boundary of Ross Lake National Recreation Area westward to Thunder Creek and Thunder Arm of Diablo Reservoir and down to the North Cross State Highway right-of-way, with the exception of the proposed tramway route and proposed developments along the highway and at the tramway terminals. This would preserve wilderness trail hikes, on the south slopes of Ruby Mountain, from the upper tram terminus via Panther Creek and Thunder Creek trails back to the North Cross State Highway.

E. ESCROW CLAUSES FOR FUTURE WILDERNESS DESIGNATIONS

1. If wilderness is excluded from areas proposed to be flooded by raising Ross Reservoir or building Thunder Creek Dam, then at such time that it is concluded that either or both of these projects are abandoned, wilderness, including Big Beaver Valley, should be automatically (without the necessity of additional congressional review) readjusted to extend down to the shoreline of the existing maximum flood level of Ross Reservoir (1602.5 foot elevation) with the exception of proposed campsites, and additionally extended downstream on Thunder Creek to the highway bridge, Colonial Creek campground, and shoreline of Thunder Arm of Diablo Reservoir.

2. If wilderness is excluded from the proposed Arctic Creek, or Ruby Mt. tramway routes, then at such time that it is decided that either or both of these tramways will not be built, the route of such abandoned tramway proposal should be automatically (without the necessity of additional congressional review) designated as wilder-

ness in a manner such as not to leave a nonwilderness corridor protruding into the immediately adjacent wilderness.

3. If wilderness is excluded from a one-eighth mile buffer zone along the National Park boundary, then at such time as the park is expanded, an adjacent park is established in Canada, or an adjacent wilderness is established in the National Forest, the entire one-eighth roadless buffer zone, where the park and the said newly-classified adjacent area are contiguous, should be automatically (without the necessity of congressional review) designated as wilderness.

4. Where lands are excluded from the proposed wilderness areas because of private interests therein or conflicting uses thereof, the legislation should provide for their inclusion in the wilderness areas upon termination of those interests or uses.

Thank you very much.

Senator CHURCH. Thank you very much.

STATEMENT OF MRS. POLLY DYER, BOARD OF TRUSTEES, THE MOUNTAINEERS

Mrs. DYER. Mr. Chairman, I am Mrs. Polly Dyer, a member of the board of trustees of the Mountaineers, P.O. box 122, Seattle, Wash. Organized in 1906 we have approximately 7,800 members in the Puget Sound region, with branches in Seattle, Tacoma, Everett, and Olympia, Wash. Besides our purposes for exploring and recording the history of forests and watercourse of the Northwest has been the continuous goal of seeking to preserve the protective legislation or otherwise the natural beauty of Northwest America.

Our interest in the North Cascades has been long standing, from the club's early expedition in 1910 into the region. In the 1920's the Mountaineers, through Irving M. Clark, began to seek wilderness designation for the region by the U.S. Forest Service. During the 1930's wilderness recommendations were advanced by the Forest Service, but nothing came of them and in fact they were withdrawn by that agency. It was not until the early 1950's that the Mountaineers reopened the discussion with the Forest Service, and subsequently took the general proposals for wilderness to the Federation of Western Outdoor Clubs. In the mid-1950's it became apparent that the Forest Service had no intention of designating wilderness for the integral whole of the North Cascades, and other approaches were contemplated. Among the steps taken in 1956 was the organization of the North Cascades Conservation Council to spend all of its efforts in behalf of seeking protection for the area.

It was soon decided that only one agency was available in the United States where the possibility of wilderness protection for the North Cascades Conservation Council to spend all of its efforts in behalf of seeking protection for the area.

It was soon decided that only one agency was available in the United States where the possibility of wilderness protection for the North Cascades would be better assured. Much of the recent history is undoubtedly known to you, from the appointment of a study team, through the creation by Congress of the North Cascades National Park, and, now, the final stages in 1972 of designating wil-

derness within the North Cascades National Park, Ross Lake National Recreation Area, and the Lake Chelan National Recreation Area.

I am pleased to be able to be present to express the views of the Mountaineers with respect to the wilderness proposed by the National Park Service for this area. Seldom does one of our regional groups have the ability to be represented by one of its members or officers before Congress in Washington but the issue of wilderness for the North Cascades and some aspects of the proposal with which we differ made it extremely important to us to be here to present our recommendations in person rather than through some of the very fine national conservation organizations who have spoken on our behalf here in the past.

In general, we commend the National Park Service for recognizing the wilderness caliber of the North Cascades and making the wilderness proposal it has. There are, however, some grievous flaws in its proposal which we feel vital to bring to your attention. We commend them for altering in some part their 1970 proposal by deleting some undesirable development proposals. But we take exceptions to the apparent evolving philosophy that nonwilderness loopholes should be provided in the middle of wilderness and along the periphery of de facto wilderness.

Enclaves

We are opposed to "enclaves in the proposed wilderness" to provide for shelters, camping facilities, radio repeaters, automatic snow-measuring devices, and hostels. The enclave concept proposed by the National Park Service is a serious subversion of the Wilderness Act, not only for the North Cascades National Park Complex but for any unit of the National Park System. We believe that existing facilities in areas that would otherwise be designated wilderness and which may be considered to be nonconforming can be accommodated as a preexisting, nonconforming use.

We also note that in the administrative policy of the National Park Service for Natural Area (p. 43) that trailside shelters may be permitted where they are needed for the protection of wilderness values. Under this existing policy we see no conflict with providing sanitary facilities such as pit toilets to both protect wilderness values and assure the safety of health protection where visitors pass through in large numbers.

It is also conceivable that by providing enclaves for nodes of development, whether shelters or campgrounds or hostels, will attract potential overuse of such designated areas, to the point where such areas may need to be rehabilitated and facilities installed elsewhere, with additional enclaves then being sought at a later date. It seems to us that the National Park Service should not be planning new installations in existing de facto park wilderness. And where present uses or intensive camping has made it difficult to protect the wilderness values or particular areas, the National Park Service should be seeking other means to protect the wilderness and park values rather than drawing a ring around the problem area causing the headaches of management.

In the administrative policy guide of the National Park Service (p. 41) reference is made to National Forest wilderness compared to that in the National Park Service as provided for in the Wilderness Act. It cites the multiple use activities permitted on National Forest Wilderness under certain provisions; then it goes on to state that in the national parks "no such lowering of park values is contemplated by the Wilderness Act for national park wilderness, since that act provides . . . that 'the designation of any area of any park . . . as a wilderness area . . . shall in no manner lower the standards evolved for the use and preservation of such park . . .'".

We submit that the National Park Service proposal to dot the wilderness in national parks with enclave loopholes for presently existing nonconforming use or for future nonwilderness purposes is a conscious lowering of both national park natural and wilderness values. We do not believe the National Park Service should be taking a position of attempting to determine how it may alter existing wilderness by providing for the potential impairment of otherwise unimpaired areas. Rather it should be considering the restoration of natural values to those areas where installations now occur after they have fulfilled their original purpose or have been phased out. This would be in accordance with its stated policy (p. 40) wherein "It is a fundamental tenet of national park management . . . that where other uses have impaired past wilderness values, the national parks and monuments are managed to restore the wilderness character of these areas by removal of adverse uses."

In the North Cascades the mountaineers have no objections to the hostels or chalets proposed in the Lake Chelan National Recreation area outside of the recommended wilderness boundaries and believe these can be appropriate in the heights above Stehekin, nor do we object to a similar installation proposed in the Hozomeen area of the Rose Lake National Recreation area. We do object, however, to such installations inside recommended wilderness in the Ross Lake National Recreation area at Lightening Creek and on the Pacific Crest Trail in the lower segment of the North Cascades National Park. Not only does this intrude on the integrity of the wilderness at this point but it is a desecration of the Pacific Crest Trail.

Because we feel so very strongly that the enclave-in-wilderness policy is a dangerous undermining not only of the wilderness of the land but of the wilderness act, we wish to bring to your attention statements from other sources. These are attached at the end of this statement.

Buffer or management zones.

Any buffer for national park wilderness should be outside of the park boundaries, not inside. We find arbitrary and unnecessary the so-called management zone 1/2-mile wide inside the outer boundaries of the national parks or along park roads. We recommend that the wilderness boundaries be extended to the park boundaries to and rights-of-way of roads. We cannot conceive what kind of management is envisioned for such zones; we don't find it in the North Cascades proposal. We can contemplate that in future years, under unknown administrators, nonwilderness uses could impinge to the point that there may be insistence to set the wilderness boundary further

inside the park to allow the arbitrarily-selected $\frac{1}{8}$ mile distance to continue to be maintained. There should be no buffer within park boundaries, to reiterate. These $\frac{1}{8}$ mile selections have been known as part of the park's de facto wilderness; they should be retained as part of the park's official wilderness.

Private lands inside wilderness.

We recommend that provision be made in the enabling wilderness legislation for the North Cascades National Park, as well as for all units of the National Park System in which wilderness will be designated, for such private lands to automatically become a part of the park area's wilderness at the time these lands are acquired by the National Park Service, with the provision that the National Park Service should restore, if necessary, such areas to a natural condition if they had become impaired under private ownership. Such restoration has been practiced by the Service and is provided for also in their administrative policy (p. 40).

Tramways

We recommend the elimination of plans for a tramway up Arctic Creek from Ross Lake and that the area be classified as wilderness in the same manner as the equally high-caliber wilderness lands through which it would penetrate for 6 miles. This is an intrusion that reduces the remoteness quality of the interior of this wilderness, an interior that can be reached by foot in only 2 days for the average person.

In addition, we again think the National Park Service is not following its own precepts when it says on p. 30 of its policy guide: It is "important in planning for a park to take into account the total environment in which the park exists . . ." and "of particular significance are the plans for and the availability of other park and recreation facilities within the region at the Federal, State, and local levels." And in the North Cascades the plans for the area were to be coordinated by both the National Park Service and the Forest Service.

Much of the spectacular wilderness and once-wilderness country of the Cascades is already visible or available for the nonwalking part of the population. The Mt. Baker area under Forest Service jurisdiction and west of the North Cascades National Park has been developed for easy public access and viewing both by car and lifts; Mt. Shuksan within the North Cascades National Park is a 9,000+ foot peak, and one of the few nonvolcanic peaks in the Cascades, affords a spectacular view and experience from Nooksack Cirque via an easy and short trail. (An additional park of this cirque might very well be considered for inclusion in wilderness to assure that the trail never becomes a road; a road would diminish the sense of awe one experiences by a gradual approach by foot.)

We are not opposing the tramway proposal up Ruby Mountain within the Ross Lake National Recreation area in the vicinity of the new North Cross State Highway which bisects the North Cascades complex. However, pending studies as to its desirability, impact, and feasibility we are withholding endorsement. We recommend that the entire area of Ruby Mountain, except for those facilities which may

eventually be installed in conjunction with a tramway, be included in wilderness. Provision for this could be made in the enabling legislation.

Other additions to wilderness.

We recommend that wilderness be designated down to the current level (1,602.5') of Ross Lake except where campgrounds and small boat landing facilities may be appropriate along the shore. This had been our recommendation when wilderness was being considered for the area when it was known as the North Cascades primitive area; we believe it is equally desirable and appropriate in the Ross Lake National Recreation area. We further recommend that enabling legislation provide such wilderness at this time, with automatic withdrawal to a higher lake level should the city of Seattle be authorized to raise it by the Federal Power Commission.

We make a similar recommendation for the area in the vicinity of Thunder Creek. Wilderness should be designated at this time and the area managed as wilderness, with the provision that would automatically withdraw the wilderness boundaries if and when the area is inundated by hydrologic installations. Its wilderness protection in the meantime would be assured by such legislative provision.

The mountaineers are opposed to the water projects proposed by the city of Seattle for these areas and believe they should be afforded wilderness protection now so that they may have this status should the projects be eliminated in the future.

We recommend against the proposed road to Roland Point on Ross Lake. This area is ideal for either walking in or arriving by boats for camping. We further recommend that the wilderness in this vicinity should be extended to include additional area not now proposed by the National Park Service easterly of Roland Point.

In the southern unit of the North Cascades National Park the upper section of the old Stehekin road should be eliminated and allowed to revert to trail beyond its crossing of Bridge Creek and the area included in the wilderness. The wilderness should also come to the roadsides of that portion of the road retained inside the National Park boundaries. We have reservations about the proposal to install a hostel and store at the junction of this primitive road with the Pacific Crest trail. Such roadhead facilities can seriously detract from the primitive campground atmosphere now there and one can contemplate the undesirable growth of a future "village" complex where the road could "deadend wilderness."

Thank you for this opportunity to present a statement on behalf of the mountaineers. We earnestly urge you to assure the North Cascades is given the wilderness status we have recommended. It is the best guarantee that some of this now wild country might remain wild for its own sake as well as afford future generations of wildlife and humans to have a remnant of the wilderness that was once so extensive throughout the Northwest even just a century ago.

Senator CHURCH. Thank you, Mrs. Dyer.

(Supplement to Mrs. Dyer's statement follows:)

SUPPLEMENT TO STATEMENT OF MRS. POLLY DYER

(Excerpt: Statement, Bureau of Outdoor Recreation, PNW Region, June 4, 1970 re North Cascades National Park Wilderness Proposals by National Park Service.)

It is our opinion that the enclave concept for campgrounds and other public recreation facilities appears to violate the intent of the Wilderness Act in that the act intends to among other things preserve existing wilderness character. Establishment of a wilderness area with enclaves could have far reaching ramifications. Existing authorized wilderness areas could be subject to pressures for revisions to establish enclaves for a variety of reasons. Likewise, future wilderness area proposals could incorporate the enclave concept. In short, a precedent established in the North Cascades could have the potential of substantially altering the nature of the Wilderness Preservation System. Since Congress ultimately determines the areas to be added to the Wilderness System, it would appear desirable to call this matter specifically to its attention so that clear guidance can be given as to what constitutes legitimate means of increasing wilderness utilization.

SELECTED RECOMMENDATIONS FROM THE TASK FORCE ON "PRESERVATION OF NATIONAL PARK VALUES"; IN "NATIONAL PARKS FOR THE FUTURE", TASK FORCE REPORTS, MARCH, 1972, THE CONSERVATION FOUNDATION, WASHINGTON, D.C.

P. 3.—Recreation in and enjoyment of the national parks must be in terms of their preservation function.

Recognizing the rarity of wilderness in the United States in 1972 compared to 1872, preservation of what remains should be given the top priority in all policy decisions affecting national parks.

P. 9.—High priority should be given to research directed at finding the physical, ecological, and psychological carrying capacity of every unit under the jurisdiction of the National Park Service.

Recognizing that preservation has top priority, the National Park Service should not encourage visitation in excess of carrying capacity.

Because noise is destructive of solitude, the National Park Service should seek to have overflights by aircraft regulated, . . .

P. 12(B).—In keeping with the directives of Congress and Secretaries of the Interior, the Service should proceed rapidly in its wilderness classification program with emphasis on maximum preservation and protection of wilderness values inside the parks and with full public participation at all stages—not must when the master plan is presented for final approval.

(C).—The concept of a $\frac{1}{8}$ mile "buffer" zone around wilderness should be rejected in favor of a boundary that begins at the edge of civilization (at roads, etc.)

(D).—In keeping with the determination to maximize the amount of wilderness in the National Wilderness Parks, the "enclave" concept, which excludes "islands" in wilderness for more intensive development, should be abandoned. If overuse becomes a problem, quotas rather than enclaves should be turned to as solutions. Those who enter wilderness must be prepared to do so on the terms of wilderness.

(a) In support of the Task Force No. 1 Report we urge that the NPS fully comply with the wilderness law and that the NPS support the wilderness review process as prescribed under the law.

(b) Same as (D) above, except deleting "National Wilderness Parks" and inserting: "National Park System, including National Parks National Monuments, Historical Areas, and National Recreation Areas". Added to the resolution on enclaves: We are opposed to any enclaves for present non-conforming, pre-existing uses and for any future potential non-conforming uses.

NOTE.—During the conference held in Yosemite April 14, 15, 16, 1972 on the Task Force Reports, the committee discussing wilderness submitted, among others, the following resolution:

Senator CHURCH. Our next three panelists are Mr. Joseph Fontaine, Mr. Jonas Morris, and Mr. Fred Eissler.

**STATEMENT OF JONAS MORRIS, NATIONAL PARKS AND
CONSERVATION ASSOCIATION**

Mr. Chairman, my name is Jonas V. Morris and my offices are located at 2233 Wisconsin Avenue N.W. I am appearing today on behalf of the National Parks and Conservation Association, a private nonprofit organization, educational and scientific in character. It publishes the monthly national parks and conservation magazine, the *Environmental Journal*, which goes to each of the more than 50,000 members of the association.

NPCA has followed the Park Service's actions to implement the National Wilderness Preservation Act with great interest, reviewing all of the preliminary wilderness proposals for NPS units issued to date, and submitting alternative proposals for most areas. We believe that inclusion of land in the National Wilderness System is a vitally important part of Federal land management, and we appreciate your invitation to submit our views on S 2453, a bill to designate certain lands as wilderness.

In this statement we would like to address ourselves to the four wilderness areas proposed for units of the National Park System—Isle Royale National Park, Mich., Sequoia and Kings Canyon National Parks, Calif., Shenandoah National Park, Va., and North Cascades National Park, Wash. Before discussing each of these proposals in more detail, however, we would like to remind the committee of our overall philosophy for the management of units in the National Park System.

This philosophy is spelled out in the NPCA publication, *Preserving Wilderness in our National Parks*, copies of which have previously been submitted to the committee members. The first two chapters of this book outline the NPCA program for prevention of overuse of the national park resources through regional recreational planning outside the parks. Briefly, we advocate the exclusion of all visitor facilities other than those for information or interpretive purposes, and those required by the Park Service for management and administration of the unit. Overnight accommodations should be limited to camping areas only. Other services which some visitors demand—gas stations, lodges and motels, bars, swimming pools, et cetera—can, and should, be located on public or private lands outside the parks. Our national parks are by definition, areas with outstanding natural features and are worthy of full Federal protection. A maximum of eligible lands within the parks should then be designated wilderness.

Visitors should also be encouraged to leave their cars, and to visit the area by means of public transit systems and on foot. While many park units can withstand relatively high visitation rates, it is becoming increasingly apparent that they cannot withstand the impact of a large number of automobiles. Once suitable public transit alternatives are installed, private cars should be banned from the parks.

I would now like to move on to a discussion of each of the four wilderness proposals for park areas contained in S. 2453.

ISLE ROYALE NATIONAL PARK, MICH.

An alternative proposal for wilderness designation, and related planning, for Isle Royale National Park was submitted by NPCA at the Park Service public hearings on the NPS preliminary plan. Copies of the NPCA proposal are available for the committee, and I would like to submit the full NPCA plan for inclusion in the record at this point. A summary of our position is also given on page 31 of the communication from the President regarding the designation of a wilderness area in Isle Royale.

Our proposal differs from the Park Service's suggested plan in several respects, the most significant of which is our suggestion that most of the surrounding waters should be included in the wilderness area. The boundary can be marked with buoys and the Coast Guard enlisted to assisted in patrol activities. Access corridors leading to major use areas should be left, as shown on the map attached to the NPCA plan. This water wilderness would enhance the wilderness experience of visitors on the island by excluding motorboat use around the area, and it would also protect the island from the impact of these vessels. Private boat use near Isle Royale has increased greatly in recent years, and some control of this use is now essential. Yet apparently the Park Service has not considered the designation of any of these waters as wilderness, which we believe would offer excellent protection for the island.

Other differences between the NPCA proposal and the Park Service revised plans relate to the size of the areas to be excluded on the island in order to provide for existing and planned visitor facilities.

In this respect, we are glad to see that the Park Service has accepted some of the suggestions made at the public hearings and included an additional 2,015 acres in the wilderness area. However, much eligible land is still excluded, and the provisions in the final proposal calling for exclusion of lands which had previously been proposed by NPS for wilderness designation is very disturbing. Many of these deletions are designed to accommodate additional visitor facilities not previously mentioned in the Park Service plans, or to accommodate facilities which have been strongly opposed by NPCA and other conservation interests.

For example, deletion D is intended to allow for the construction of a hostel or chalet in the wilderness area for the benefit of those visitors who do not enjoy a wilderness camping experience. As discussed earlier, NPCA does not support the development of overnight facilities within the area of the National Park System. Such accommodations are available in the region surrounding the park, and it is unnecessary for the Park Service to duplicate them in Isle Royale National Park. Furthermore, a serious problem facing many existing wilderness areas is that of overuse. Many wilderness areas cannot withstand the impact of heavy visitation without degradation of the resource. It seems to us, therefore, that to encourage the use of a wilderness area by those who do not enjoy a wilderness camping experience would be a mistake. Accommodations on the island should be limited to traditional camping-grounds.

Secondly, the exclusion of large areas around Washington Harbor and Rock Harbor are excessive. Existing and planned developments

in these areas can be accommodated in much smaller nonwilderness areas, as depicted on the NPCA map.

Finally, we oppose deletions F and G which are designed to meet a need for future camping facilities not previously mentioned in Park Service plans. We believe the Park Service plans for development of Malone Bay, which include provisions of marine services, overnight facilities, and stores should be dropped. Once again, we recommend that the wilderness boundaries be drawn to conform with those shown on the map attached to the NPCA wilderness proposal for Isle Royale.

SEQUOIA AND KINGS CANYON NATIONAL PARKS, CALIF.

The NPCA proposal for wilderness in Sequoia and Kings Canyon National Parks, similar to that offered by other conservation groups, is summarized on pages 29 and 30 of the communication from the President. Copies of the full statement are also available for the committee, and I would like to insert this in the official record of the hearings at this point.

The recommendations made in this proposal would establish three additional wilderness units, and add land to units 1 and 2. We recommend designating land now under grazing as wilderness escrow, so that once these leases are terminated (and this should be done as soon as possible), and any manmade structures have been removed, the area will automatically receive wilderness status. New legislation would not then be needed. This is a concept being considered by the House committee in connection with Lava Beds National Monument, and it is a procedure we think this committee should adopt.

The $\frac{1}{8}$ -mile management zone around the wilderness areas should be eliminated, boundaries should be extended to the edge of the roads or developed areas wherever possible, and most of the lands in roadless areas 2 and 4 should be designated wilderness (leaving suitable access routes for vehicles used in research activities).

Our proposal was drawn up so as to include all of the eligible lands in Sequoia-Kings Canyon in the Wilderness System. In contrast to the Park Service, we do not believe that additional developments in this splendid natural area are necessary or desirable.

The Park Service revised wilderness proposal, while making small concessions to the principle of including a maximum of eligible park lands in the wilderness area, is a big step backward from their original proposal. Two large areas previously suggested for wilderness designation are now to be excluded to allow for new developments. In addition, several other smaller exclusions are proposed.

In the southern portion of the park exclusions have been made to accommodate ski lift facilities, a restaurant, camping facilities, and other visitor-use structures related to the development of the Mineral King ski area. The development of this area is currently being opposed by many conservation interests, and there is still some doubt as to whether Mineral King will ever materialize. In any event, the intrusion of this area onto park lands—and moreover lands which the Park Service had planned to designate wilderness—is intolerable. Recreational downhill skiing, which requires drastic alterations

to the scenery and mechanical lifts and transport, should be provided in recreational areas, or possibly on certain Forest Service and BLM lands. It should not be necessary to provide these facilities in natural areas of the park system. (We realize, of course, that ski areas have been established in some national parks, but to date these have always been family areas, generally utilizing rope tows and carefully planned to have a minimal impact on the area. While we would like to see these areas also removed from the parks, they do not represent such a serious threat to the natural attribute of the area as the Mineral King plans will in Sequoia.)

We would also seriously question whether it is necessary to provide a restaurant in Sequoia for skiers. Surely these facilities can be provided at the base of the mountain, as they are in many other areas? Also, the Park Service has failed to justify its decision to provide extensive camping facilities in this area. Primitive camping, consistent with wilderness principles, would be justified. No other facilities are needed in an area which is essentially wilderness at this time and which should remain so. If overuse becomes a problem for any reason (such as the provision on national forest lands of mechanical lifts) then this should be handled in the way that overuse is handled in other wilderness areas—by restricting access.

Our second major objection to the Park Service revised plan is the proposal for additional developments in the giant forest region of the park. This deletion is designed to allow for more extensive use of the park by automobile, with suitable overlooks and interpretive stops. However, there is already sufficient opportunity for visitors to view the country in Sequoia-Kings Canyone from their car, in addition to similar opportunities on public lands outside the parks. Preservation of this area as wilderness should have priority over further road development. Indeed our recommendations for this area of the park call for wilderness designation of all lands up to the edge of the current developed area around Lodgepole.

There are several other, much smaller, deletions in the revised wilderness proposal to which NPCA objects. We would seriously question whether it is necessary to exclude 9 acres for the various enclaves proposed for visitor-use shelters. This seems to us to be excessive.

The question of the 1/8-mile management zone also should be addressed here. The Park Service claims that these strips of land are needed for present and future management purposes, but we fail to see the reasoning behind this argument since the wilderness management criteria laid down by the Park Service clearly allow for the need to enter wilderness lands for management purposes. This small strip of land cannot act as an efficient buffer zone for the wilderness area behind it, and we believe that the existence of a nonwilderness strip at the edge of a wilderness area will encourage nonwilderness use of that strip. The best method of fully protecting the wild aspects of the land designated wilderness is to ensure that no structures or developments occur within the buffer zone, or in other words, to designate the buffer itself as wilderness.

In conclusion, we would like to urge the adoption of the proposal presented by NPCA at the Park Service preliminary wilderness

hearings. The concept of including a maximum of eligible park lands in the wilderness system should be followed in Sequoia-Kings Canyon. The spectacular country in this park is surely worthy of full protection in its natural state for the enjoyment of future generations, as called for under the act establishing the National Park System. In particular, we are extremely concerned over the retrogressive NPS wilderness plan. It is vitally important, we believe, that these suggested deletions be restored.

SHENANDOAH NATIONAL PARK, VA.

The Park Service revised plans for Shenandoah National Park represent some improvement over the original wilderness proposal. However, the total acreage proposed for wilderness designation is still only 73,280 acres, far short of the total of eligible lands.

In contrast, NPCA is proposing that all of the park lands, other than those with existing developments or paved roads, should be designated wilderness. Management roads in the area should be closed, and powerlines placed underground. We see no need for $\frac{1}{8}$ -mile management zone around the wilderness areas, as explained above, and since the existing paved roads separate different wilderness units, there is also no need for buffer strips along the edges of these roads. A map which shows the NPCA wilderness proposal quite clearly is attached to our statement on the preliminary wilderness plan (submitted to the committee and summarized on page 47 of the communication from the President). We would also like to submit our entire wilderness plan for Shenandoah in the record at this point.

NORTH CASCADES NATIONAL PARK, WASH.

Much of the Park Service wilderness proposal for North Cascades is sound, and deserves support. However, we recommend additions to the wilderness areas to include all eligible lands. The wilderness would thus encompass the entire park, except for existing manmade entities such as the reservoirs, as well as planned access units and a recreation-service corridor along the North Cross State Highway.

The NPCA proposal for wilderness in North Cascades, presented at the public hearings, is available for the committee, and I would like to include it in the record at this point.

We would like to recommend the Park Service for its decision to abandon plans for two tramways in North Cascades—Price Lake and Colonia Peak. We had strongly opposed these plans, believing that such devices clearly destroy the natural attractions of the area. However, we are disturbed to see that plans for the Arctic Creek tramway remain in the final proposal, and urge that these plans also be dropped and this area included in the wilderness system.

STATEMENT OF FRED EISSLER, SIERRA CLUB

Mr. EISSLER. Mr. Chairman, my name is Frederick Eissler. I am a former director of the Sierra Club and am speaking here today on its behalf. The club's offices are located at 1050 Mills Tower in San Francisco. The club, which John Muir founded in 1892 especially to

protect the wilderness and natural character of the Sierra, today has over 140,000 members in 40 chapters throughout the land—and its concerns today span the continent.

But the club's home is in the Sierra, in parks such as Sequoia and Kings Canyon, which Muir knew so well, and our leaders in the past helped bring into being. This hearing on these parks, under the Wilderness Act which the club also helped bring into existence, therefore, is an important event both in the club's history and the history of the two parks. For the club and its Kern-Kaweah and Tehipite chapters, which embrace the parks, today's hearing is an historic opportunity to ratify the hopes and expectations of our members who for 80 years have known and loved these areas.

Sequoia and Kings Canyon National Parks are classic national parks which show best what national parks should and can be. In them, master plans provide a judicious combination of developments at the lower edge of the parks with a basic plan to preserve the back-country wilderness. Thus, now that wilderness zoning under the Wilderness Act is being accomplished, it is altogether appropriate that the Park Service should propose that the 70 miles of back-country along the Sierra Crest be classified as wilderness. In supporting the Park Service's plan to bring significant units of Sequoia-Kings Canyon into the National Wilderness Preservation System, the Sierra Club urges the addition of several areas to round out the park wilderness concept. We specifically stress the importance of adding the small and large enclaves that we believe under the present park plan could unnecessarily encourage developments harmful to this Sierra region's superb wilderness quality.

Under these proposals, the two parks would be regarded basically as seas of wilderness, with islands of development and road strands running through their western edge. Approximately 15,000 acres, a more than adequate portion of the park for anticipated development according to the park master plan, would be left out of wilderness: Ash Mountain headquarters, Giant Forest, Lodgepole, Dorst Camp-ground area, General Grant Grove area, and Cedar Grove. Some room would remain in these areas for future development, though it must be undertaken with great care and in some places, like Giant Forest, should not take place at all.

The reasons that move the club to propose an approximate 13 percent enlargement of the Park Service's proposal are found in the club's basic policy toward national park wilderness, I think it would be useful to quote a few pertinent portions of that statement.

Within national park units subject to the Wilderness Act, we believe that wherever possible wilderness boundaries should come down to the edge of existing roads and developments. The sea of wilderness should be kept inviolate, and the application of the Wilderness Act is the way to make sure this happens.

Such a use of the Wilderness Act is based on the very nature of the Act. Basically, it is a zoning act to preclude certain types of development. While this introductory parts of the Act contain general characterizations about wilderness, the operable portions of the Act are those that rule out specified kinds of development that destroy wilderness. Congress can apply the Act to any unit it chooses to put in the wilderness preservation system, and we think it should apply it to all parts of parks and monuments that are now free of development, or that can be freed of development, where future development is undesirable. Within national parks and monument, we did not think there need

be any agonizing attempt to locate physically prominent and defensible boundaries which announce to the public that they are immune from exploitation. Within national park units, wilderness boundaries need only be known to the Park Service as the areas they must forever keep roadless.

The boundaries need only be legally definable and locable by park planners. Boundaries tied to the edge of roads and developments ideally fulfill both requirements.

The buffer for wilderness is the zone which is managed as wilderness but which, by being at the edge of wilderness and thereby exposed to the sights and sounds of civilization, does not afford the seclusion normally associated with wilderness. Conservationists have long agreed with the Forest Service practice of placing the buffer within the boundaries of wilderness areas. Otherwise one is faced with the logic of endlessly retreating boundaries. If the buffer is outside, and what is within the boundaries must remain unexposed to the sights and sounds of civilization, then the boundaries must retreat every time the legally unprotected buffer is invaded to bring new sights and sounds to the boundary. Following retreat to a new boundary further in from the roadheads, a new invasion can follow to force the whole withdrawal all over again. Only by putting the buffer within the boundary of wilderness and by giving it the same strong legal protection can stability be achieved.

The National Park Service now proposes to put the buffer outside the boundaries of wilderness to be protected under the Wilderness Act. Though the master plan for the park may show no development planned for the buffer, this decision can be changed by administrative fiat. We are grateful that 60 days notice will now be provided of proposals for such changes, but the changes can still be made. When the roads then come up to the wilderness boundaries, the logic of withdrawing the boundaries from the sight and sounds of civilization then fails or forces another boundary retreat. The Wilderness Act was not designed to facilitate a circular process for shrinking wilderness.

In applying this general policy to Sequoia and Kings Canyon National Parks, the club proposes specific additions to the Park Service's proposals, totaling 110,000 acres. We believe these additions will improve a basically good plan and will provide a sure foundation for future protection of the parks' most important features.

Addition 1.—In the Cedar Grove area of Kings Canyon, the club believes the wilderness boundary should generally follow the base of the cliffs. The Park Service has proposed boundaries that follow the top of the cliffs. We regard the cliffs as wilderness buffer that should be protected as wilderness, even though it is exposed to the sights and sounds of development in the canyon bottom. Wilderness protection is good insurance against future proposals for tramways and other contraptions up the cliffs. If there is a future need to run water pipes up some of the side creeks, provisos can be inserted in the implementing legislation specifically allowing such nonconforming uses. The need for such water development, though, should not be used as a general reason for denying wilderness protection to an important adjunct of the wilderness all around. We also suggest that the south bank of the South Fork of the Kings River from Roaring River to the roadhead be placed in wilderness.

Addition 2.—Though the Park Service recognizes that the Sugarloaf Creek area belongs in the Sierra Crest wilderness, it has omitted it from its proposal at this time because of the existence of a life tenure grazing permit. While grazing is clearly a nonconforming use in national park wilderness, where it is established as a vested private right it is compatible with the Wilderness Act. Section 4(c) of the act allows units such as this to be included subject to existing private rights of the permit holder. It will be an unnecessary com-

plication to have to go back to Congress at a later time to have this unit included in the system where in fact it can now be lawfully included.

Every effort, however, should be made at the earliest possible date to acquire the grazing allotment inholding and cattle access way. The full wilderness protection of one of America's supreme national parks should not be hampered by failure to authorize this acquisition.

Addition 3.—The Sierra Club must take fundamental exception, as indicated in the policy statement above, to the establishment of one-eighth mile wide buffer for management zones anywhere outside the park wilderness. As a matter of principle, such buffers should be within the boundary of protected wilderness. There is no reason to believe that any of the buffer zones proposed by the Park Service can be justified on the basis of need.

The proposed buffer between the park boundary and the High Sierra Primitive Area would unnecessarily separate two contiguous wilderness areas by a $\frac{1}{8}$ -mile nonwilderness strip. The primitive area is presently being restudied as the prospective Monarch Wilderness, a reclassification involving nearly a doubling of the area's size from the existing 13,000 acres to 24,000 acres.

The extensive buffer along the south boundary of the park is similarly illogical since the management strip would merely act as an unnecessary nonconforming strip between park wilderness and a future forest wilderness now within the Golden Trout Wilderness Study Area.

No logical reason can be cited for leaving the proposed buffer zone west of Sugarloaf Creek and the management unit there out of the wilderness system. Not even exposed to the sights and sounds of civilization, this strip follows the back side of a slope from these influences outside the park. The buffer strips along the west side of Hockett Meadows, Clough Cave, and Dennison Ridge should also be included in the park.

We see no reason in withdrawing the wilderness boundary by a mile or more around the roadhead near Clough Cave. By drawing the boundary close to the existing roadhead, 1440 more acres can be added to the wilderness. The deletion of Dennison Ridge would eliminate from wilderness fine sequoia trees in an area free of development. If developments intrude to the edge of the park, this area can still qualify as wilderness under the buffer area concept.

All along the east side of the Generals Highway, the wilderness boundary proposed by the Park Service is withdrawn a mile or more from the highway. The wilderness quality of this threshold to the back country should be guaranteed through inclusion in the wilderness system. We recommend that the boundary generally follow the edge of the road, except for exclusions around Lodgepole and Giant Forest. We suggest that the low standard road in past Buckeye Flat be closed or regarded as a temporary administrative road.

Addition 4.—In line with our general policy that wilderness should come down to the edge of existing roads, we recommend that the southern boundary of the Sierra Crest Wilderness come down to the edge of the right-of-way for the present access road into Mineral

King. The boundary should skirt the edge of existing developments at Camp Conifer and Cabin Cove and the ranger station at Atwell Mill. Topographically and logically the Mineral King enclave should be part of Sequoia National Park.

It was left out because of a mining development there, but the game has been managed as if it were part of the park. With the mining operation now defunct, the area should be added to the park, rather than subjected to mass commercialization again, as the Disney interests now propose. This fragile, narrow valley and the alpine bowls above cannot stand the impact of the contemplated heavy visitation. Though some modest improvement in the recreational developments in the valley might be reasonable, the Park Service should not aid and abet the destruction of this valley with a mountain Disneyland. We strongly urge them to discharge their duty to protect the wilderness along both sides of the county road into Mineral King.

The Disney interests have announced (Los Angeles Times, May 4, 1972) scaled down plans for the Mineral King Valley, a proposal that approximates the first stage of their original plan. Later, the article states, Disney officials in consultation with the Forest Service would determine what expansion beyond this first stage would be suitable. The modified master plan reduces visitation from the originally planned 14,000 persons per day to an average 4,000 people with an 8,000 visitor peak. The initial investment of \$35 million has been reduced to \$15 million. Twenty ski lifts have been cut to 10. Accommodations would continue as originally planned to handle 2,000 guests. Significantly, cars would be eliminated from the valley with public transit provided by a cog-assisted railroad.

This trend, temporary though it might be, to reduce the destiny of Mineral King use and the interim decision to block auto traffic lends even greater validity to the need for bringing the wilderness down to the shoulder of transit and road corridors.

The large buffer in unit 2, west of Mineral King and the 1/8-mile wide buffer to the east of the valley should definitely be included in the wilderness. The pressure that can be brought to bear to develop these areas in conjunction with the Disney development can be immediately anticipated and thwarted by this action.

Addition 5.—The exclusion of the small enclaves and the larger ones poses reclassification decisions of major significance. The 22 9-acre snow device enclaves and three visitor-use shelter enclaves of the same size (225 acres total), wherever they already exist, should be treated as prior nonconforming, but continuing, permissible uses under the Wilderness Act.

Addition 6.—The five major areas, treated as enclaves in the Park Service plan, should be dedicated as wilderness.

The Park Service may be eliminating the proposed enclave at Rae Lakes, a decision to be encouraged. As an alternative to the staging area concept, park officials intend to experiment there with "visitor limitation," an approach to recreation-carrying capacity initiated at Shenandoah National Park and Rocky Mountain National Park.

Developing a visitor staging area (482 acres) within the wilderness at Bullfrog Lake is entirely inappropriate. Furthermore, it is

unnecessary to puncture the wilderness with nearly a square mile campground and encourage a spreading density of use from its periphery outward when a staging area campground can properly be located nearby outside the park at Onion Valley or some adjacent roadside area. Below Kearsarge Pass in the Inyo Forest are a series of large roadend and roadside camps that already are in a position to serve this staging area function. The Forest and Park Services should coordinate their objectives of visitor control outside the wilderness and reserve the unique back country intact for its primary functions.

Sandy Meadow (130 acres) staging enclave is designed to serve visitors inside the wilderness from the Whitney Pass lateral. Again such a visitor control area should be developed outside the boundaries of unique wilderness. Visitation compatible with back country carrying capacity and dispersal of use rather than centralized intensive use at enclaves is likely to increase the pleasure of solitude enunciated in the Wilderness Act as essential elements of the outdoor experience.

Scaffold Meadow has been a lightly visited area of wildland quality. The use there is beginning to expand. A developed camping area (200 acres) (cabins, sewage treatment, commissary, store, etc.) however, would promote explosive use detrimental to the fragile meadow ecology. A pass or main-traveled trail does not focus traffic on this area. Utterly no justification can be alleged for promoting concentration of use. Bearpaw Meadow is already heavily overused. A 250-acre camping complex can only intensify the environmental deterioration.

Addition 7.—The area presently excluded for mechanized access to Alta Peak should be placed in the wilderness. The scars of tramway construction and the visibility of the structures will infringe on wilderness character.

Addition 8.—The undeveloped Ash Peak-Yucca Flat are between the Generals Highway and the west side of the park qualifies for inclusion under the Wilderness Act. The fire road running through the center of this area and winding across the southwestern corner of the unit (evidently the Colony Mill Road), can be regarded as a temporary road for administrative use. The Park Service has mentioned plans to abandon this route once fire suppression techniques improve sufficiently. As the accumulated fuel is removed by controlled-burning and wildfire is then allowed to manage excessive undergrowth, the road will, we understand, be phased out.

The geography in the Giant Forest area from the Ash Mountain-Yucca Mountain boundary area, including Redwood Canyon, to the Sierra Crest represents a combination of ecological features found nowhere else in an undeveloped state in the Sierra, to our knowledge. In this 6- to 8-mile-wide wilderness corridor extending for 18 miles from the foothills to the mountain peaks on the east is a unique cross-section of life zones. The area connects with the John Muir Wilderness outside the park, adding to the scope of this extraordinary land pattern.

The unglaciated foothill country covered with chapparral and oak is unlike the wilderness in the rest of the park. This range of life

zones in an undeveloped condition provides major values for wild-life habitat, wilderness recreation, and scientific research deserving the finest park wilderness protection.

The Yucca Mountain and Pine Ridge area is much like the Ash Peaks unit but is generally higher and more heavily forested, with a number of fine sequoia groves at its north end. The fire road up to Pine Ridge from the west should be classified as a temporary road for administrative use only. This wilderness area, and the Redwood Canyon area to the north, would provide significant opportunities for park visitors to enjoy major sequoia forests in a wilderness setting.

Addition 9.—In 1940 the Sierra Club helped promote the acquisition of Redwood Canyon as part of Kings Canyon National Park. Impressed with the wild beauty of this canyon forested entirely with sequoias, they looked forward to the time when it could be protected as wilderness. That time has now arrived. Though a jeep road runs down the canyon to a valid mining claim, the unit can be included within the wilderness system "subject to existing private rights" and the road can be regarded as temporary and closed to public use. While four scarified test plots of 2 to 4 acres each have been installed in the valley by Prof. Richard Hartesveldt, we understand that no more are planned. His future research plans merely involve observations of these plots. The existence of these plots in themselves, as well as some other slight disturbances, are not significant enough to disqualify the area as wilderness. Wilderness classification, in fact, would provide ideal protection for his research plots. We earnestly recommend that this area be included within the wilderness recommendations that the Park Service makes to Congress.

In conclusion, then, the Sierra Club recommends that approximately 830,000 acres within the two parks be protected as wilderness. Wilderness classification for this park area will provide the highest legal protection to guarantee that the scenery, natural and historic objects, and wildlife are left unimpaired for the enjoyment of future generations. Again, too, may we commend the Park Service for the basic strength of its recommendations for wilderness within these two parks.

Thank you.

Senator CHURCH. Thank you, Mr. Eissler.

Mr. Fontaine.

STATEMENT OF JOSEPH FONTAINE, SIERRA CLUB, SOUTHERN CALIFORNIA

MR. FONTAINE. Mr. Chairman, my name is Joe Fontaine. I have submitted a written statement. I would appreciate it very much if it was included in the record.

I would like to thank you for the comment you made earlier about the buffer zones and enclaves, we completely agree with your provision on that. I would like to add a couple of points.

First, we have no objection to the snow gages as mentioned before. The large recreation enclaves, the three in the eastern part of the park, we feel that the development the Park Service mentioned

would be put in there and would be consistent with wilderness. However, in the other enclaves, the one at Scaffold Meadows we feel that the present tent cabins should be phased out in the future and I would suggest that perhaps the bill could be written so that when these tent cabins are removed, that area will be returned to wilderness, and we would object to the new tent cabin type of arrangement.

I would like to back that up with one reason, one of the essential ingredients of wilderness we feel is solitude. There is one area I would like to mention—

Senator CHURCH. Do you know what the Park Service Plan is for continued use of camp facility after the present facilities are worn out?

Mr. FONTAINE. I don't believe there is any plan, they will be replaced by new things. We would like to see the Yucca Mountains, Ash Mountain area added to the proposal slated on No. 4, on the map up here. The area contains the lower elevations foot hills on the west and Grand Sierra Nevada.

To my knowledge there are no areas in the Sierra Nevada where this could be accomplished. There are a couple of problems with this, the highway that goes through the giant forest area, up to the shoulders of that road and the edge of the development in the area today. We feel this will not interfere with the wilderness values. Fires suppression exists there. The Park Service is undertaking a program to accumulate the fuel that has to be there if a fire began.

It is my understanding that they plan to allow natural fires to burn, once they get rid of accumulated fall, so the roads they use for fire prevention, once natural burning is allowed to control the area, will not be used. Cedar Grove, we feel the wilderness boundary should come down to the base of the cliffs. We would like not to see lifts and tram winding up the sides of those cliffs.

We feel it would be completely out of the way. With your permission, Mr. Chairman, I have a statement that was prepared by Senator Tunney, who is not able to be here today, if you would permit me I would like to read that to get it into the record.

Senator CHURCH. Why don't you just submit it.

Mr. FONTAINE. All right. I will excerpt it. He is opposed to the enclave concept to the buffer exclusion that we talked about before. He supports the 830,000-acre wilderness proposal that the conservation organizations are supporting and I guess I should then sum up my statement by saying that Project Land Use feels there should be no enclaves in the wilderness, we do not feel there should be buffer zones around the edge, and we believe that 833 acres in the National Park should be included in the wilderness.

(The prepared statement of Mr. Fontaine follows:)

STATEMENT OF JOSEPH FONTAINE, SIERRA CLUB, SOUTHERN CALIFORNIA

PROJECT LAND USE CONCERNING WILDERNESS PROPOSAL—SEQUOIA-KINGS CANYON
NATIONAL PARKS

Project Land Use is composed of private, concerned citizens in Central California. The organization was formed as a result of concern over current land use practices in our state. Attention has been given to unwise land uses on both private and public land.

Project Land Use is very concerned about the current National Park Service wilderness proposal for Sequoia-Kings Canyon National Parks. It is the intent of this statement to comment upon some of the points in the wilderness proposal and to make some suggestions for change.

The most serious objection Project Land Use has concerning the proposal is to the concept of enclaves or islands within the body of the proposed wilderness area. The nine acre enclaves are for the purpose of snow measuring devices. It is our opinion that these devices could be included inside of a dedicated wilderness without compromising its integrity. This already been done in units of the wilderness system administered by the U.S. Forest Service.

The larger enclaves are proposed to allow facilities for large numbers of people. By concentrating and controlling people the impact on the wilderness would be reduced according to the reasoning of the National Park Service. It is the opinion of Project Land Use that this will have just the opposite effect. Concentrating large numbers of people in small areas can only result in trampling and destruction of natural values. We suggest that the people carrying capacity of the land be determined for each area of the wilderness and that people be dispersed rather than concentrated. In this way the impact upon the wilderness environment would be minimized and visitors to the back country would be allowed freedom of movement with a minimum of restrictions on their activities. These factors are essential ingredients of a wilderness experience.

The larger enclaves have also been suggested as the potential location of tent cabins and other amenities to be operated by private concessionaires. Such an operation already exists at Bearpaw Meadow. Others are contemplated at Hockett Meadows and Scaffold Meadow. Project Land Use is firmly opposed to these types of developments in enclaves surrounded by wilderness. The experience provided by such a development is certainly a valid use of public land, but they should not be located in the heart of some of our most valuable wilderness areas. There are numerous places on U.S. Forest Service lands near the National park where facilities such as these could be located.

A $\frac{1}{8}$ mile buffer zone along the southern edge of Sequoia National Park is also excluded from the wilderness proposal. U.S. Forest Service land adjacent to the Park on its southern boundary has long been studied for its wilderness potential. This area, known as the Golden Trout Wilderness, is included as a candidate area in the recent roadless inventory compiled by the U.S. Forest Service. If the Golden Trout Wilderness is added to the Wilderness System, it would be ludicrous to have a $\frac{1}{8}$ mile strip of non-wilderness land between the U.S. Forest Service and National Park Service wilderness. For this reason Project Land Use believes the wilderness boundary should coincide with the Park boundary at the southern extremity of the Park. This should be true also in the rest of the Park wherever possible. We foresee no circumstance where the $\frac{1}{8}$ mile buffer strip would be an advantage in preserving the natural values the Park was created to protect.

A large area is excluded from wilderness consideration at Cedar Grove. Cedar Grove is a glacial valley much like Yosemite Valley surrounded by nearly vertical sheer cliffs. It is the recommendation of Project Land Use that the wilderness boundary be brought down at least to the base of the cliffs. Tramways or any other mechanical lift devices up the face of these cliffs would detract from the natural setting and would be distinctly out of place at Cedar Grove.

The area west of Sugarloaf Creek has been excluded from the wilderness proposal. Project Land Use believes this area should have been included.

Project Land Use also disagrees with the finding that the Redwood Canyon area does not qualify as wilderness. Scientific studies that are being conducted do not compromise its wilderness status in our opinion. Even though the area would be surrounded by lands not designated as wilderness we firmly believe it deserves the statutory protection provided by wilderness classification.

The Yucca Mountain area west of Giant Forest consists of lower elevation Sierran foothill country covered by a much different type of vegetation than that found in the rest of the Park. Typical examples of the original Sierra front are becoming much more rare due to large scale subdivision and other encroachments upon the western margin of the range. Because few samples of such areas will exist in the future, Project Land Use feels such areas need to be preserved for future generations in their natural state. Because of this need

we propose that the Yucca Mountain area be designated as wilderness. Roads within this area should be abandoned and allowed to revert.

The National Park Service is conducting controlled burning within the Park at the present time. This management technique is supported by Project Land Use. The roads in the Yucca Mountain area, presently needed for fire control, would not be needed if the fire hazard were eliminated or reduced by this management technique.

Wherever possible wilderness boundaries should be adjacent to roads and present developments in the Giant Forest area. The Sequoia gigantea in this area form the most spectacular groves in existence. Absolutely no development should be permitted within these groves. Wilderness classification would assure this goal. Wilderness boundaries in Giant Forest should approach the road from both sides. With the exception of the highway itself, this would provide for a continuous wilderness from the Yucca Mountain area to the main Sierra Crest. Thus a complete section of the Sierra Nevada from the lower foothills to the crest could be preserved intact. There are few other places in the Sierra where this opportunity presents itself.

There have been suggestions for a tramway to the summit of Alta Peak. A corridor that would allow this construction is excluded from the wilderness proposal. Alta Peak lies in the heart of some of the most outstanding scenery in the Park. A tramway with its cables, towers and other facilities would be visible for miles from the surrounding wilderness. Wilderness users would find their experience greatly diminished by having such a facility in view from such a commanding point. Project Land Use believes the entire area east of Giant Forest should be classified as wilderness.

It is the position of Project Land Use that wilderness boundaries should extend to the shoulders of the Mineral King road. If the proposed ski resort at Mineral King is consummated, large numbers of people attracted to Mineral King would have a devastating impact on the surrounding wilderness. Rather than exclude this area from wilderness classification as proposed by the National Park Service, there is an urgent need for wilderness designation. This would provide the strongest possible protection for park land and would prevent the developments of the Mineral King resort from spilling over into the Park, a possibility that no one including park service personnel wants to see happen.

The final comment of Project Land Use concerns the Hockett Meadows area which was excluded from the wilderness proposal because of a private inholding used for grazing. Project Land Use recommends that this inholding be acquired as quickly as possible and that this exclusion be included in the wilderness proposal.

The Project Land Use proposal includes 830,000 acres, an increase of approximately 110,000 acres over the National Park Service proposal. It is the position of Project Land Use that the natural values Sequoia-Kings Canyon National Parks were created to protect are best protected under wilderness classification wherever feasible.

Senator CHURCH. Mr. Janke is next, representing Northern Michigan Wilderness Coalition.

STATEMENT OF PROF. ROBERT A. JANKE, REPRESENTING NORTHERN MICHIGAN WILDERNESS COALITION, ACCOMPANIED BY BARBARA CLARK, THOMAS BAILEY AND MARGARET M. HANSEN

Dr. JANKE. Thank you for the opportunity to present my testimony.

I feel well qualified to give testimony on the question of the wilderness status of Isle Royale National Park. I am an ecology professor at the Michigan Technological University, Houghton, Mich. I have travelled to Isle Royale as a visitor several times. I have served there as a ranger and a naturalist with the National Park Service during 12 different summers. I have directed research projects there during the past several years on the effects of moose

browsing on the forest and on the ecology of fire in the spruce-fir forest type. I have written two field guides: (1) "The Wildflowers of Isle Royale" and (2) "The Birds of Isle Royale." I have talked with hundreds of visitors of the park. I have walked every trail, visited every harbor, every inland lake of significant size, every campsite, and every park service installation. I feel that I can view this wilderness proposal, therefore, from the point of view of a visitor, a park employee, and a researcher.

Most people in the United States would agree that we need wilderness areas in our country. Without protection, the few remaining wilderness areas could conceivably vanish.

No longer could man find escape from his increasingly complex mode of life in areas of high population, heavy industrial usage, and polluted environments. In order to understand how nature works so that we can live in harmony with it we must be able to observe and study it in the undisturbed state. If we are to monitor the changes that we are making in our environment we must have a frame of reference from which to measure these changes. This calls for the preservation of areas exemplifying a wide variety of ecosystem types in their natural state.

Isle Royale has several important characteristics which qualify it for inclusion in the wilderness preservation system established by law in Public Law 88-577 of 1964. Most important of these is the fact that this park is a group of islands separated from the mainland by at least 15 miles of Lake Superior waters and inaccessible by automobile. The adjacent mainland areas in Canada and the Keweenaw Peninsula of Michigan are relatively wild, undeveloped country. The area is roadless and, in the interior, transportation is limited entirely to foot travel. It is remote from large metropolises, areas of heavy industrial usage, and high concentrations of people. It is surrounded by the clear, clean unpolluted waters of Lake Superior. Its highly rugged terrain provides unmatched beauty and a rich diversity of habitat types for plant and animal life. The existence of a relatively dense population of wolves is in itself testimony of the wild character of Isle Royale National Park. The wolf is a vanishing species and is worthy of all the protection we can give it. Finally, it should be pointed out that there are very few areas in eastern United States that are presently protected as wilderness. More are needed east of the Mississippi River.

I feel that the wilderness plan recommended by the National Park Service, though better than none, offers grossly inadequate protection. The most beautiful and unique portions of Isle Royale are the rugged shorelines bordering Lake Superior. On the outer more exposed shores one can obtain a feeling for the tremendous interaction between wind, water, and rock. He can watch it happening now as well as observe the results of such interactions over thousands of years of time. Here can be found pioneer plants colonizing bare rock areas where plant life has never existed before. Among these are many species of arctic plants, some 1 to 200 miles south of their normal range. The more protected shorelines border the beautiful, elongated, deep fiord-like harbors which are characteristic of Isle Royale. Here one can feel a strong sense of peace, serenity, and beauty.

The rocky shorelines are the nesting sites of herring gulls, merganser ducks, and loons. On trees not far away bald eagles and osprey have been known to nest.

The exclusions from wilderness recommended by the National Park Service wilderness plan, though not impressive in total acreage, stretch out for long distances along these shorelines. Yet these shorelines are one of the greatest assets of the park and deserves as much protection as the interior areas. Furthermore, because the park is narrow and elongate, no part in its interior is more than a few miles away from Lake Superior shore. Developments on the shore can be easily seen and heard from the most central ridges of the park. Also many of the wilderness backpacker trails actually follow the shorelines for portions of their route (especially the Rock Harbor Trail).

The plan outlined in Senate bill 2539 reduces considerably the amount of this precious shoreline that is excluded from wilderness protection. It excludes only those areas which are needed by the presently developed areas of the park. The Park Service master plan for developed areas on the park. The Park Service master plan for developed areas of the park can be fully realized within the minimal wilderness exclusion of this plan.

I see no reason for excluding from wilderness areas of the park which now have developments, but in which such developments will be phased out in the near future. These include such establishments as commercial fisheries, life lessee cabins, and the Passage Island Coast Guard Station. Vegetation on Isle Royale very quickly establishes itself on disturbed sites and once these man-made facilities are removed, the areas will quickly revert to wilderness.

I do not agree with the buffer zone concept of the Park Service wilderness plan. Even people staying at the developed lodge areas enjoy the feeling that they can walk just a few steps away from their quarters and be in complete wilderness. Visitors at Rock Harbor Lodge and Wendigo Inn enjoy looking across the harbors and seeing undisturbed natural beauty.

For these reasons, I strongly support Senate bill S. 2539 since it provides a reasonable amount of protection for the shoreline areas of the park, yet enables the National Park Service master plan to be fulfilled.

I also support amendment No. 1164 which would incorporate the Gull Islands into the wilderness plan. Geographically and ecologically, they are a logical addition to this wilderness system. They may also be an advantage to the park from the administrative standpoint.

Thank you very much.

Senator CHURCH. You have heard my discussion with the Government witnesses in connection with this proposal. They are generally favorable—

Dr. JANKE. I am overjoyed with your comment.

STATEMENT OF BARBARA CLARK, CALUMET, MICH.

Mrs. CLARK. I would like to point out a few points on the map. There are a great many campsites around the island that are just

within what I am now happy to hear you say agree with the wilderness character. These are located at Hay Bay.

There is a larger area here, with a ranger station and possible management future need, but strictly of an administrative nature. A small island campground in Washington Harbor. Todd Harbor here, and several more in this area here. Which as far as we are concerned should not be excluded from wilderness because of their wilderness nature. Anyway, they have maybe up to four maximum shelters and pit toilets and the only feature that might be conceived of as non-wilderness, in some cases substantial and in other cases, rather small docks.

We conceive the docks as necessary for the safety of the boaters in case of problems and also as an administrative necessity because it is the only access for cleaning and maintaining these isolated campsites.

I would like to add to what has been said already, that these small island campgrounds should be considered campground of wilderness. Chippawa Harbor has an exclusion and fits into this category of being more or less shelters and shouldn't be excluded.

Senator CHURCH. Thank you.

(The prepared statement of Mrs. Clark follows:)

STATEMENT OF BARBARA CLARK—CALUMET MICHIGAN

This testimony is offered in support of S-2539, a proposal for wilderness designation for most of Isle Royale National Park. It differs from the proposal prepared by the Park Service in the amounts of land excluded from wilderness in certain areas and in the number of exclusions. S-2539 was prepared with intimate acquaintance with the island and full knowledge of the Park Service Master Plan for Isle Royale which delineates the intended future development within the park.

The primary concern in developing this alternative to the Park Service proposal was to protect that very characteristic of the Island for which it was originally set aside as a National Park—its wild and unspoiled aspect. It is my belief that the Park Service proposal would not adequately accomplish this goal.

All planned developments in the park, for visitor accommodation and convenience, for interpretation and for administrative needs have been accommodated in this proposal represented by S-2539. I will now describe each exclusion, pointing out the differences and the reasons for them.

A. ROCK HARBOR AREA

Under the Park Service plan about 6,088 acres are excluded from wilderness which accounts for the entire Blake's Point, all of the outer islands, islands in Tobin Harbor and Rock Harbor and the entire shore line of Rock Harbor. With the exception of the Rock Harbor visitor center and Mott Island Park Headquarters, nearly all of this region is, in the strictest sense, wilderness in character. Blake's Point, from the head of Tobin Harbor to Blake's Point, is truly wild, and except for the Lookout Louise Trail is rarely even penetrated by people. The use of the waters by motor boats does not in any way lessen the wilderness quality of the plant and animal life on the land. However, the wilderness aspect would surely be enhanced by limiting the use of motors in some of the long, narrow inlets and bays of this North-eastern end of the island, which is one of the most beautiful and challenging canoeing areas in the world.

S-2539 provides for an ample 170 acres to be excluded from wilderness for the large permanent facility at Rock Harbor. It proposes there additional smaller exclusions at 3-mile camp (40 acres), Daisy Farm (120 acres) and Moskey Basin (25 acres) which would allow for further development of individual and group camp grounds and ranger stations in these most heavily used

locations. Between these major camp grounds, the wilderness character is complete, traversed only by foot path, and should be kept that way.

Mott Island, the Park Headquarters, would, of course, be excluded, but the rest of the outer islands are wild, and the two with campsites, West Caribou and Tooker's should be allowed to remain within wilderness as wilderness campsites, maintaining only such structures as are needed to protect the environment from visitor damage. (Pit toilets, fire boxes, tables and tent pads).

Edisen's fishery and the old Rock Harbor Light should be excluded from wilderness as an historic and interpretive site (15 acres).

There is no reason whatever to exclude more land from wilderness to allow for any present or planned future non-conforming development. To exclude this entire Rock Harbor area would only invite a scattering of the presently highly localized non-wilderness developments and lead to a greatly aggravated and dispersed ecological disturbance, which at present is confined by the lack of development.

The argument has arisen that people who are not in the prime of life and health should not be prohibited from enjoyment of the park by excessive distances and rugged paths between comfortable facilities. I am fully convinced that the strict localization of development, as now exists, and widest wilderness protection of the areas outside these facilities will best accomplish this goal. At the present, my arthritic mother can visit Rock Harbor and within a five minute walk can see true wilderness, can look over quiet waters to unspoiled islands and headlands. With all the bustle and commercialization of the lodge area behind her, she can see before her essentially no trace of human intervention. This condition will last if the lands immediately surrounding the developed areas are permanently protected by wilderness designation. The threshold designation is not protection, and will only serve, at the present rate of pressure, in making it harder, not easier, for people like my mother to experience the wilderness.

B. CHIPPEWA HARBOR

Proceeding around the island, Chippewa Harbor is given a 173 acre exclusion in the Park Service plan which encompasses three isolated areas, all across narrow waters, facing each other. No conceivable development here on these hillsides could be allowed under the Master Plan for the island. Three campgrounds facing and reverbrating across the presently rarely disturbed water of this beautiful harbor represents the worst possible management use and indicates a fantastic lack of on-the-site knowledge by the Park Service Planner. S-2539 would allow no exclusion at all for Chippewa Harbor, the present four-shelter campsite being essentially wilderness in character. This harbor is a link in a second important canoeing area, which includes Lake Whittlesey, Wood Lake, Siskiwit Lake, Intermediate Lake, and Lake Ritchie. Because of this aptness for canoeing, it would be especially unfortunate to subject this area to extensive small motorboat use, as would be encouraged by development possible under the Park Service proposal.

C. MALONE BAY AND SISKIWIT BAY AREA

Malone Bay is excluded from wilderness in both proposals, the differences being in size (Park Service 1,000 acres, S-2539 80), and extent. Our proposal would limit the exclusion to the Malone Bay side of the narrow strip of land between the Bay and Siskiwit Lake. The reasons are that the campground and ranger station development and access are on Lake Superior, and that Siskiwit Lake is an inland lake where motors are not allowed. It is a wilderness lake in fact, as there are no campgrounds on it, and the opportunity to develop on this shore would unnecessarily risk the loss of this entire large unit of wilderness.

Also in this area are Hay Bay (Point Hay), a small wilderness campsite not excluded in our proposal but given an unspecified exclusion in the Park Service proposal and Camp Siskiwit (S-2539—40 acres, Park Service—2,371 acres). The latter includes a possible ranger station but the 2,371 acre exclusion proposed would amount to a huge area of swamp and shoreline for which no development is planned.

D. WASHINGTON HARBOR AND WINDIGO

This area comprises the major visitor center of the South-West end of Isle Royale. In the Park Service proposal 3,268 acres are excluded from wilderness, again completely encompassing the entire harbor shoreline and islands,

regardless of planned development or wilderness potential. S-2539 would exclude, for major visitor facilities both existing and planned, 320 acres. An additional 30 acre exclusion is allowed for the Washington Harbor fishery and interpretive area. As in the Rock Harbor area, wilderness designation of the wild shoreline around the harbor would ensure the visitor of the type of outlook and experience for which he traveled to the Park.

E. THE NORTH-WEST SHORELINE

Along the North-west shoreline of the park are three areas of dispute. Huginn Cove (36 acres) and Todd Harbor (90 acres) are excluded by the Park Service proposal but are accepted as wilderness campsites and conforming to wilderness standards in S-2536.

McCargoe Cove campground, projected ranger station and Mineng Mine interpretive area differ by 190 acres in the two plans with S-2539 excluding 120 acres and the Park Service proposal excluding an excessive 312 acres. Birch Island, a wilderness campsite in our proposal is excluded by the Park Service.

F. BELLE ISLE AND THE NORTH-EAST AREA

Belle Isle has on it the only remaining campground exclusion (30 acres) in S-2539. The Park Service proposal would exclude the entire 93 acre island as well as an additional 19 acre area at Stockly Bay. This last is only a canoe portage and trail head now and further campsite development could easily be held within wilderness limitations of pit toilet, fire box, etc. Any larger development would entail building a pier which would give added unneeded impetus to motor boat use in this quiet, rarely invaded wild area.

G. THE ISLAND INTERIOR

Three interior campsites, located at Chicken Bone Lake, Hatchet Lake and Lake Desor are excluded from wilderness in the Park Service proposal. These three sites were not excluded in the original Park Service Plan of 1967, nor are they excluded in S-2539. It is presently planned to decentralize the present over-use of these areas by providing more isolated wilderness campsites and removing the badly defaced shelters. This plan is far superior in my mind to increasing the facilities and would lead to less destruction of the very fragile environment of the Greenstone Ridge. This trail is already over-used, and more development, rather than protecting the natural setting, would serve to increase use and endanger the very central core of this wilderness park.

For the remaining excluded areas in the Park Service proposal—lighthouses, life lessees and permittees and other non-conforming uses and structures, I endorse the recommendation in S-2539 that they be considered designated additions to Isle Royale Wilderness, to be added by the Secretary of the Interior as the non-conforming uses and structures are removed.

In conclusion, I also favor the amendment to S-2539 including the Gull Islands in the Isle Royale wilderness.

STATEMENT OF THOMAS BAILEY, REPRESENTING THE SIERRA CLUB

Mr. BAILEY. My name is Thomas Bailey. I would like to thank you for affording me the opportunity to appear today as the representative of the national Sierra Club to offer our thoughts on the Isle Royale wilderness proposal. We feel that this legislation is of prime importance to the Midwest and to the entire Nation because of the uniqueness of the area we are considering.

Our interest stems from the great number of our members who have visited the park on club sponsored trips, or on individual outings. The preservation of this area, then, is of great concern to us.

In dealing with the proposal, let me first point out that it is not necessary for us here to stress the importance of the wilderness concept to the park: for that has already been established, and is emphasized in the Park Service Proposal. What we are considering is

how that wilderness can best be protected and maintained for the benefit of the people. The overriding concern here must be the protection of this very delicate isolated ecosystem. Isolated ecosystem. This is crucial. Factors that in a larger area would have very little impact on the overall biological balance of the region could prove disastrous to an area such as Isle Royale which is by contrast so small. Everything here is on a much smaller scale, meaning that we must give careful consideration to each and every acre to be excluded from wilderness to avoid irreparable damage to the ecological balance and aesthetic qualities of Isle Royale National Park.

It is here, we believe, that the Park Service proposal falls short, and therefore creates the need for a citizens' alternative proposal. Large areas of land are excluded from wilderness under the Park Service proposal, yet no specific developments have been planned for them. These are the wilderness threshold areas, or buffer zones.

The idea that an imaginary line separates wilderness from non-wilderness land is absurd, and has been eliminated from other wilderness proposals. Along the shore of Rock Harbor, for instance, one can hardly tell if he is 3 miles from the lodge facilities or 10. Yet all of the shore of Rock Harbor is exempted as being a buffer zone—within sight and sound of a nonwilderness development.

Additional examples show us further how invalid this sight and sound concept really is: I personally have stood on top of Mount Franklin and Mount Ojibway and have heard the Passage Island fog horn quite clearly. One can always hear the seaplane on its daily runs from Windigo to Rock Harbor, and can usually see it, but does this constitute a reason for excluding the area from wilderness? If we are to follow this reasoning, we would be left with no choice but to exclude the entire Island. Jet planes fly over the park regularly; one evening I counted one every 10 minutes. Iron Ore vessels can be seen from any ridge in the park, also.

We can easily see, gentlemen, that this concept simply cannot be applied to Isle Royale, especially when we consider the importance of each acre of this relatively small and delicate area to the total ecology of the island.

Our next question, of course, must be: What effect will the citizens' alternative proposal have on the master plan for the park?

The answer, we find, is that the citizens' alternative proposal does not hinder the specific plans made by the Park Service in any way, shape, or form. The proposal merely limits the size of the excluded area to the acreage required for the development, and eliminates the buffer zone which we have shown to be harmful. The three exceptions to this—the proposed exclusions at Chickenbone, Hatchet and Lake Desor—require no exemptions for the developments specifically proposed by the Park Service. These facilities are planned to serve backpackers—tentsites, toilets and such—all permissible within a wilderness as defined by the 1964 act. It is absolutely essential that these key trail points are included in the wilderness as they are the only campsites and water stops along the southwest half of the Greenstone Ridge Trail. Their exclusion would not only destroy the wilderness character of the park's primary hiking trail, it would also defeat the master plan, for the Park.

In conclusion, I would like to emphasize that this plan is the citizens' proposal. Our parks are designed to meet the recreational needs of the people, and so the people have expressed their wishes for Isle Royale. Every Great Lakes environmental group, most State and national groups, the United Auto Workers, the Senators from all of the surrounding States, and countless other individuals wholeheartedly support the citizens' alternative proposal as the best way to insure the protection and proper management of Isle Royale National Park for now and for all times.

We earnestly urge that this plan be put into use to insure that all Americans will have that chance to see this fabulous portion of our great country, and that future generations may know that we here cared enough to save this beautiful wilderness for them.

Thank you very much.

Senator CHURCH. Very good. I have no questions.

STATEMENT OF MARGARET M. HANSEN, CONSULTANT, NORTHERN MICHIGAN WILDERNESS COALITION

Mrs. HANSEN. I am Margaret Hansen, and I think my statement would be redundant. I would like to add again this is a unique island wilderness, and I would certainly say that it can and must have the protection of the Wilderness Act and I too want to thank you for a beautiful contribution of the Wilderness Act and for being the founder of it and of course I support the Griffin and Hart bill.

Senator CHURCH. Thank you for your comments. At the risk of repeating myself I think it is a shame that with as many bouquets that are being thrown my way there is only one Idahoan in the room.

(Mrs. Hansen's prepared statement follows:)

STATEMENT OF MARGARET M. HANSEN, CONSULTANT, NORTHERN MICHIGAN WILDERNESS COALITION

The urgency of effective wilderness preservation in our area was underscored by President Nixon in his environmental message to Congress on Feb. 8, 1972: "But a greater effort can still be made to see that wilderness recreation values are preserved to the maximum extent possible, in the regions where most of our people live. I am therefore directing the Secretaries of Agriculture and the Interior to accelerate the identification of areas in the Eastern United States having wilderness potential."

Northern Michigan Wilderness Coalition is in complete agreement with President Nixon. We feel it is past time that already proposed wilderness areas be given a speedy but careful consideration by Congress and that the most effective possible legislation protecting our few remaining wilderness ecosystems be enacted into law. Such is certainly the case with the wilderness ecosystem encompassing most of Isle Royale National Park, Michigan.

Increased user impact and scarcity of wilderness areas is predicted for the Eastern United States. Visitor use figures for Isle Royale certainly bear out this concern. Figures taken from the National Park Service publication, "Public Use of National Parks", reveal a frightening user impact upon the Isle Royale ecosystem. Rounded to hundreds, these figures show a total of 13,500 visits in the January to August months for 1970 and 15,000 for the same period in 1971, and 11 percent increase in visitor numbers. However, the figures for overnight stays during the same period on the Island reveal 40,600 for 1970 and 70,000 for 1971, an increase of 74 percent on a variable perhaps more significant in measuring user impact.

Isle Royale, in addition to being located in an area with insufficient wilderness potential, happens by geological formation to be an island located in the majestic but difficult waters of Lake Superior. This fact alone makes Isle Royale unique as its total ecosystem is one that could be effectively protected by the National Wilderness Preservation System. It is only the desire and actions of the American people, through their elected representatives, will make possible the preservation of this most unique wilderness ecosystem for all future generations.

Having carefully reviewed the Master Plan for Isle Royale National Park, we find that it prudently considers the unique and fragile ecosystem of this wilderness island. The increased user impact upon this ecosystem, and the excessive exclusions of the original and final Park Service wilderness proposal made the presentation of a Citizens Alternative Wilderness Proposal essential. This proposal which is encompassed in S. 2539 was developed by a coalition of conservation groups and individuals concerned with the future of the Isle Royale ecosystem. S.2539 carefully takes into account the Master Plan for Isle Royale and does not conflict with the National Park Service plans for developments on Isle Royale, while at the same time provides a more viable alternative which will offer increased protection under the National Wilderness Preservation System to this fragile island ecosystem.

Superintendent Beatty and the National Park Service staff are to be commended for their concern over the island's ecological health, and their recognition that limitations must be placed upon visitor numbers. We feel certain they will carefully consider the various user impacts and make every attempt to reduce destructive use whenever possible. We wish to urge the National Park Service to develop a more valid measure of user impact than visitor numbers. It is necessary that the National Park Service be encouraged to rapidly expand its efforts in the use of behavioral science to measure the interaction of human use with the natural ecosystem. Also it should be possible to develop methods of user information and education which serve to reduce user impact and offer direct substitutes over user control.

S.2539, the Citizens Alternative Proposal has been developed by local residents after careful consultation with local Park Service officials, constant review of the Park's Master Plan, and considerable knowledge of on the ground conditions at Island Royale. S. 2539 allows for exclusion of those areas now developed, or areas that are offered for future development in the Park's Master Plan, so that sufficient acreage is allotted to provide for existing and future developments, and for necessary resiting. These exclusions are provided on an acreage basis to allow local Park Service personnel to map the actual on-ground areas excluded.

We wish to review by area, the Park Service wilderness proposal, the Citizens Alternative Proposal, and compare each with the Parks Master Plan.

I. ROCK HARBOR AREA

The final National Park Service Wilderness Proposal recommends excluding approximately 5,388 acres from the wilderness. Included in this exclusion is the entire shoreline area around Moskey Basin, along Rock Harbor, Tobin Harbor, and on to Duncan Bay—including the peninsulas between Rock Harbor, Tobin Harbor, and Duncan Bay. The rationale for this large exclusion consists not only of excluding the major developed areas, but also that Rock Harbor, Tobin Harbor, and Duncan Bay are used extensively by motor boats, and that seaplanes land in Tobin Harbor. This exclusion allows for future development and provides for wilderness threshold. The extensive motorboat use of these waters, and the possible ecological impact on the island, shoreline, flora and fauna, would dictate the necessity for careful planning and an attempt to reduce to the smallest degree possible the impact of motorboat use. Problems with motorboat use consist of water and shoreline pollution, wave action on the fragile shoreline ecosystem, impact from landings and attempted landings upon the flora and fauna. Here the use of motor boats can have a negative impact upon wilderness species such as timber wolf. We urge that careful consideration be given to controlling water and shoreline pollution. It would certainly be easier to control shoreline pollution and boat landings in all of this area if it were under wilderness designation. Under emergency conditions a motorboat might land anywhere on the wilderness shoreline; such use is not inconsistent with the Wilderness Act. By controlling the location of

docking facilities, particularly extensive boat docking facilities, it would be possible to most effectively deal with the use of motor boats within the Isle Royale National Park area. Motorboats can be a legitimate access means to the wilderness by encouraging only limited landing at shoreline wilderness campsites. Thus, access to the wilderness is continued—while providing maximum wilderness protection. S.2539, the Citizens Alternative Proposal for Isle Royale wilderness designation, succeeds in dealing with this problem by excluding from the wilderness major development areas, such as Rock Harbor, Daisy Farm, the Three Mile Campground, along with the Intermediate campground at Moskey Basin. Also excluded from the wilderness area, under S.2539, is Mott Island, Edisen Fishery, and Old Rock Harbor Lighthouse.

By the careful selection and exclusion of these areas in accordance with the acreage necessary under the Master Plan, the Citizens Alternative Proposal has offered the most effective means of achieving the goals in the Park's Master Plan and at the same time permitting maximum protection for the fragile wilderness shoreline ecosystem of the Rock Harbor area. It is this wilderness shoreline ecosystem which is a major attraction of Isle Royale to the majority of visitors to Rock Harbor aboard the Park Service ship, Ranger III. While many of these visitors may never venture deeply into the Isle Royale wilderness, they gain considerable use—by viewing from the deck of the Ranger III the wilderness shoreline, its flora, and some of its fauna; perhaps even a moose. If the extensive exclusion alone this shoreline requested in the final National Park Service proposal were permitted, this opportunity would diminish over the years. I have heard many speak of the wild beauty viewed from the Ranger III into Moskey Basin and along the Rock Harbor shoreline.

The National Park Service's excessive exclusion in the Rock Harbor area provides for considerable "wilderness threshold" lands to be kept out of the protection offered by the National Wilderness Preservation System. Since this proposal was originally drawn in 1966, congressional precedents, through wilderness areas approved for inclusion in the National Wilderness Preservation System, has not excluded from wilderness protection these excessive "wilderness threshold" areas. While even the National Park Service in its more recent wilderness proposals, no longer excludes excessive "wilderness threshold" or "bugger zone" lands, the National Park Service did not correct this situation in its final wilderness proposal for Isle Royale. S.2539 has allowed for this correction on the grounds of wilderness ecology and congressional precedent. The Northern Michigan Wilderness Coalition urges Congress to continue its precedent by placing "wilderness threshold" areas within the wilderness proper. The Isle Royale wilderness proposal by the National Park Service excludes "wilderness threshold" areas to, "afford the newcomer an opportunity to explore the mood and the temper of the wild country before venturing into the wilderness beyond. Here, in the wilderness threshold, is an unequalled opportunity for interpretation of the meaning of wilderness." Rather, one gains experience and understanding of the wilderness by short excursions into a wilderness area. Likewise it is only in a wilderness area that interpretation of the meaning of wilderness can occur. The National Park Service might find that by the use of behavioral science, effective wilderness meaning and interpretation can be achieved, but only in, or as a result of, an encounter with real wilderness.

Within this area are wilderness campsites, which by their nature, make mandatory their inclusion within the Isle Royale wilderness area. These campsites are allowable; in fact, necessary under the Wilderness Act, as they provide for needed protection of the wilderness ecosystem. Such features as fire rings, or fire protective devices, pit toilets, tent pads, and limited shelters, serve to protect from still more destructive impact, the wilderness ecosystem. Northern Michigan Wilderness Coalition, and many of its members, have seen far too often destructive impact from a hastily or carelessly built campfire, the pollution of wilderness areas by human waste and other user garbage, the excess impact upon the wilderness by a larger group seeking shelter. This type of user impact could easily lead to destruction of the main wilderness shoreline, and that of many inland campsites, and could be avoided by following the Park's Master Plan through carefully planned use of wilderness campsites as protective devices to lessen user impact.

II. MALONE BAY AREA

This area is among the most attractive, pristine, island-studded bays and inlets on Isle Royale. The National Park Service wilderness proposal provides for an excessively large exclusion of 1,380 acres. In spite of strong conservationists' testimony, urging increased protection of Malone Bay under the National Wilderness Preservation System during the 1967 public hearings in Houghton, Michigan, the final National Park Service wilderness proposal actually increased the excluded area.

S.2539, the Citizens Alternative Proposal for Isle Royale wilderness, has carefully considered the present facilities and future development consistent with the Park's Master Plan. In allowing for these needs, and any future resiting of facilities, along with careful on the ground evaluation, an allotment of 80 acres is excluded from the wilderness at Malone Bay. This would provide the most effective means by which the present pristine beauty of this bay could be maintained, and would provide protection for the wilderness flora and fauna. In order to protect the sports fisheries of Siskiwit Lake and shoreline these areas must be given the protection of the National Wilderness Preservation System. Siskiwit Lake is a wilderness lake, and motors are banned under the Park's Master Plan. We highly applaud the Master Plan in this farsighted approach and urge that the protection given to Siskiwit Lake be maintained by not excluding any of the Siskiwit Lake shoreline. The use of wilderness campsites only, and the wilderness status of Siskiwit Lake, will help to protect this important sports fisheries.

III. SISKIWIT BAY

The original National Park Service wilderness proposal (1966) provided for 2,371 acres of exclusion in Siskiwit Bay area. In response to overwhelming public testimony, 1,245 acres of the Siskiwit Bay shoreline—between Camp Siskiwit and Hay Bay, and consideration by the National Park Service Regarding the difficulty in construction of docking facilities in this area, was placed back in the wilderness area in the final National Park Service wilderness proposal (1970). This, however, still leaves an excessively large exclusion of 1,126 acres in the Siskiwit Bay area.

Under S.2539 an area at Siskiwit Camp, which provides for present and planned facilities under the Master Plan, along with enough area to allow for any necessary resiting, 40 acres is excluded from the wilderness. Siskiwit Bay is one of the more primitive areas along the Isle Royale shoreline which would allow motorboats to land. The delicate shoreline ecosystem, along with wilderness fauna, consisting of a heavy concentration of moose and wolves, provides a major attraction to park visitors. In order to maintain the attractiveness of this area and the sports fisheries of Siskiwit Bay, as much as possible of the shoreline must be protected under the National Wilderness Preservation System. By concentrating boat use at the large dock at Camp Siskiwit, it is possible to maintain the majority of this area in its wilderness attractiveness and reduce excessive user impact. We are particularly distressed by the final Park Service wilderness proposal which continues to exclude the entire shoreline surrounding Hay Bay from the protection of the National Wilderness Preservation System. This bay is perhaps the most beautiful and fragile of the small bays on Isle Royale. It has a heavy concentration of moose and other wild life. This bay is an exceedingly satisfying reward to the hiker who makes his way cross-country from the Island Mine Trail at the head of Siskiwit Bay along the Lake Superior shoreline, and at times necessarily following moose trails—when the Superior shoreline is made impassible by cedar growing into the waters. It is indeed a thrilling experience to come upon a large bull moose and watch him gracefully run off into the woods, the antlers just barely missing the trunks of small trees. Hiking these moose trails one experiences, first hand, the relationship of the moose-wolf ecosystem by discovering the bones of a last winter wolf kill.

Hay Bay is indeed a wilderness, with frequent calls of the loon, awakening to the sound of a cow moose feeding on aquatic plants—just a few feet from your wilderness campsite! It is still common to see bull moose enter the water from the dense shrubs along the shore and swim across the Bay. It is a majestic sight to watch these huge, beautiful animals swim across Hay Bay, with antlers held high above the water. To sit around a campfire, under the brilliance

of the moon, watching shadows of ducks and nightbirds, hear the calling of loons and hoping for the rare treat of a wolf howl, is an experience that must never be lost. These are some of the experiences that this area provides and can continue to do so if given the protection of the National Wilderness Preservation System. S.2539 will allow future generations similar experiences. The wilderness campsite nature of Hay Bay, as an example of shoreline campsites, must be continued, and can be, under the Citizens Alternative Proposal for wilderness on Isle Royale.

IV. WASHINGTON HARBOR

The National Park Service wilderness proposal excludes a total of 3,331 acres in the Washington Harbor area. This includes the Windigo developed area, campgrounds and Park Service facilities, along with "wilderness threshold", and space for future developments. S.2539 has carefully considered the present developed area, major campgrounds, and room for resiting, along with developments consistent with the Park's Master Plan, and provides an exclusion of 320 acres from the National Wilderness Preservation System. The so called "wilderness threshold" has been removed from exclusion for the same reasons as given under our consideration of "wilderness threshold" at Rock Harbor. Likewise the use of Washington Harbor area for motorboats and seaplanes does not require an exclusion of the shoreline, but rather dictates, as it does at Rock Harbor, that careful consideration be given to the most effective means of protecting this valuable scenic shoreline so that the many park visitors coming over from Minnesota aboard the Wenonah (and other craft) can view a wilderness shoreline ecosystem. This is a major attraction of the Washington Harbor area and as such dictates the inclusion of this shoreline under the protection of the Wilderness Act. The Washington Harbor Interpretive Area is provided a 30 acre exclusion under S.2539 in order to allow for the development of this area as indicated in the Isle Royale Master Plan.

V. MCCARGO COVE

The National Park Service wilderness proposal provided an exclusion of 343 acres at this spot. Careful review by conservationists indicates that the Park Master Plans call for a major campground, group camps, a ranger station site and an interpretive facility. S.2539 has carefully considered the land area and provides 120 acres for exclusion from the wilderness at this location. This acreage is sufficient to provide for these facilities and any necessary resiting.

VI. BELLE ISLE

The National Park Service wilderness proposal has provided for exclusion of the entire island from wilderness protection. S.2539 has carefully reviewed the Park Master Plan and finds that an exclusion of 30 acres will provide for this Intermediate campground, along with any plans for a Ranger Station and Interpretive facility.

The National Park Service wilderness proposal provides for exclusions of 1,636 acres at various lakeside camps around Isle Royale, this area providing for existing and future needs as well as "wilderness threshold". Careful review of these areas, the Park Master Plan, and on-ground evaluation while drafting S.2539, the Citizens Alternative Proposal for wilderness designation on Isle Royale, revealed that only at Siskitwit Camp and McCargo Cove was there any necessity of providing for wilderness exclusions. We have already described the Citizens Alternative Proposal for wilderness description at both of these locations. The remainder of these lakeside wilderness campsites, and Master Plan proposals are of such a nature as to make mandatory the placement of these areas within the wilderness area so as to provide protection for the fragile shoreline ecosystem at its most vulnerable location. Most of these wilderness campsites are boat access points to the wilderness area, and in addition to the necessary protection under the National Wilderness Preservation System, the very attractiveness of these areas and their wilderness potential, will best be maintained by their inclusion within the wilderness areas of the Isle Royale National Park.

Perhaps the most destructive feature to the total wilderness ecosystem of Isle Royale was added in the final National Park Service proposal, when exclusions for non-wilderness enclaves to be developed in the very heart of the

Isle Royale wilderness area, were proposed. These exclusions would provide for 30-35 acre non-wilderness enclaves at the three lakes along the Greenstone Ridge Trail, Lakes Desor, Hatchet, and Chickenbone. The Citizens Alternative Proposal for Isle Royale corrects this glaring mistake under S.2539. The potential destruction to the wilderness ecosystem of Isle Royale, by punching three large holes into the very center of the wilderness area, must not be overlooked. We are certain that today it would be impossible to calculate the destructive impact such exclusions would make upon the total wilderness ecosystem. There is no justification to permit these interior non-wilderness exclusions as the threat of user impact dictates that all three of these areas urgently need the protection of the National Wilderness Preservation System. The very need for features which protect the wilderness ecosystem make these areas very eligible for protection under the Wilderness Act, and, at the same time, will continue to provide for the natural beauty and appeal of these areas.

Approximately 50 acres of tracts on the perimeter of the wilderness are classified as temporary, non-conforming uses (mostly life leases) and these areas would automatically be added to the wilderness as designated additions when the non-conforming uses are terminated, under S.2539. By this use of designated additions to the Isle Royale wilderness area, Congress would be spared the necessity of reconsidering each of these small, potential wilderness areas when they become eligible for inclusion within the Isle Royale wilderness. We therefore urge strong support for the concept of designated additions to the Isle Royale Wilderness.

We urge your acceptance of Amendment #1164 to S.2539, introduced by Senator Hart, which adds the Gull Islands to Isle Royale National Park and declare them a part of the Isle Royale Wilderness Area.

We wish in closing to call the attention of this subcommittee to the process by which a wilderness area is designated. As President Nixon declared in his transmittal message for Isle Royale and several other wilderness proposals, "One of the finest new public land planning procedures introduced by the Wilderness Act is the opportunity for the public to express its views on the preliminary wilderness proposals prior to these proposals being firmly established for recommendations to the Congress." We are in agreement on the importance of public participation in wilderness legislation. Unfortunately in the case of Isle Royale, the National Park Service failed to materially consider the overwhelming outcry of public opinion at the hearings in Houghton, Michigan during 1967. By a majority of over 500 pieces of testimony out of slightly under 900, the public request was to enlarge and improve the wilderness area on Isle Royale. It should be considered here that 278 of the remaining 400 responses were favoring wilderness with no indication of preference. The minor acreage improvement of the final National Park Service proposal was easily offset by the damaging added exclusions within the heart of the wilderness. Such poor response to the carefully considered and knowledgeable requests for improvement of the wilderness proposal by conservationists at this public hearing by the National Park Service, necessitated that citizen conservationists now take their case to Congress. Hence, developed the Citizens Alternative Proposal for wilderness designation on Isle Royale, (S.2539). Senators Hart and Griffin of Michigan jointly introduced this proposal. All of the senators from the Lake States of Minnesota, Wisconsin, Illinois, Indiana, and Ohio have proudly joined in cosponsorship as they acknowledge the importance of maintaining this wilderness ecosystem. Many organizations and individuals have joined in support and their letters and telegrams have been forwarded to this Senate Subcommittee, or are attached herewith.

The Northern Michigan Wilderness Coalition urges speedy and favorable support of this Senate Subcommittee for S.2539; also, favorable recommendation to the full Senate Committee on Interior and Insular Affairs, and speedy passage by the United States Senate so as to provide effective wilderness protection for the Isle Royale ecosystem. It is our sincere belief that S.2539 is based upon now well established congressional precedents in defining wilderness suitability, and upon our careful study of the Wilderness Act. It is our belief that S.2539 reflects the vast majority of public opinion for those present at the field hearings, and of many additional citizen-conservationists as well.

Thank you, Mr. Chairman, for the opportunity to present this statement.

Senator CHURCH. Our next panelists come from outside of the Washington area. I will be happy to hear them at this time. Mrs.

Gladys Harris, Mrs. Elizabeth Hartwell, Mr. Robert Schaefer of the Sierra Club, Mr. Stanley Thompson of the Wilderness Society, and Prof. Carl Holcomb.

STATEMENT OF GLADYS HARRIS, IZAAK WALTON LEAGUE OF AMERICA

Mrs. HARRIS. Mr. Chairman, my name is Gladys Harris, I represent the Virginia division of Izaak Walton League. I want to personally thank you, Mr. Church, for your splendid remarks this morning and the position you take is really encouraging.

I am here today in two roles. First, as the representative of the Virginia Division, Izaak Walton League of America, whose 6,300 Virginia members support maximum protection for what little wild land remains in our State. I am also here today as a native Virginian, who lived nearly all her life in the shadow of the Blue Ridge, and who loves those mountains dearly.

Others will discuss the technical points of Senator Spong's legislation. Today, I would like, for a few minutes, to discuss the proposal from a personal, rather than technical, point of view.

For more than 21 years I lived in Luray, in the valley between the Massanutten Mountain to the west and the Blue Ridge to the east. Until recently, I lived in Front Royal, at the northern tip of Shenandoah National Park.

I can remember, as a child in Luray, looking up at the mountains and seeing the lights at Skyland and Big Meadows. I can also recall the feeling of awe as I watched huge forest fires blaze in the night on the mountain. All of us in the valley felt a deep sense of loss when we saw the blackened, scarred mountains the next day.

During those years my father had a summer home in the Blue Ridge, on land later taken for the national park. I spent virtually every summer of my school years in the mountains.

Later, in 1934, I returned to the Blue Ridge. I had just graduated from college. My first job was with the National Park Service. Homes had to be found for the mountaineers who were to be displaced by the national park, and it was our responsibility to find housing in the valley where the mountain families could be resettled. That was my work until 1940.

The creation of the national park offered protection for those magnificent mountains. Under the stewardship of the National Park Service, the marks—and scars—left by the men who lived off the land are slowly being erased. The park is returning to its natural wild state. At the same time, it has become a mecca for hundreds of thousands of easterners starved for open space. It offers them a fine place for quiet, solitude, peace, and a chance to become acquainted with nature.

Unfortunately, its attractiveness as a pleasuring ground also presents a very clear threat to the natural values that the national park seeks to protect. This is a situation that is not unique to the Shenandoah; virtually every other wilderness park is faced with the same dilemma. Yosemite and Yellowstone come quickly to mind.

Growing numbers of visitors impose tremendous pressure for cabins to house those who want their wilderness civilized.

The end result—if steps are not taken to prevent it—will be a national park dominated by man-made development.

The intent of the Wilderness Act, and the wilderness proposals now before you, is to prevent just this. There will be, if Congress acts favorably, sections of the park that will be closed forever to further development that is incompatible with its natural values.

It is my sincere hope that this committee will offer wilderness protection to as large an area of the park as is possible. It is my view that the 112,000 acres provided for in Senator Spong's bill is the absolute minimum amount of Shenandoah National Park land that should be set aside as wilderness. I would like to see even more wilderness, although I realize that this is probably impossible.

The National Park Service proposal for a 73,280-acre wilderness, about one-third of the total park area, is totally inadequate. Admittedly, the geographical contours of the park, and the existence of Skyline Drive and the cross-park roads, make it difficult to draw large contiguous wilderness areas in the Shenandoah. However, the National Park Service, in its plan, has drawn large development doughnuts around small wilderness holes. I find that proposal—if you will excuse the pun very difficult to swallow.

Senator Spong's legislation—prepared in cooperation with citizen groups who know the trails and ridges of the Shenandoah intimately, corrects this situation as much as possible. It will incorporate more than one-half of the park's total area in the Wilderness System. I hope that Senator Spong's bill for a 112,000-acre Shenandoah Park Wilderness will be incorporated in the omnibus wilderness bill now before this subcommittee, and that it will be acted upon favorably by the full committee and by the Senate and House of Representatives.

Gentlemen, I note that most of you come from Western States blessed with high and rugged mountains. The gentle, graceful Blue Ridge seems very small when compared to the bold peaks of Idaho, the Chairman's home State, or the Cascades of Washington and Oregon, or the Rocky Mountains of Colorado—all of which are familiar to various members of the subcommittee.

But to those of us who call Virginia our home, they stand as tall and majestic as any of the western mountains. They dominate the geography of our State, and they exert a profound influence on the lives of any who will take the time to get to know them, as they have on my own. But they are vulnerable to the impact of man. They deserve, they require, our care and protection. This is why I support Senator Spong's Shenandoah National Park Wilderness bill, S. 3541.

Thank you.

Senator CHURCH. Thank you.

STATEMENT OF ROBERT SCHAEFFER, SIERRA CLUB, POTOMAC CHAPTER

Mr. SCHAEFFER. In the year since the President communicated to Congress the recommendations of the national park, the Sierra Club

and other organizations have made a detailed study of the park and of the wilderness recommendations of the Park Service. This study consisted primarily of field trips to various areas of the park at different seasons of the year. Detailed reports on these areas were gathered and evaluated. On the basis of these reports, we favor the establishment of 112,687 acres of wilderness areas in Shenandoah National Park. A map is attached, showing the location of these areas.

Before discussing details, I would like to say a few words about the general need for wilderness areas in Shenandoah National Park. Several million people live within a few hours' travel time of this park, and the park is the largest public land area readily available to most of these people. Visitor use is heavy, and the areas surrounding the park are under increasing pressure for summer home development. If portions of the park are not protected by wilderness designation, future generations may have no chance to experience the forests of the Blue Ridge in their original state. The true wilderness experience requires large, contiguous areas of undisturbed land, and we therefore feel that extensive wilderness areas must be established immediately to guarantee against encroachment on the remoter areas of Shenandoah National Park.

Our study of the Park Service proposal revealed that it included some of the best wild areas in the park, and we felt that these would make good wilderness areas. However, as a result of our field surveys, we concluded that the wilderness qualities in Shenandoah National Park would be much better protected by the addition of several areas not included in the Park Service proposal. In fact, we found that the Park Service excluded from its wilderness recommendation any area which would require a change in management practices if included in wilderness. The result is that the wilderness areas proposed by the Park Service are confined and bisected by minor intrusions.

We feel that, if the Park Service were willing to make some small changes in its practices, a much better wilderness could be created in the park. The areas which we would like to see include in wilderness, in addition to those proposed by the Park Service, include several large areas, and numerous corridors, enclaves, and buffer zones which, if excluded, would needlessly fragment the wilderness areas. A map, comparing our proposal to that of the Park Service, is included.

Among the large areas which should be included as wilderness are the following:

I. Mount Marshall—The Peak area (8,686 acres). This area near the northern end of the park includes some of the largest trees in the park, and the forest here may before too long approach a condition very close to that of the virgin forest which once grew here. The density of the forest in this region, and the steepness of the terrain, combine to give a very real sense of remoteness to visitors in this part of the park. External influences from developments outside the park were found to be insignificant. The Big Devil's Stairs is an especially dramatic, deep rocky stream bed in this area which should be guaranteed to have protection in its natural state.

II. Brush Mountain area (745 acres). In the northwestern corner of the park, this area should not be excluded from wilderness merely because it protrudes somewhat from the main body of the park. It is contiguous to a large wilderness area recommended by the Park Service, and should be included in that area.

III. Old Rag—Gibson Hollow area (3,288 acres). Old Rag Mountain is extremely popular with hikers, and the southern half of the mountain (a rarely visited area) should be added to the wilderness area proposed by the Park Service. Our surveys revealed that Gibson Hollow, on the southeast slope of the mountain, contains many huge tulip poplars. This entire area has been excluded from the Park Service proposal, apparently because they desire to use a fire road for motorized access to a trailside shelter. We feel that this shelter should be (and can be) managed in such a way that motorized access is unnecessary. The fire road could then be closed to motor travel, and the Old Rag-Gibson Hollow area would then logically be included in the wilderness area proposed by the Park Service.

IV. Smith Mountain—Naked Creek area (11,726 acres). This area is near the center of the park, on the western side. It includes some very steep terrain extending well to the west of Skyline Drive. Because of this remoteness from Skyline Drive, this area is rarely visited, and has good wilderness qualities. The establishment of a wilderness area in this region would guarantee that this westward-reaching arm of the park is never severed by roads designed to serve the private needs of real estate developments in the region.

V. Laurel Prong area (6,763 acres). This area lies to the east of Skyline Drive, opposite to the Smith Mountain—Naked Creek area. Its primary attraction is the Laurel Prong, an extremely attractive stream valley. The wilderness area which we propose here would not affect the operation of Hoover Camp, but would guarantee that the Laurel Prong remains undisturbed.

In addition to these large areas, there are several smaller areas which have been excluded from the Park Service proposal on the basis of arguments which we find unconvincing. They may be described as follows:

I. Buffer zones or management zones. The Park Service proposal excludes from wilderness any areas within $\frac{1}{8}$ mile of the park boundary or of any road. We feel that, especially in a narrow park like Shenandoah, exclusion of these zones would encroach too much on the wilderness areas. Extension of the wilderness areas to the park boundary will simplify the definition of the wilderness boundary, and will guarantee that regions deeper within the wilderness areas will be truly remote from any external influence. The $\frac{1}{8}$ -mile management zones could only be used for intrusions into the wilderness areas.

Where the wilderness boundary parallels a paved road such as Skyline Drive, U.S., 211, or U.S. 33, it should be located 100 feet off the edge of the pavement. Where overlooks, vista clearings, or park developments extend beyond this zone, the wilderness boundary should be offset around them. This will allow the magnificent views from Skyline Drive to be preserved, and will allow visitors to enter wilderness areas only a short distance from this road.

II. Powerline (serving Matthews Arm campground). This is a small and inconspicuous powerline which, if excluded from wilderness, would separate the Mount Marshall—the Peak area from the Thorton River area. The powerline can be included in the wilderness area and declared a temporary nonconforming use. When an alternative source of power becomes available for the campground, this powerline should be removed. Until then, the right of way should be managed as wilderness.

III. Corbin Cabin. It is not necessary to establish a nonwilderness enclave surrounding the Corbin Cabin. This cabin, which is maintained by the Potomac Appalachian Trail Club, is a genuine wilderness cabin, and blends inconspicuously with the surrounding forest. A primitive and historic cabin of this nature does not detract from the wilderness character of the immediate area.

IV. Corridors in southern section of park. The southern section of the park, west of Skyline Drive, contains the largest area of potential wilderness in the park. The area naturally constitutes one large, unified wilderness. The Park Service plan would, unfortunately, break this up into four separate areas by inserting three nonwilderness corridors. Two of these corridors would be for roads (Madison Run and Paine Run roads) and the third is for a powerline (Trayfoot Mountain).

The Madison Run road is not needed for public motorized use or for routine park management. For example, any trucks bringing paving material up the Madison Run Road to Skyline Drive would still have to pass along Skyline Drive to get to their destination. Although closing this road might make somewhat longer trips necessary for some management activities, we do not feel that a wilderness area should be bisected merely for the sake of the convenience of the park management.

Similarly, the Paine Run Road is not needed for public motorized use or for park management. If this road is used by cattlemen to truck cattle across the Park, such use should be strictly limited to these individuals, with special permission on a case-by-case basis for each such crossing. In the long term, this special motorized use should be phased out and the road closed.

The powerline serving the radio repeater station on Trayfoot Mountain lies in an inconspicuous right of way. This power should then automatically receive full wilderness status, without the need for further congressional action. In the meantime, a corridor, no wider than the powerline right of way itself, could be technically excluded from the designated wilderness, but this corridor could be managed as wilderness in all respects. The access road to the summit of Trayfoot Mountain should be closed to motorized traffic and allowed to revert to a trail. This area should immediately become part of the wilderness.

Thank you very much.

Senator CHURCH. Thank you very much.

STATEMENT OF ANSON COURTER, DISTRICT OF COLUMBIA WILDERNESS ACTION COMMITTEE

Mr. COURTER. Mr. Chairman, my name is Anson Courter. I am chairman of the Conservation Committee of the Potomac Appa-

lachian Trail Club, and a member of a wilderness study group of conservation organizations. The PATC assists in maintenance of the Appalachian Trail in the Shenandoah National Park as requested by the superintendent and maintains side trails and locked cabins as a concession within the Park under the general direction of the park staff. We filed statements approving proposed Shenandoah wildernesses at the field hearings in June 1967.

First, I would like to express the club's appreciation of the work of the National Park Service in describing and delineating possible areas for wilderness protection, and also the long years of work by the Shenandoah staff which has enabled the natural growth of the Park to approach a climax forest State. Any differences of opinion which we may have are due to somewhat variant concepts of the Wilderness Act terms and do not reflect any unpleasant relationships.

The Wilderness Act can protect natural areas that, by forest growth time, are rapidly concealing the works of man, particularly the machine serving works of man. The educated eye will be able to see such works for centuries; an 18th century archeologist with contemporary knowledge could have located many evidences of the Hopewell culture in the Northwest Territory, indeed the elders of my home counties in Illinois, Lawrence and Wabash, believed that George Rogers Clark camped on an Indian mound before crossing the Wabash to lay siege to Vincennes. The country in 1778, by all accounts, was a wilderness.

Putting a parks area in wilderness classification requires no expenditures of money for land purchase or construction and prohibits no uses now permitted in undeveloped natural areas of the Park. Whether additional expense will be caused by protection of the wilderness depends to a large extent on the affection and habits of the users. State highway signs warning of fines of \$50 and up for littering the roadside are known to all who drive cars. Foulting a Park is worse; while motor roads make such practices easier, absence of such roads in wilderness areas necessitates more man-hours for a cleanup. I have never seen a city, State, or Federal forest or park employee who would not do more creative work than picking up trash and garbage if given the chance.

The answer to such abuse, I hold, lies not in taking the area out of the wilderness, but in taking the offender out of the wilderness. The young need to be educated, gently and by example. The adult should be required to bear the expense of his dirty and careless habits. I have for some 20 years hiked with as many as 50 members of various hiking clubs who did "take nothing but pictures; leave nothing but footprints" and who cheerfully packed out empty what they packed in full.

Firebuilding must be according to directions as to time and place. Use of a area by thousands undoubtedly lessens freedom: spruce bough beds can be made by that many people only by snaggle tooting the wilderness and red and blue spruce are not native to this region. A fragile area can be enjoyed by sight, smell, and sound along the trail without trampling it down, and birds sing best for those who talk least.

The proposed management zones of 220 yards bordering each wilderness are in some cases too broad. Such width may be necessary where there is an easement for a road right-of-way, where fringe parking and easy traverse may open the zone to sit, spill, and toss use, or along Skyline Drive where vista cutting is required to open a view. A lateral furlong zone along a fell side, or on a boundary with private property where the slope is away from the Park, or on the sides of interior service roads that may be passing out of use seems excessive.

An enclave of 40 acres around Corbin cabin is apparently based on a measurement of 1 furlong from the center of the cabin. This cabin was constructed of squared logs about 1911, and now has a metal roof. The PATC maintains it is a concession; it is used as a central point for side trail work and for weekending and weekday use by PATC members and the general public wanting to hike, fish or rest in a wild area. Dimensions of one sixteenth of a mile from the cabin center would enclose 10 acres; the natural growth approaches more closely than this. No building has an infinite life; I do not know whether eventual replacement is planned, or whether the site will be allowed to revert to the wild. I do not think that we would request use of trees from 40 acres, or use of mechanical equipment in rebuilding.

Others will describe the character of roadless areas south of Whiteoak Canyon. Aside from boundary zones there seems to be general agreement on the proposed Byrd Wilderness, No. 3 on map A of the NPS recommendations. Around Hazel Mountain, along the Broad Hollow trail and up Broken Back Run alongside Robertson Mountain there are vanishing remains of stone walls and cabine foundations. On a small flat at the top of Broken Back the shape, size and frequency of the trees show that a small house stood within a clearing. Now only the loudest truck and airplane noises intrude—unless an off the road motor vehicle violates park regulations.

Smaller, but equally wild areas lie north of proposed wilderness area 2, the North Thorton. Just outside the proposed north boundary is a small powerline leading from the east side up to Elk Wallow Gap. This might be treated as a nonconforming use until it can be replaced by a line from a different direction or technology permits an underground line; the wilderness could then be extended to include most of North Marshall Mountain and the Peak, like Old Rag, an outlying mountain. Care for an old mountain cemetery along Keyser Run Road just off Jinny Grey Road, no longer used as a service road, could continue as long as the living remember the dead. Beyond are Little and Big Devil Stairs; the size distinctions befit the widths of the canyons and the height of the stones in the stream beds over which the blue blazed trails meander. The park is narrow between these two canyons; one standing on Skyline Drive can see far across the proposed extension of the wilderness; from the inside the feeling is one of remoteness. The Bluff Trail runs past the head of Big Devil, connecting with the Marshall Fire Road, now grassing over, and a side trail to the peak. Forest regrowth in this area is excellent.

We also believe some extension of proposed area 1, on the northwest side of the park is possible. This is centered on Knob Mountain and Jeremy's Run, crossed 16 times by a blue-blazed trail. The lower end of this trail passes out to a country road across private land. Many other side trails traverse private holdings, or use onetime roads. Continued use of these trailends to avoid reclimbing to the starting point may finally depend on whether a public way has been established and used continually in the past; however, landowners have gladly cooperated with those establishing the present trail widths and with considerate users. The Jeremy's Run trail outside the park is a good example of this. Consideration must be given the dweller whose property the trail crosses or abuts. His field or garden is not a public parking place by preemption. The difference between "mine" and "yours" can be legally established. "Ours" is of a higher order than either, and without understanding and acceptance of the difference between "ours" and "mine" Democracy is impossible.

STATEMENT OF ELIZABETH HARTWELL, CONSERVATION COUNCIL OF VIRGINIA

Mrs. HARTWELL. Mr. Chairman: My name is Mrs. Elizabeth Hartwell and, as secretary of the organization, I represent the Conservation Council of Virginia, Inc., 200 West Grace St., Richmond, Va. The council is composed of representatives of about 40 participating conservation and environmental organizations as well as a number of individual citizens.

The council supports the proposal of the Shenandoah Wilderness Coalition for 112,687 acres of wilderness to be dispersed in 7 units throughout the north, central and south portions of the park. S. 3541, as filed by Senator Spong, contains this proposal and we commend it for your approval. In so doing, we wish to commend the National Park Service and Senator Harry F. Byrd, Jr., for the 73,280-acre proposal represented by S. 2158. While we do not regard this proposal as adequate, it is a good beginning from which adequacy as to size can be achieved. We believe that the record of this hearing will clearly demonstrate the validity of the conservationists' proposal to Senator Byrd and, indeed, to this committee. In particular, we wish to express our objection to the use of buffer zones and enclaves in the Service's proposal.

We would also like to express to the committee our deep concern over the fact that Shenandoah wilderness is hard to come by, administratively speaking. Shenandoah may even be symptomatic of a national problem. The Wilderness Act was almost 3 years old before the National Park Service's public hearing on Shenandoah Wilderness was held in Luray, Va., on June 14, 1967. It was almost 4 years later (April 28, 1971) before the Shenandoah wilderness proposal was transmitted to the Congress. We submit that this is an unduly long period of time in the administrative branch of the Government. Wilderness is a highly desirable environmental and ecological achievement which requires no land acquisition, no appropriation of tax money, and no change in existing public use. This being so, one wonders why it takes so long, particularly in the administrative

branch which is not faced with the problems encountered by the Congress in the furtherance of its work.

Also of interest to the committee is the fact that nature has regenerated this park to the extent that it now has good wilderness potential. More than 35 years ago before it became a national park, the area had been badly farmed, its wildlife greatly diminished and its forests severely overcut. All of this is changed and an area that had suffered abuse now contains lands which qualify for wilderness designation in the judgment of the National Park Service, the conservation groups, the general public and our two Virginia Senators. Therefore we urge this committee and, indeed, the whole Congress to take full cognizance of the regenerative capacity of nature to the end that generous portions of the park are included in the National Wilderness Preservation System. This is best represented by S. 3541. Generations of Americans yet unborn will thank all of us for this thoughtful and beneficial act.

Thank you for this opportunity to appear here today.

Senator CHURCH. Thank you.

STATEMENT OF JON SOEST, VIRGINIA WILDERNESS COMMITTEE

Mr. SOEST. Mr. Chairman and members of the committee, I am speaking on behalf of the Virginia Wilderness Committee, a conservation group of nearly 500 members dedicated to preserving Virginia's wild and natural areas.

We commend the National Park Service for their proposal for wilderness area designation in Shenandoah National Park. It includes much of the potential wilderness in the park.

However, we believe that the Park Service proposal has been improved upon by the bill introduced by Senator Spong, which has the support of the Shenandoah Wilderness Coalition. This bill calls for over 112,000 acres of proposed wilderness, an increase of 39,400 acres over the Park Service proposal.

This increase in proposed wilderness was not obtained by including marginal, second rate areas or by ignoring substantial impact of human activities. The increase was obtained by literal adherence to the provisions of the Wilderness Act of 1964.

Members of our group have inspected several of the areas that the Park Service excluded from its proposal. These include: The Mount Marshall area in the northern section; the south side of Old Rag Mountain in the central section; and, in the southern section, portions of Madison Run and Paine Run. We have seen not second-rate wilderness, but beautiful park areas currently threatened by roads or overdevelopment. These areas need protection, not exclusion. They can be best protected by inclusion in the Wilderness areas.

The Park Service has also excluded much acreage so that the wilderness areas would conform to their management concepts. An example is the wilderness threshold, a $\frac{1}{8}$ -mile-wide strip around each wilderness area. These zones were not envisioned by the Wilderness Act, and we believe they are unnecessary.

Wilderness thresholds hold a special threat for Shenandoah National Park. This park is narrow, and is encircled by population

centers. Removing $\frac{1}{8}$ mile from each wilderness area border makes the remaining area even narrower and more vulnerable.

True wilderness designation for these strips would protect the area more effectively and would avoid the management difficulties of a double boundary.

In conclusion, we invite this committee to think of wilderness not as the Park Service does, in terms of the next year's budget, or the next 5 years of management; but in terms of the preservation of a treasure that we will protect for hundreds, or even a thousand years.

We believe that Senator Spong's bill would provide this protection in best accordance with the letter and spirit of the Wilderness Act of 1964.

STATEMENT OF PROF. CARL HOLCOMB, CHAIRMAN, BLUE RIDGE GROUP, SIERRA CLUB

Professor HOLCOMB. Mr. Chairman, I am Carl Holcomb, and I think I am the fellow you have been looking for all day long, because I appear to be the last one on the group here. I have a few things I would like to say. I think almost everything that every one of us has wanted to say today, wind has been taken out of our sail from that very unequivocal statement you made this morning, which went on to say that the Wilderness Act means what it says.

Senator CHURCH. I am even encouraged to believe that I may have gotten the message across to the executive agency.

Professor HOLCOMB. We think so. We thank you and I know many thousands of people from the outside are going to thank you, too. Some of the things I have to say here are a little bit different. I want to read some.

The Shenandoah National Park is our favorite area for hiking, backpacking, natural history study, and other wilderness experiences. We love the national parks and all they stand for as you do, and I can assure you that we have spent many thousands of hours of on-the-ground study to determine the wilderness potential of the Shenandoah National Park.

Basically, our interests are the same as was the Congress in 1916 when it created the National Park Service and set the policy for the management of the National Park system. This organic act states, and I quote,

The Service * * * shall promote and regulate the use of * * * national parks and monuments * * * by such means and measures as conform to the fundamental purpose of the said parks and monuments * * which purpose is to conserve the scenery and natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

Since that time in 1916 there have been many changes in the national parks and in the National Park Service. For a long time the parks were the most visible of our Nation's playgrounds and a national park experience made the perfect vacation. With the end of World War II and the release of the pent-up demand for travel and for outdoor vacations our national park facilities—as well as those on other public lands—became inadequate to provide for the camping and resort type of vacations that millions of citizens wanted. In

the rush to provide camping and lodging facilities for the many who had been conditioned to look to the national park's for vacations, the Service began to build more campgrounds, more places for people to stay, more roads to see more scenery and to accommodate more thousands of automobiles. In doing so, the original purpose of the organic act became obscured.

It was these efforts to provide facilities for all and the inevitable degradation of natural areas the parks were established to protect that prompted many citizens to work for and the Congress to pass Public Law 88-577 creating the National Wilderness Preservation System. Since the passage of the Wilderness Act we have seen little desire on the part of the National Park Service to use it as a means of protecting major portions of the parks from a continuing expansion of man-made facilities.

In the case of the Shenandoah National Park it was not until nearly 3 years after the passage of the Wilderness Act that a public hearing was held in Luray, Va., on June 14, 1967 and then 4 years later (Apr. 28, 1971) that the U.S. Department of the Interior forwarded a wilderness plan for the park as required by law. Even then less than a third of the area was recommended for wilderness status. Rather than to look to the rapid reversion of the park area to wilderness condition in the 40 years of protection as justification for recommending the inclusion of these reverted lands into the wilderness system, as many reasons as possible appear to have been sought to limit the area recommended for wilderness. This is not to say the Service was not acting in good faith as they saw it but it does infer that the original reasons for the establishment of the National Park's was not being taken seriously.

It is not difficult to understand how the Service came to the conclusion it did. People needed a place to camp and to get to the out-of-doors. They had the land.

In the meantime, however, the Land and Water Conservation Act has been passed, the States have provided matching funds through appropriations and recreation bonds to purchase and develop areas for camping, resort type vacations and day use activities. Virginia, for example, has plans for 36 new State parks on the drawing board. Many States are creating luxury resort type complexes in their State parks—Hueston Woods State park in Ohio with its multimillion resort lodge and grounds is an example. Private campgrounds supply not only camping facilities but also a variety of recreational programs. The Outdoor Recreation Resources Review Commission could find hardly a hundred private campgrounds in the Nation in 1960. Today there are nearly a thousand between where we are here sitting and the Floriday Keys. In Virginia alone it is estimated that there are enough campsites in private campgrounds to provide overnight lodging at any one time for over 20,000 families.

This is to say that when the pressure was on the national parks to provide a larger portion of the outdoor recreation facilities the National Park Service tried to fulfill the need. However, for camping, resorting, etc., the States and private initiative are rapidly taking up the slack. The time has come to call a halt to facilities

development in the Parks and manage them, and I quote from the 1916 act again, "which purpose is to conserve the scenery and natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations".

In the original plan 61,940 acres of the 193,531 acreage of the park were recommended for wilderness designation. At the Luray hearing several friends of the park recommended a larger acreage, a portion of which was incorporated into the final park plan. Since this was still much below the studied recommendations of the conservation groups, a coalition of many organizations who use the parks—came together to pool their members' knowledge of the whole park and to make further on-the-ground study. Their recommendations are covered in Senator Spong's bill which the Potomac chapter of the Sierra Club strongly endorses.

We not only favor the 112,687 acres stated in S. 3541 but we further wish to make the following points:

1. The elimination of the so-called buffer strips surrounding each of the proposed wilderness areas. This $\frac{1}{8}$ -mile border eliminates a large acreage which should have the protection of the Wilderness Act if left as a buffer strip, by virtue of its designation it can later be used for any purpose an administrator wishes. Thus instead of being a protective strip it can become the means of building right up to the very edge of wilderness sections of the park. We are opposed to these zones in the Shenandoah and we are opposed to them around designated wilderness areas in any of the parks. Since there is no place in any National Park outside of designated recreation or administrative areas where a visitor can take more than a photograph out nor leave more than his footprints according to regulations, there can be no need for buffer strips.

2. We believe that many of the enclaves included in the National Park Service proposals are unnecessary and that with judicious treatment most can be eliminated. We see no reason to service some of the shelters by truck. We believe hikers and backpackers are learning to take less potential litter into the wilderness and that which does go in can be packed out. In the situation of a small local powerline this may be designated as a temporary one and either be eliminated some day or put underground. As another example, the Paines Run road, which we understand is proposed to be left open for trucking cattle reasonably, should be closed. It is steep, expensive to keep up, and an unnecessary intrusion on the proposed wilderness. Individuals wishing to get over the mountain with equipment, animals, etc. can better use the U.S. highways which should not increase travel time by more than a few minutes.

3. Areas left out of the park plan because of certain external influences and irregularities in the park boundaries should be left in where they are adjacent to proposed wilderness areas. If we take an absolutely purest approach and eliminate any piece of ground subject to civilized sights and noises we will eliminate most areas. Many of the proposed areas are narrow and high. In places sights and sounds of planes, cars, et cetera will never be eliminated. We can

still have the wilderness experience even if we see a plane, get a glimpse of a house. In fact, there is no point in North America today where we can get away from planes overhead.

In conclusion, we wish to emphasize that the amount of land in the east suitable for wilderness classification is severely limited. The little there is, is subject to intensive use and will be more intensively used as time goes on. The principle of allowing private capital to provide accommodations outside the parks so that people who wish to sightsee and drive may take advantage of the park on a day use basis is a sound one. Passage of S. 3541 will assure the protection of one of the few places in the eastern United States.

Not only will the many millions of people within a short drive of the park have the satisfaction of knowing they have an opportunity for a wilderness experience. The many thousands who are already using the wilderness areas—citizens close at hand and far away, visitors to the eastern United States from foreign lands can be assured for all time of genuine wilderness experience.

Thank you again for the opportunity to present our views.

We thank you very much.

Senator CHURCH. Thank you for your statement. I want to say while you are here, speaking of Shenandoah, that I am especially delighted to see this proposal for wilderness within Shenandoah National Park. As I said this morning, my family and I have often hiked out into the wilderness of Shenandoah—always a refreshing, uplifting experience of the very kind that we wanted to foster by protecting wilderness areas.

Now, in particular, I want to commend the National Park Service for recognition that this land, though once abused by various disturbances decades ago, has recovered under the natural restorative powers of natural forces, to the point where it, indeed, in the language of section 2(c) of the Wilderness Act “generally appears to have been affected primarily by the forces of nature, with the impact of man’s work substantially unnoticeable.”

This is one of the great promises of the Wilderness Act, that we can dedicate formerly abused areas where the primeval scene can be restored by natural forces, so that we can have a truly National Wilderness Preservation System. I have heard it said by some who are simply ill-informed that no areas in the Eastern United States can meet the test of qualification under the definition of wilderness in the Wilderness Act. That is just not so. Indeed, we placed three national forest wilderness units into the National Wilderness Preservation System in the 1964 act, all of which lies in the East, all of which had a former history of some land abuse. This was not—I repeat categorically—this was not merely a grandfathering arrangement. It was, and is, a standing and intentional precedent to encourage such areas to be found and designated under the act in other eastern locations.

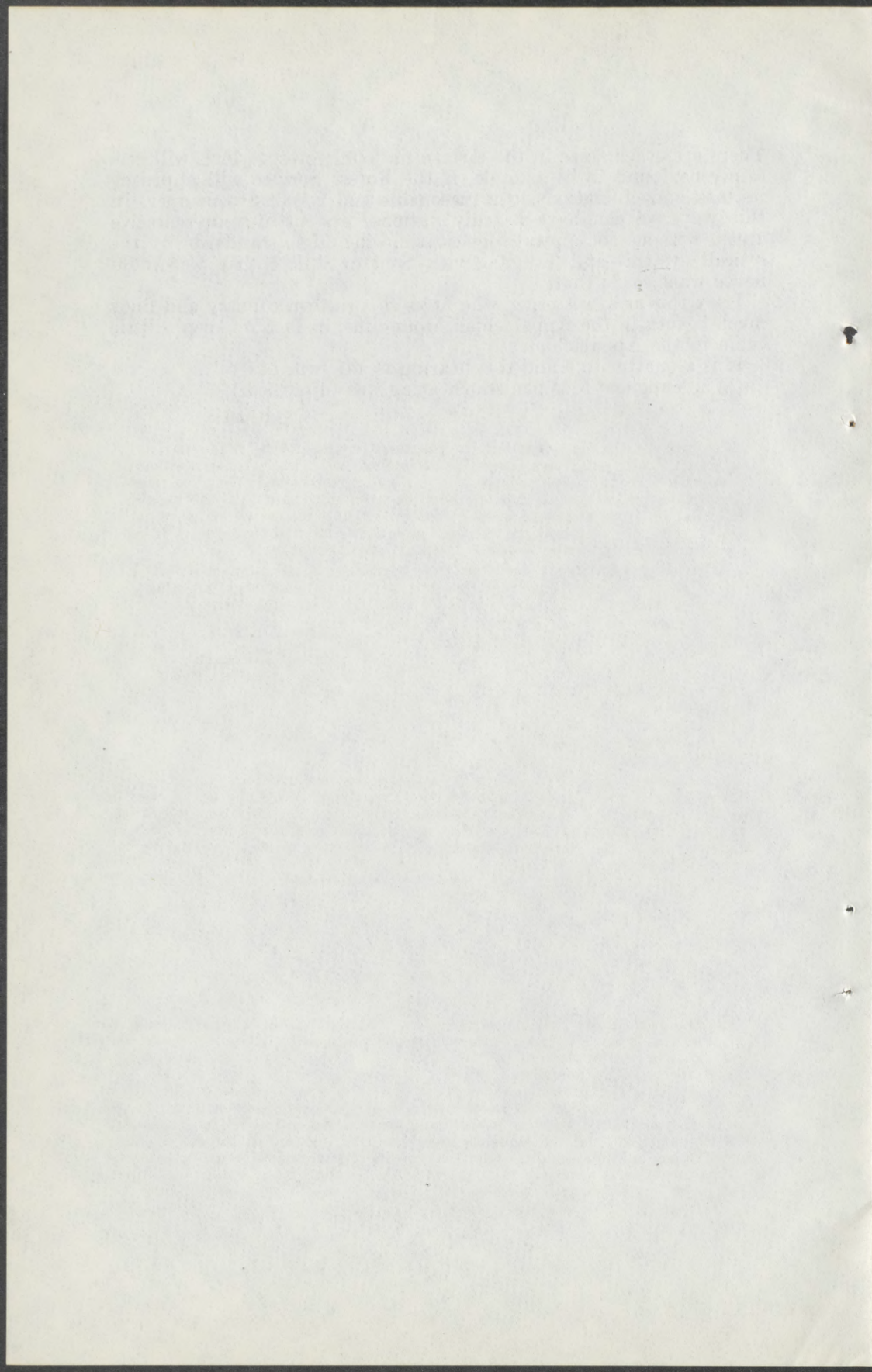
Subsequently, in the passage of a number of individual wilderness areas in national wildlife refuges in the East, we have this same precedent the 25,000 acre Seney National Wildlife Refuge in northern Michigan, the Moosehorn National Wildlife Refuge in Maine, and others, all have been designated under the same Wilderness Act.

There are other areas in the eastern national forests which will certainly be found to be suitable, if the Forest Service will approach its task and obligations in a reasonable and responsive manner. In this way, we can have a truly national system of representative areas, without in anyway denegrating the high standards of the overall system—and I agree with Senator Allott that we would never want to do that.

I say this as a westerner who loves this eastern country and finds much beauty in the Appalachian Mountains, in fact we keep a little cabin in the Appalachian's.

It is a quarter to 6 and this hearing is adjourned.

(Whereupon, at 5:45 p.m., the hearing was adjourned.)



APPENDIX

(Under authority previously granted, the following statements and communications were ordered printed:)

MEMORANDUM FROM THE CHAIRMAN

Many persons have requested that their comments be made part of the printed record. Not all could be accommodated. This volume, however, contains a broad sampling from the mail we have received. We have tried to ensure that all points of view have been included and that the weight of comments pro and con has been preserved. Those letters which were not reprinted here remain as part of the Committee's file and they, too, will be considered in our further work on the problems under study.

Over the past several weeks we have received a large number of letters from interested individuals and groups throughout the country, containing their opinion on the proposed bills to designate lands as wilderness.

STATE OF COLORADO,
EXECUTIVE CHAMBERS,
Denver, Colo., May 5, 1972.

HON. GORDON ALLOTT,
U.S. Senator,
*New Senate Office Building,
Washington, D.C.*

DEAR GORDON: Several times during recent years resolutions urging the designation of the Indian Peaks Area have been introduced into Congress as well as into the Colorado State Legislature. All have requested certain areas within the Arapahoe and Roosevelt National Forests be designated for study for possible inclusion within the National Wilderness Preservation System created by the Federal Wilderness Act of 1964.

Once again, I would urge your support of a wilderness study of the area and assure you of the full cooperation of the State of Colorado.

Sincerely,

JOHN A. LOVE, *Governor.*

STATEMENT OF THOMAS L. KIMBALL, EXECUTIVE VICE PRESIDENT, NATIONAL
WILDLIFE FEDERATION, WASHINGTON, D.C.

DEAR MR. CHAIRMAN: Due to conflicts, the National Wildlife will be unable to appear to testify on S. 1441 and other wilderness proposals although we welcome the invitation and opportunity. Consequently, we would appreciate having this letter made a part of the hearing record.

The National Wildlife Federation was one of the major conservation organizations which supported the wilderness preservation policy from its very conception. Consequently, we were pleased and gratified when the Wilderness Act of 1964 was enacted. And, subsequently, we have been pleased at the steady addition of other suitable areas to what we consider is one of the world's foremost and unique systems of preserving natural areas for their many values to millions of Americans. In line with the foregoing, we welcome the proposals under consideration here today and hope the Committee will see fit to approve them. We

note that additions would be made to the Wilderness System from areas within the National Forest, National Park, and National Wildlife Refuge Systems.

We would have these comments:

S. 1441, "To designate the Flat Tops Wilderness, Routt and White River National Forests, in the State of Colorado." We are in general agreement with the Forest Service proposal to incorporate some 142,000 acres into the Flat Tops Wilderness. However, I must say that the National Wildlife Federation, and its Affiliate, the Colorado Wildlife Federation, favored the original Forest Service proposal even more. We still recommend that the Committee give extra consideration to incorporating the area known as G-1 into the Wilderness Area. This is located on the South Fork of the White River and, except for 195 acres of patented land as an intrusion with some buildings and structures, it merits protection. The fact that it is potentially valuable for oil shale development should not deter inclusion of the area. Despite this minor disagreement, we are hopeful that the area will be approved, even without the White River addition.

S. 1198, "To authorize the Secretary of Agriculture to review as to its suitability for the preservation as wilderness the area commonly known as the Indian Peaks Area in the State of Colorado." We agree with the proposal to authorize the study of suitability of this 75,000-acre area for inclusion in the Wilderness System, believing it contains values which well merit consideration for protection. However, the Forest Service should not be compelled to complete this study at the expense of projects with a higher priority. I might add that Kent Dannen, Camp Naturalist at the YMCA of the Rockies, Estes Park, Colorado, has prepared a statement on the Indian Peaks Wilderness and we would like permission to have it submitted as part of the record of the hearings. He realizes the color photos cannot be reproduced and will be used for the information of the Committee and kept in its files. Or, if the Committee wishes, we can return the materials to him.

S. 3119, "To designate certain lands in the Cedar Keys National Wildlife Refuge in Florida as wilderness." We supported this proposal when invited to testify on a similar proposal in 1970 and our conviction that it should be a part of the Wilderness System continues.

S. 2453, "To designate certain lands as wilderness." This would incorporate into the Wilderness System certain lands within these properties administered by the Department of the Interior: Farallon Refuge (141 acres), California; Chamisso Refuge (455 acres), Alaska; West Sister Island Refuge (85 acres), Ohio; Isle Royale Park (120,588 acres), Michigan; National Key Deer Refuge, Great White Heron Refuge, and Key West Refuge (known as Florida Keys Wilderness; Simeonof Refuge (25,140 acres), Alaska; Izembek Range (1,451 acres), Alaska; Sequoia and Kings Canyon Parks (721,970 acres), California, Shenandoah Park (73,280 acres), Virginia; North Cascades Park and the Ross Lake-Lake Chelan Recreation Areas (515,880 acres), Washington; and Breton Refuge (4,420 acres), Louisiana. We concur in principle with all of the proposals contained in the bill. In several instances, we would have preferred the designation of somewhat larger wilderness areas, but we do not consider the differences to be pivotal. In the same regard, we have no big objection to areas within wilderness being designated for camping and containing minimal health and sanitary facilities provided those areas are not subjected to development" in the usual sense of the word.

Thank you for the invitation and opportunity of making these remarks.

GRAND RIVER ENVIRONMENTAL ACTION TODAY, INC.,
Fraser, Colo., March 3, 1972.

MR. D. L. BIDDISON,
*Forest Supervisor, Arapaho National Forest, Post Office Box 692,
 Golden, Colo.*

DEAR MR. BIDDISON: Representatives of GREAT were present at your coordination-review meetings on undeveloped areas February 14-17, 1972. We would like to compliment you on the able manner in which these meetings were conducted by you and your staff and on your frank and constructive comments.

Of all the areas discussed we consider Indian Peaks to be of greatest concern to the membership of GREAT and the other residents of Grand County. As we reported to you in our letter of October 15, 1971 the response which we received, following an editorial in the September 10, 1971 issue of the SKI-HI NEWS on Indian Peaks, indicated that a representative majority of Grand County residents, including key county officials, were definitely opposed to the inclusion of the area south of Arapaho Pass in any future wilderness area.

Those of our members familiar with the terrain, including myself a geologist, are of the opinion that the area south of Arapaho Pass does not conform with the definition of wilderness" given in detail in the 1964 Wilderness Act. From the reply you gave one of our representatives at the meetings you seem to concur with this opinion.

The Indian Peaks area north of Arapaho Pass, while having not Primitive or other formal designation, has been under your multiple use plan to remain roadless since its formal closure to motorized vehicles in 1968. We of GREAT recommend that this particular area be continued under Undeveloped Area Management and that it not be managed as a "wilderness" pending a Wilderness Study. To do so, we strongly believe, would be in violation of the act of June 4, 1897, the Multiple-Use Sustaining-Yield Act of June 12, 1960 and the Wilderness Act of September 3, 1964.

As to the area south of Arapaho Pass to Rollins Pass we recommend that it be operated under Full Multiple-Use Management With Recreation, Wildlife and Esthetics as Key Values and that your organization proceed to complete the Devils Thumb Ski Feasibility Report submitted to your office by your District Ranger in November, 1970, following three years of study. In view of its date of initiation, and its importance to the future of Grand County, this feasibility study covering a portion of your Indian Peaks area should receive your highest priority for immediate consideration.

While we in GREAT are not as familiar with the other Undeveloped Areas within the Arapaho National Forest in Grand County, as we are with Indian Peaks, we recommend that you continue to manage them, just as you do now, under either (1) Full Multiple-Use Management or (2) Undeveloped Area Management. Any proposed ski areas having potential and involving both private and undeveloped Forest lands in these roadless areas should be given a priority for study based on the quality of the project and the date of initiation of the feasibility study.

Now for a few words about our organization. The membership of GREAT, over fifty in number, are all thought leaders in their own right and are dedicated to Grand County progress through wise and proper use of natural resources. Almost without exception they are land owners and in total control over one-fourth of all the tax-paying private land in Grand County. They have diverse backgrounds ranging from blue collar workers to financiers and from grade school graduates to Ph. D.'s. Included are cabin owners, ranch operators, dude ranchers, merchants, resort operators, bankers, attorneys, housewives, ski resort owner, school teachers, newspaper editor, county official, an astronaut, financiers, philanthropist, mayor of a large city, city planner, blue collar workers, professionals and others. Some like me are members of other environmental groups such as National Wildlife Federation, Wilderness Society, Friends of Earth and Sierra Club.

You are familiar with our objectives and accomplishments and our support of the County Commissioners, Grand County Regional Planning Commissioners, Grand County Regional Planning Commission and the Forest Service in the enforcement of Stipulations identified by the numbers D-027914 and C-011415 involving the cities of Denver and Englewood. As you have been advised most of our members feel that the Forest Service has done a good job in administering lands under their control. When consistent with our policies on Grand County progress, environment, ecology and conservation we will support your organization.

Sincerely yours,

RAYMOND D. SLOAN,
President.

Statement of Harry Crandell, Director of
Wilderness Reveiws, The Wilderness Society

Mr. Chairman: I am Harry Crandell, Director of Wilderness Reviews, The Wilderness Society, a national conservation organization, with headquarters at 729 - 15th St., N.W., Washington, D.C. I am accompanied by Douglas Scott, Coordinator of Special Projects, of our staff.

It is with a great deal of pleasure that Mr. Scott and I appear before you today in support of the wilderness proposals embodied by S. 2453 with modifications as suggested by local citizens. Because of the number of wilderness areas under discussion today and because there are a large number of out-of-town people in attendance wishing to testify we shall, in the interest of saving time and with your permission, restrict our remarks to a brief oral discussion, focusing on what we consider to be the important features of these proposals in a wilderness policy sense.

CHAMISSO NATIONAL WILDLIFE REFUGE -- Alaska

Established by Executive Order of President William Howard Taft on December 7, 1912, Chamisso National Wildlife Refuge, 455 acres in size, is located in Kotzebue Sound, northwestern Alaska. The refuge is situated about 65 miles south of Kotzebue, a village of 1,200 inhabitants. The refuge area does not fall within the purview of the Alaska Native Claims Settlement Act of 1971 relative to land selection within national wildlife refuges in Alaska. Native Alaskans do, however, occasionally collect bird eggs for subsistence purposes on the refuge. Wilderness designation would not restrict this activity.

The wildlife refuge encompasses Chamisso and Puffin Islands and several rocky islets. The two islands consist of sandstone with some shale and granite covered with a thin layer of soil. The edges of Puffin Island are extremely precipitous. The eastern portion of Chamisso Island is a sand spit, but the remainder of the shoreline consists of sandy coves and rocky points with several fairly steep cliffs. The terrain ascends from all sides to the 246-foot elevation center. Only at the very center is the even terrain broken by a rock outcropping. Apparently, this is the result of volcanic action.

The vegetative cover is a tundra of crowberry, cranberry, and Labrador tea, bearberry, sedges, bog birch, mosses, lichens, and short willow. A few of the draws near shoreline contain 12-15 foot high alder shrubs.

The most striking quality of Chamisso Refuge is the sea bird colonies viewed within the wild naturalness of a primitive environment. The major rookeries are located on Puffin Island, although smaller colonies occur on the southwest shore of Chamisso. Horned and tufted puffins, Pacific kittiwakes, and thick-billed and common murre are abundant. Chamisso also possesses a colony of glaucous gulls. Thirty-three species of birds have been identified on the refuge.

Chamisso National Wildlife Refuge is eminently qualified for admission to the National Wilderness Preservation System. It is a remote, undisturbed area with significant wildlife and related natural values. Wildlife forms utilizing this important area are dependent upon a natural condition for survival which wilderness designation will insure.

National Wildlife Refuges, often established by administrative action (Executive Order in this case), have little specific protection under law from destructive intrusions proposed by groups in a position to bring pressure on them. Inclusion of a National Wildlife Refuge in the National Wilderness Preservation System provides firm statutory protection to refuge lands and wildlife species dependent upon them.

The Wilderness Society strongly urges the inclusion of Chamisso National Wildlife Refuge, in its entirety, in the Wilderness System because of the legislative protection afforded this valuable wildlife refuge area.

Now is the only opportunity that we can foresee to safeguard these islands against the forces of mechanical change which conceivably could intrude upon this valuable wildlife sanctuary in the future. The inclusion of these unique islands will broaden the variety of human environments which the Wilderness System will preserve for the future.

IZEMBEK NATIONAL WILDLIFE RANGE -- Alaska

Izembek National Wildlife Range is situated at the extreme tip of the Alaska Peninsula near the small city of Cold Bay. The Range, 415,300 acres in size, was established by Public Land Order of the Secretary of the Interior as a breeding ground and management area for all forms of wildlife. Best known for its millions of waterfowl and shorebirds which rest and feed there for several months during annual migrations, the Range contains within its boundaries about 95,300 acres of tidal lands below the mean high tide line which are under the jurisdiction of the State of Alaska. Thus, about 320,000 acres are under the exclusive jurisdiction of the Federal Government and subject to review under the provisions of the Wilderness Act. Of this total acreage, the Department of the Interior has recommended that approximately 301,450 acres be included within the National Wilderness Preservation System. Excluded from wilderness are about 20,000 acres containing military and other Government installations, old military debris (quanset huts, etc.) from World War II activities and improved roads serving active installations. Included in the Wilderness Proposal is the contiguous 1,451-acre Cape Krenitzen Peninsula, presently within the Aleutian Islands National Wildlife Refuge. This area has been a geographical and ecological part of the Alaska Peninsula since a dividing channel filled in many years ago. It is only logical to include this area in the overall Izembek Wilderness. The Wilderness Society strongly endorses the excellent proposal of the Department of Interior.

In addition, The Wilderness Society feels that a few points require clarification regarding this outstanding wildlife area and the wilderness proposal.

1. The tidelands within the exterior boundaries of the Izembek Range are ecologically inseparable from the lands above the mean high tide level and contain some of the most significant wildlife resource values within the entire area. While preservation of their physical and biological character is essential if the Range's wildlife values are to be maintained, the Bureau presently has little regulatory authority over future uses that might be made of these lands. Wilderness designation would provide for the kind of legislative protection needed for these tidelands. They are suitable for consideration as wilderness, and their inclusion within the proposed Izembek Wilderness would establish and preserve the ecological integrity of the area. It would also greatly enhance outstanding opportunities for "solitude and a primitive and unconfined type of recreation," as well as its scientific and scenic values. Unfortunately, these tidelands are not now eligible for designation as wilderness within the National Wilderness Preservation System because of their jurisdictional status. However, concurrent action by the State of Alaska to preserve the wilderness character of these lands through designation as a State wilderness area or exchange of the tidelands for other Federal lands elsewhere in the State would be effective alternatives.
2. The Alaska Native Claims Settlement Act of 1971 provides that Native Village Corporations are entitled to select the surface estate of certain lands within some units of the National Wildlife Refuge System in Alaska.

The villages near the Izembek National Wildlife Range may be entitled to select lands within the Range, but at this point it is not clear just how much, if any, lands are involved. Alaskan Native Regional Corporations and the State of Alaska were not authorized to select lands within national wildlife refuges. Thus, land selections are limited to native villages in the vicinity of the Wildlife Range.

The Wilderness Society strongly urges the Senate Committee on Interior and Insular Affairs to proceed with the Izembek Wilderness Proposal and recognizing that some of the lands may be selected, in contiguous blocks, by Native villages. It is our feeling that once the Native villages select their entitlement the lands become privately-owned (subject to certain use and development restrictions placed upon them by the Alaska Native Claims Settlement Act) and are no longer a Federally-owned part of the Izembek National Wildlife Range. Since the lands selected by Native villages (if, indeed lands are selected) will no longer be within the Wildlife Range, such lands obviously cannot be included in the wilderness. Therefore, we urge the committee to proceed with this proposal, recognizing that acreage within the Wildlife Range and Wilderness may change at some future time. Such changes can be handled by requiring the Secretary of the Interior to publish revised acreages and land descriptions in the Federal Register and filing a revised map with the committee.

3. The Alaska Native Claims Settlement Act of 1971 also provides for replacement of lands selected by Native villages in a wildlife refuge. On March 16, 1972, the Secretary of the Interior issued a series of public land orders relative to implementing the Native Claims Act. Among them was an order withdrawing wildlife refuges "replacement lands" for inclusion in the National Wildlife Refuge System. Some of the land so withdrawn about Izembek National Wildlife Range. The Wilderness Society strongly urges the Committee to include appropriate language in the legislation authorizing and directing the Secretary of the Interior to include these lands in the Izembek Wilderness by publication in the Federal Register of a land description and acreage figure immediately after boundaries have been firmly established and native village selections identified in the existing Izembek Wildlife Range. Thus, the integrity of the Wildlife Range and Wilderness will not be compromised by land transfers or delayed unduly.

Izembek National Wildlife Range is eminently qualified for admission to the National Wilderness Preservation System. It is a remote, undisturbed area with significant wildlife and related natural values. Wildlife forms including Alaska Brown Bear, Barren Ground Caribou, and Gray Wolf, among many others utilizing this important area are absolutely dependent upon a natural condition for survival which wilderness designation will insure.

National Wildlife Refuges, often established by administrative action (in this case a Public Land Order of the Secretary of the Interior) can be abolished by similar instruments. Thus, Wildlife Refuges have little specific

protection under law from destructive intrusions proposed by groups in a position to bring pressure on them. Therefore inclusion of a National Wildlife Refuge in the National Wilderness Preservation System provides firm statutory protection to refuge lands and wildlife species dependent upon them.

The Wilderness Society strongly urges the inclusion of Izembek National Wildlife Range, in its entirety, in the Wilderness System because of the legislative protection afforded this valuable wildlife refuge, containing outstanding wilderness and wildlife resources.

Now is the only opportunity that we can foresee to safeguard this world known area against the forces of mechanical change which conceivably could intrude upon this valuable wildlife sanctuary in the future. The inclusion of this wilderness refuge in the National Wilderness Preservation System will broaden the variety of human environments which the Wilderness System is designed to preserve for future generations of mankind.

SIMEONOF NATIONAL WILDLIFE REFUGE -- Alaska

Simeonof National Wildlife Refuge is located in the Shumagin Island group in the Gulf of Alaska. It consists of Simeonof Island and the Murie Islets along with all adjacent areas of water, submerged lands, and emerged lands within one-mile beyond mean low water, encompassing a total of about 25,271 acres. The refuge does not fall under the purview of the Alaska Native Claims Settlement Act of 1971 relative to land selections within National Wildlife Refuge in Alaska.

Simeonof National Wildlife Refuge was established in 1958 by Public Land Order of the Secretary of the Interior for the purposes of preservation and propagation of sea otters and other indigenous wildlife. In order to assure continued attainment of these objectives, it is absolutely necessary to protect and preserve natural environmental qualities of the refuge. Inclusion of this magnificent natural island wildlife refuge in the National Wilderness Preservation System will assure that the natural qualities, necessary for wildlife survival, will be protected in perpetuity by legislative action of the Congress. Livestock grazing, administered by the Bureau of Land Management, was permitted to continue by the establishing Order. The present grazing lease was issued in 1961 and terminates in 1981. The Wilderness Act does not preclude continuation of grazing in a National Wildlife Refuge

Wilderness Area; in fact, the Act specifically authorizes the continuation of livestock grazing, where previously established, in National Forest Wilderness. There is no reason that this same practical management directive cannot be applied to wilderness establishment within the Simeonof National Wildlife Refuge as well.

Unfortunately, the Bureau of Sport Fisheries and Wildlife has recommended the exclusion of 131 acres from the proposed wilderness to permit continued landing of aircraft at Simeonof Harbor for administrative purposes. Again, the Wilderness Law makes ample provision for continued use of aircraft within wilderness areas in the National Forests and this same practical management directive should be applied to National Wildlife Refuge areas where previously established aircraft use must continue in order to properly administer the wilderness. In any event, exclusion of 131 acres is extreme since float aircraft are used and enter the refuge only minutely, being confined to a small "haul-out" area on the beach. Necessary administrative use of aircraft is permissible under the Wilderness Act and the notion that this large exclusion is required is in violation of the wilderness concept, especially in Alaska where aircraft is the principal mode of transportation.

Simeonof Island and its associated marine environment is primeval in nature and posses nationally significant wilderness resources. Surrounding waters are rich in marine resources and provide outstanding opportunity for marine ecological studies. Including submerged lands within the wilderness will assure the continuation of a viable ecosystem essential to support wildlife dependent upon a wilderness condition for survival.

The Wilderness Society strongly urges that the Simeonof National Wildlife Refuge, in its entirety, (25,271 acres) be placed in the Wilderness System.

SEQUOIA AND KINGS CANYON NATIONAL PARKS

Sequoia and Kings Canyon, two of the country's most scenic parks, are characterized by forests of giagantic sequoia trees and extensive high mountains. Within these boundaries, the sequoias reach their largest size against the stunning backdrop of the Sierra Nevada Mountains, which are vast and unbroken, with deep canyons, rivers, high country lakes and meadows.

The Wilderness Society enthusiastically applauds the Park Service proposal for the designation of some 721,000 acres of wilderness within these two parks. This is outstanding wilderness country, fully meriting the strongest protection we can assure through wilderness designation.

We do believe, however, that certain exclusions proposed by the National Park Service are not warrented and should be overruled, and that two additional areas of wilderness should be designated. We thus would recommend a total wilderness designation within the two parks of approximately 830,000 acres.

(1) Wilderness is the principal quality of these two great national parks. Boundaries of the proposed wilderness areas should not be set back from the roads and developed areas in a way that will invite development of the so-called "wilderness threshold", which is, in fact, the highly critical fringe that must be protected if the inner core of wilderness is to be secure. Thus, around Cedar Grove in Kings Canyon and along

the Generals Highway through Sequoia, we strongly recommend that the boundary be brought down to the proximity of the roadways and developed areas, allowing for the desirable expansion of existing developed sites as provided in the park master plan, but avoiding the unnecessary, dangerous "threshold" exclusions for which no specific justification has been offered by the National Park Service.

(2) Similarly, we find no good cause for the exclusion, as a blanket policy, of the 1/8-mile buffer zones between the wilderness and the park boundary. No other agency draws its wilderness boundaries in this way, and we can see no real function that these buffers might serve. Unless specifically justified in a specific location, we believe no buffer is desirable.

(3) In the Sentinal Ridge-Sugarloaf Creek area of Kings Canyon National Park the Park Service proposal would exclude a large tract for no other reason than the authorized and pre-existing presence of domestic grazing. We find nothing in the Wilderness Act to support a policy of excluding park land from wilderness simply because of established grazing use. In fact, we believe this runs counter to our understanding of the intent and legislative history of the Act on this point. We urge inclusion of this area within the immediately designated wilderness.

(4) The Wilderness Society is opposed to commercial development of the Mineral King area of the Sequoia National Forest. We are strongly opposed to any new development within Sequoia

National Park that would be required to support such a commercial development on the adjacent national forest land. We believe the wilderness boundary in Sequoia National Park should reach to the vicinity of the existing access road to Mineral King and that there should be no exclusions of buffer zones or support areas on the rim of Mineral King.

(5) We find nothing in the Wilderness Act which would necessitate excluding from wilderness designation a corridor for access to the private inholding in Unit 2, near Clough Cave. The right of access to private lands within a wilderness area is protected by the Wilderness Act, so we believe the best course will be to include this entire area in the designated wilderness.

(6) The Park Service wilderness proposal for these two parks is severely weakened by the many proposed enclaves in the heart of the wilderness. We believe none of these enclaves are justified and that none of them should be excluded from full wilderness designation. In the case of necessary management facilities, such as snow gauges and automatic telemetering gauges for water forecast and measurement, there is simply no need for the proposed enclaves. Such devices are already found within wilderness areas already designated by Congress. They are permissible under the terms of the Act. There is no need for surrounding them by enclaves, which will only complicate matters if, in the future, the water department wishes to alter their location.

We believe that the five larger proposed enclaves are most undesirable. While the intent of the Park Service, to

meet difficult backcountry management needs, is one we can understand, we believe the approach of major visitor campsite concentrations in a few highly developed enclaves in the heart of the wilderness is most undesirable. Most importantly, such heavy and localized concentration of visitors has a serious diluting impact on the wilderness experience that they, individually, have come into the wilderness to seek. Now, this is not to deny problems that large numbers of visitors pose in terms of sanitation needs, potable water supply and so forth. These problems can be dealt with in wilderness through the provision of management facilities (trail signs, primitive camps, pit toilets, hand pumps, etc.) which are demonstrated to be necessary to meet the minimum requirements for the administration of the wilderness area, as a wilderness area and as a part of a national park, for the purposes of the Wilderness Act and the purposes specified in the Acts governing the particular park.

Secretary Morton has recently announced a first program of experimentation with controlling and guiding park wilderness use to protect both the wilderness and the quality of wilderness experience available to the wilderness user. These two parks are included in this program. We wholeheartedly support the effort to find effective and desirable means to assure protection of wilderness and the visitor's experience. But the answer is not, in our opinion, to focus and concentrate visitors into major developed enclaves that are, by their very nature and level of development, entirely out of context in the heart of the wilderness.

(7) Finally, we strongly recommend that two additional units of wilderness be designated within Sequoia National Park in the areas lying west of the Generals Highway. These are the (a) Redwood Canyon and (b) Yucca Mountain units, which have not been recommended by the Park Service. The presence of gated, temporary fire roads in these units does not disqualify them for wilderness, in a situation in which vehicular use of these roads is limited to that "necessary to meet minimum requirements for the administration of the area for the purpose of the Act." At all other times, these can be regarded as simple wilderness trails. The carrying on of research area activities within these units is not inconsistent with the Wilderness Act, one purpose of which is to promote scientific and educational research in natural conditions of a wilderness setting.

Mr. Chairman, we conclude on these two parks with the strong recommendation that all qualified lands within the parks be designated as wilderness. This will amount to a superlative wilderness of more than 830,000 acres, a truly expansive sample of the High Sierras wilderness.

FARALLON NATIONAL WILDLIFE REFUGE -- California

The Farallon Islands are four groups of islets about 30 miles west of San Francisco. The northern two groups, North and Middle Farallon, consist of small, bare, starkly picturesque rocky islets. These islets have never been inhabited by man, are difficult to land on and are of no commercial importance. Their major value has always been an undisturbed rookeries for seabirds, of which at least ten species nest on these little studied islands. Bird populations nesting on the Farallon represent a major part of the California breeding population for several species. California Sea Lions are the most common mammals frequenting the islands. Preservation as a wilderness area will guarantee that this will continue to be their role.

The South Farallons consist of a number of small islets surrounding Southeast Island, the largest island of the group and approximately 100 acres in size. All of the Farallons except Southeast Island are included in the Wilderness Proposal. Southeast Farallon Island has been the center of human habitation since the early 1800's, and at present there are a Coast Guard Station and a permanent station of the Point Reyes Bird Observatory. The presence of these stations and the continued need for this island as a site for navigational aids precludes its inclusion in the proposal. It is important that there be personnel on this island to provide protection for the surrounding islets and to carry out studies on changes in the seabird population. For these reasons, we support, at this time, the Bureau

Farallon proposal with its exclusion of Southeast Island, for a 141-acre Farallon Wilderness. Later, in the event that human habitation is no longer required to perform these important functions, Southeast Farallon should be reviewed under the requirement of the Wilderness Act and added to this wilderness. Also, the biological value of the Farallon for marine birds and sea mammals is tied directly to the interrelated plant and animal life occurring in surrounding waters. However, the lands and waters below mean high tides are under the jurisdiction of the State of California. The Wilderness Society and other conservationists urge that in order to protect this valuable and usable ecosystem from future encroachment, the State of California should take action to preserve the natural values of the adjacent and surrounding submerged lands by designating them as a State Wilderness or natural area; or, preferably, donating the land and water areas to the Federal Government as an addition to the valuable wildlife area.

It is important to note that National Wildlife Refuges, usually established by administrative action (Executive Order, Public Land Order, and purchase), presently have little specific protection under law from destructive intrusions proposed by groups in a position to bring pressure on them. Their inclusion, by Act of Congress, in the National Wilderness Preservation System would give them firm statutory protection.

The Wilderness Society urges the inclusion of the Farallon National Wildlife Refuge in the Wilderness System because of the extra protection that would be provided to them. Now, when we have the opportunity, we should safeguard these islands against the forces of population, mechanization, and economic activity. The inclusion of these unique islands will add to the variety of habitats which the Wilderness System endeavors to preserve for posterity.

FLORIDA KEYS NATIONAL WILDLIFE
REFUGES -- Florida

The National Wildlife Refuges of the Florida Keys refuges remain one of the last major strongholds against the ever-so-rapid development that has taken place in South Florida. A series of small islands in the semi-tropical waters off the southern tip of Florida, the Florida Keys remain a natural unspoiled environment where rare birds, mammals and reptiles flourish.

The Great White Heron Refuge, established primarily to protect this large Heron, and the Key West Refuge provide feeding and breeding grounds for many of the rarest bird species, like the Bald Eagle, Osprey, Roseate Spoonbills, and several species of Herons and Egrets. The National Key Deer Refuge was created to protect this tiny rare subspecies of the White-tailed Deer. The islands on all three refuges and the warm waters surrounding them are home for the American Alligator, Crocodiles and giant Sea Turtles.

Wilderness classification for these three wildlife refuges, designated as one continuous wilderness to be known as "Florida Keys Wilderness" will provide them with the level of protection they so rightly deserve, securing them by statute as islands of natural wildness in a "growth" region of the country where wildness is itself rare and endangered. The Wilderness proposal embodying these three refuges would designate a total of 4,470 acres. This is a fine, well-drawn proposal which has very strong support from the people of Florida. We strongly endorse this proposal in the form submitted by the Administration and as embodied in Senator Lawton Chiles' bill, S. 3119, and the companion bill on the House side introduced by Representative Dante Fascell.

CEDAR KEYS
FLORIDA

As the population along the west coast of Florida is rapidly expanding, the Cedar Keys National Wildlife Refuge remains one of the few wild and natural areas in that region of the State. Seahorse, Bird, Snake, and North Keys, which are the low islands that make up the refuge, lie 2-3 miles off shore from the town of Cedar Keys, in the Gulf of Mexico.

Uniquely different from the other islands along the west coast of Florida, the Cedar Keys are the remains of old sand dunes, rather than being sea formed. As such they have an elevation of up to 52 feet which provides for a great variety of habitat and wildlife on the islands. Established in 1929, the refuge is the breeding grounds for many types of birds, including Bald Eagle, Osprey, terns, egrets and ibis as well as providing important wintering grounds for many species of shore birds.

The excellent wilderness proposal by the administration, as offered in S. 3119, introduced by Congressman Fugua and passed by the House, would place all of the refuge in the National Wilderness Preservation System except for a small exclusion around a discontinued historical lighthouse on Seahorse Key, which is currently being used as a biological research station by the University of Florida. H.R. 736 calls for a smaller exclusion (3 acres) around the light house than S. 3119 (6 acres). The 3-acre exclusion based on permanent human

occupancy rather than exclusion of the light house which is a permitted structure in a wilderness because of its historical significance, is entirely adequate to cover human occupancy old lighthouse structure and adjacent clearing, and avoids any infringement on the island's wilderness. Placing Cedar Keys Refuge in the National Wilderness Preservation System would give this area the statutory protection it so clearly merits, protecting these unique islands for all future generations. The wilderness proposal for Cedar Keys, as passed by the House, in H.R. 736, would designate a total of 375 acres as wilderness. This is an excellent proposal which has received the widespread support of the people of Florida.

We strongly endorse this proposal in the language of H.R. 736 as already passed by the House.

Breton National Wildlife Refuge
LOUISIANA

Breton National Wildlife Refuge will soon be one of the few places along the north coast of the Gulf of Mexico where the native habitat, undisturbed by man's intrusions, will be found. A chain of barrier islands, beginning approximately 12 miles off shore, the Breton Refuge is an important area of mangroves and natural beaches which are critically important to wildlife. The breeding grounds of many species of birds, especially many types of terns and gulls, the refuge may also be important to the reintroduction of the Brown Pelican which has disappeared from the Louisiana coast. Of particular importance is the miles of natural sand beaches in the refuge which are important to the breeding of sea turtles, which are rapidly disappearing from American waters for lack of protective habitat.

The second National Wildlife Refuge in the country, established in 1904, Breton would be an excellent wilderness area, which combined with the newly created Gulf Islands National Seashore would protect for all generations a portion of the delicate northern coast of the Gulf of Mexico. Due to the rapidly increasing impacts of man on this region of the Gulf, from oil exploration and increased population, Breton needs the statutory protection of the Wilderness Act to insure its continued integrity as a haven for wildlife.

In August 1969, Hurricane Camille destroyed about one-half of the refuge, temporarily reducing the total acreage from 9,047 to only 4,507 acres above the mean high tide line. It is very possible that in due course the islands will naturally accrete to something approaching their former surface area. Therefore, we suggest that in the legislation approved by the committee the designated wilderness be described in some such terms as "those portions of the refuge, with the exception of North Breton Island, which lies above the mean high tide line", without reciting any specific acreage figure. A significant factor in the formation of the islands comprising Breton Refuge is the action of adjacent currents in that section of the Gulf of Mexico which build up sand, thus creating the islands. A catastrophe like Hurricane Camille can destroy these islands temporarily. But once the hurricane has passed, the normal currents resume their island building and in due course the natural accretion will probably restore the islands to their approximate former size or even larger. It is because of this natural island building that we suggest modifying the present S.2453 to provide that any accretion shall automatically become part of the National Wilderness Preservation System.

We strongly endorse the proposal to place the Breton National Wildlife Refuge, excepting only North Breton Island because of the significant works of man thereon, under the protection of the Wilderness Act.

WEST SISTER NATIONAL WILDLIFE REFUGE -- Ohio

West Sister National Wildlife Refuge, located in the western waters of Lake Erie (15 miles east of Toledo), is a remote island offering optimum conditions for wilderness use and a protected haven for wildlife. Though the refuge today remains wild and natural, except for an historic lighthouse, the pressures due to being located near a large urban area threaten the integrity of the island.

The Bureau of Sport Fisheries and Wildlife has, within the limited authority available to it, done a commendable job to date in protecting the refuge. However, the positive, strong authority provided by the Wilderness Act will certainly be needed to assure that the increasing pressures can be successfully resisted and this island retain the wild qualities which make it an outstanding refuge.

The island has been an important breeding ground for the Great Blue Heron, common egrets and Black-Crowned Night Herons as well as many other species of birds. The refuge also has a great variety of plant life which supports a wide range of animal life.

A historic lighthouse, built in 1848, remains on the island with a modern, automated beacon on the top. This lighthouse may be included in the wilderness area as provided in Section 2(c)4 which states: "may also contain ecological, geological, or other features of scientific, education, scenic, or historical value." In our opinion, the continued operation and maintenance of this

beacon is compatible with the Wilderness Act. Accordingly, we recommend that in the legislation approved by this committee the phrase appearing in S.2453 which states "Provided, that nothing in this Act shall be deemed to preclude continued essential maintenance of the lighthouse as a navigational aid and as a historical structure" (or any similar statement) be deleted as unnecessary.

The proposal to place West Sister National Wildlife Refuge in the National Wilderness Preservation System is an excellent one which receives our full support.

ISLE ROYALE NATIONAL PARK

Mr. Chairman, The Wilderness Society wants to express its complete and enthusiastic support for S. 2539, the wilderness bill for Isle Royale National Park which has been jointly sponsored by Senators Philip Hart and Robert Griffin, and by the eight other Senators who represent the Great Lakes States.

This bill reflects a Citizen Alternative Proposal to designate 132,700 acres of wilderness within Isle Royale National Park. This goes beyond the more limited, 120,588 acre National Park Service Proposal.

It has been our pleasure to observe the development of this Citizen Alternative Proposal by a fine coalition of local conservation and citizen groups in Michigan's Upper Peninsula. This effort presents us with one of the finest cases of responsible and constructive participation by local citizens in the consideration of wilderness recommendations under the Wilderness Act. Last August, the Governing Council of the Wilderness Society conducted its annual meeting at Isle Royale National Park. In conjunction with our meeting, we met with these local citizens, learned of their alternative plan, and had an opportunity to review the details in on-the-ground inspection of the park.

The primary difference between the Citizen Alternative proposal and the Park Service plan involves the large exclusions

the Park Service proposes for "wilderness threshold" zones around existing developed sites. For example, in the vicinity of Rock Harbor, where the various developments, administrative facilities, lodges and the like are situated on perhaps a total of 400 acres of land, the National Park Service proposal would exclude every acre for literally miles around from wilderness--an exclusion totaling more than 6,000 acres.

We have gone over this area in detail, spending several days in hiking all the trails through and around Rock Harbor. There simply is no reason, now or in the future, to justify this enormous exclusion from the designated wilderness. The same holds true for the large exclusions proposed at Washaington Harbor, at Malone Bay, at Siskiwit Bay, between Siskiwit Lake and Lake Superior, at Todd Harbor, on Passage Island, and on Belle Island. We have visited and studied each of these sites. In no case is the large exclusion proposed by the Park Service necessary or desirable.

In particular, Mr. Chiarman, there is no rationale at all for the three 30-acre plus enclaves spotted along the Greenstone Ridge Trail. These primitive campsites can be maintained within wilderness, with pit toilets and other primitive wilderness camp necessities. It is absolutely clear to us that who ever in the Washington Office of the Park Service thought up these enclaves had no working knowledge of Isle Royale National Park, for one of the three enclaves

they have designated is in the wrong location--the primitive campsite was removed to a different location several seasons ago!! Moreover, were this nonfunctional enclave concept really necessary, the Park Service has missed a number of sites that might have to be enclaved. But the point is this: there is no need for these exclusionary enclaves. They pose a real danger, in that the thirty-plus acres in each one would be entirely out from under the controlling provisions of the Wilderness Act.

Finally, Mr. Chairman, we want to endorse the proposed "designated additions" mechanism embodied in section 1 of the Hart-Griffin bill, S. 2539. This is a clear, simple, common sense way to deal with the problem of later adding to an initial wilderness area certain small tracts of land which are presently encumbered with temporary nonconforming uses. We urge your approval of this concept, and its general extension to cover similar situations in other wilderness proposals as a matter of standard policy.

COMMONWEALTH OF VIRGINIA
SHENANDOAH NATIONAL PARK WILDERNESS PROPOSAL

The Wilderness Society strongly supports the 112,687 acre wilderness proposal of the Shenandoah Wilderness Coalition which, as the name implies, is a coalition of conservation and environmental organizations composed mostly of citizen conservationists. The members of the Coalition, after much study and many field trips, have very ably developed a sound wilderness proposal for this great park. We commend them for their excellent work and take pride in our support of their good efforts. The Coalition's work expresses itself in Senator Spong's S. 3541. We commend the Senator for his responsiveness to the views of the many citizen conservationists at work in the Commonwealth of Virginia.

As to the specifics of the two proposals before this Subcommittee, we must first express our disappointment at the failure of the Service to understand and respond to the needs of eastern USA for adequate wilderness designations. This failure is due primarily to the exercise of practices and policies which favor administrative convenience and developmental potential over innovative ways of meeting limited management needs in areas which otherwise qualify for wilderness. Hence, the Service's proposal is burdened with enclaves and buffer zones which, at some point in time, could become targets for unnecessary development within the park. The Coalition has estimated that approximately 6,275 acres of wilderness may be lost in Shenandoah National Park because of buffer zones on the park boundaries. These zones are contiguous with lands recommended by the Service for

wilderness designation and are themselves of wilderness quality.

Various corridors and enclaves totaling 2,722 acres are also excluded by the Service. We direct the Subcommittee's attention to a 39 acre enclave in NPS Wilderness Unit 3 for the historical Corbin Cabin, built by mountaineers near the turn of the century. It is accessible only by foot and used only by permit. The Wilderness Act clearly permits the inclusion of historical sites in wilderness areas, eliminating any need for an enclave.

Other exclusions are made for enclaves or corridors to trailside shelters so as to provide for motorized access for trash cleanup, wood hauling and access for search and rescue. We believe it is time that federal agencies begin to think in terms of meeting limited management needs with primitive means. While we are preserving wilderness as a part of our primitive heritage, it seems quite consistent to seek out primitive non-motorized ways of accomplishing what little management needs to be done in wilderness areas. Moreover, it is time for the Service to start a program wherein entry by the public is contingent upon strict adherence to carry-in-carry-out rules which preclude the use of cans, bottles and other items of solid waste. A vigorous program of this kind could very well eliminate much of the Service's management problem. As for wood hauling, it is perhaps time for the Service to prohibit open wood burning campfires and insist upon camp stoves. With respect to access for search and rescue, the Wilderness Act contains no prohibitions whatsoever against motorized access or other emergency measures necessary for public safety.

In NPS Unit 2 in the Peak Roadless Area, the Service has failed to

extend its proposal northward to embrace lands of equal wilderness quality, due to the existence of a two strand, wooden pole power-line used for park purposes. Another reason given is the narrowness of the park just north of the north boundary of Unit 2. While the narrowness does exist, the park boundaries quickly broaden again to several miles to embrace the mountain known as The Peak, which has excellent wilderness quality. We submit to the Committee that this very modest power-line could very well be accepted into the wilderness as a minor, temporary, pre-existing non-compatible use which eventually should be phased out when an alternative source of power becomes available. When this occurs, no further action by the Congress would then be necessary. This would permit a northward addition of 9,731 acres to the Service's proposal in this unit, i.e., the same as the Coalition's proposed total acreage of 17,552 acres. We do not regard narrowness of a minor portion of the park and a minor, temporary power-line intrusion as adequate justification for exclusion of approximately 9,731 acres of wilderness. It is also indicative of an unwillingness on the part of the Service to seek the protection of the Wilderness Act against the developmental pressures of the future which are sure to affect this park.

We also support the Coalition's view with respect to NPS Wilderness Units 4, 5, 6 and 7 that these be combined into a single unit comprising 29,830 acres. The Service would impose corridors on this unit by reason of the Madison Run Road and the Paine Run Road extending from the western boundary of the park to Skyline Drive. These are locked and gated low-grade roads infrequently used for cattle transport and

administrative convenience but which nonetheless, absent wilderness designation, may someday be successfully promoted as paved, public roads for additional access to the park. While we would not press for the cancellation of any existing cattle transport arrangement, we look forward to an early phase-out of private use of this kind. The elimination of these corridors and the protection of the Wilderness Act are clearly essential to the integrity of this area. These roads will quickly regenerate and revert to trail and thus can readily be accepted as temporary, non-conforming intrusions which will ultimately disappear.

A similar far-seeing approach can be applied to a corridor containing the Park's radio repeater station and power-line on Trayfoot Mtn. between NPS Wilderness Units 5 and 6. The power-line extends to the western boundary of the park and a management road leads into the site from Skyline Drive. Improved technology will eventually render this communication system obsolete and negate the need of the power-line and station. It would be our recommendation, therefore, that the radio station and power-line be technically excluded from the wilderness but that it otherwise be managed as wilderness by the Service. It could then automatically enter upon wilderness status without the need of further action by the Congress at such time as the station is discontinued and dismantled. With respect to the management road to the site from Skyline Drive, we would recommend its immediate inclusion into wilderness status and would deny to the Service the administrative convenience of motorized access to the site. The integrity of the

wilderness to the north and south of this entire corridor can be achieved only by this plan.

We turn now to the Bearfence Mtn. and Naked Creek Roadless Areas in the central portion of the Park in which no wilderness has been proposed by the Service. The Service's reasons apparently stem from concerns about the narrowness of the Park at certain points and external influences. The Coalition, however, proposes 6,763 acres of wilderness in the Bearfence area and 11,726 acres of wilderness in the Naked Creek area. Their field study teams have found that a wilderness experience can readily be found in these two areas. They noted that the Bearfence area is unencumbered with roads or power-lines and that the 11,726 aced Naked Creek wilderness proposal contains only three low grade primitive roads. In brief, these two areas are comparable to other areas advanced by the Service for wilderness status and we support this view of the Coalition.

Two further additions are desired by citizen conservationists with which we concur. One addition totaling about 3,000 acres is the Gibson Hollow area contiguous with the southeastern border of NPS Wilderness Unit 3 in the Old Rag Roadless Area. About 1,212 acres of this area had been proposed for wilderness by the Service in its original proposal but was deleted in its final proposal which is here under consideration. Apparently the existence of a little used low grade road along Ragged Run leading to trail shelter on Old Rag has caused the Service to exclude the area in behalf of administrative convenience.

A final addition is the Brush Mtn. country consisting of a 745 acre boundary projection in the northwestern corner of the park contiguous with NPS Wilderness Unit 1. This area is very similar to other boundary projections of the park and ought not to be excluded because of its irregular shape and possible external influences.

In conclusion, we repeat our endorsement of the citizen coalition's wilderness proposal totaling 112,687 acres.

NORTH CASCADES NATIONAL PARK -- Washington

We appreciate this opportunity to comment on the wilderness aspects of the North Cascades National Park.

The National Park Service has prepared a proposal that would make most of North Cascades Park and portions of two recreation areas part of the National Wilderness Preservation System--necessary protection for breath-taking wild country.

Specifically, the Park Service recommends for wilderness 514,000 acres of the total 674,000 acres in the Park, which clearly indicates the need for protecting the magnificent values of this area.

The Wilderness Society commends the Park Service planners for recognizing the area's exceptional wilderness qualities, but believes that several features of the proposal are inconsistent with the meaning of wilderness, as stated in the 1964 Wilderness Act. We ask that enclaves, chalets, and tramways be deleted from the Park Service proposal.

Enclaves in the Wilderness: After recommending excellent and extensive wilderness areas within the combination North Cascades National Park and Recreation Areas, the National Park Service undermines the fundamental wilderness concept by proposing that within the wilderness there shall be a number of 9-acre excluded areas called "enclaves." The enclaves would not be a part of the official wilderness (despite their natural wilderness quality) and would not be subject to the provisions of the Wilderness Act. The Park

Service proposes to build two chalets, each on a 30-acre plot. Servicing of these facilities is expected to be by helicopter--hence the large size of the exclusions. Overnight chalets do not belong in any wilderness unit. Enclaves are contrary to the intent and purpose of the Wilderness Act, a prime objective of which is to keep inviolate from the works of man the wild lands placed within the National Wilderness Preservation System. Their presence would intrude on the wild character of the wilderness itself in the most fundamental way and would open the door for the introduction of a wide range of construction, equipment and aircraft into the heart of the wilderness. They would be a most dangerous and subtle precedent leading to the degradation of wilderness values. We urge complete removal of all enclaves from the wilderness plan.

Tramways: Two tramways are included in the proposal: at Arctic Creek, in the Park and Ross Lake area, and at Ruby Mountain in the Ross Lake area. The North Cascades Conservation Council and other conservationists in Washington State believe the Arctic Creek tramway is objectionable and should be eliminated, and that the Ruby Mountain proposal needs further study. We concur. These locations should be added to the wilderness.

Buffer zones: An eighth-of-a-mile-wide buffer "management zone" is shown between the proposed wilderness and the outside boundary of the Park. The Society and other conservationists see no need or justification for such buffer zones. The Park and wilderness boundaries should coincide. There is also no justification for similar gaps shown between the wilderness and several roads. Like the boundary zones, they invite commercial development and other non-wilderness uses. These areas should be added to the wilderness.

Roads: The proposal includes construction of a spur road from the North Cross State Highway to the Roland Point campground area. The Society concurs with the North Cascades Conservation Council's recommendation that this road be eliminated, since the campground will have adequate water and trail access. Except for the immediate area required for camping in the vicinity of Roland Point, the remainder of that area not now recommended for wilderness by the National Park Service should be given wilderness status. We also concur in the Council recommendation that Stehekin Road be closed at Bridge Creek, rather than continuing to the Cottonwood campground. We concur with the northwestern conservation organizations that the portion of the old Stehekin Road above Bridge Creek should be allowed to revert to trail condition and the area included in the wilderness.

Motorized Vehicles: The proposal includes permitting mechanized over-the-snow use of selected roads. We concur with the North Cascades Conservation Council that motorized trail vehicles should be barred on all trails within the Park and recreation areas except the motor bike trail proposed in the Ross Lake area.

STATEMENT OF ANSON COURTER, CHAIRMAN OF THE CONSERVATION COMMITTEE
OF THE APPALACHIAN TRAIL CLUB

Mr. Chairman, Members of the Committee: My name is Anson Courter. I am chairman of the Conservation Committee of the Potomac Appalachian Trail Club, and a member of a Wilderness Study group of conservation organizations. The PATC assists in maintenance of The Appalachian Trail in the Shenandoah National Park as requested by the Superintendent and maintains side trails and locked cabins as a concession within the Park under the general direction of the Park Staff. We filed statements approving proposed Shenandoah Wildernesses at the filed hearings in June, 1967.

First, I would like to express the Club's appreciation of the work of the National Park Service in describing and delineating possible areas for wilderness protection, and also the long years of work by the Shenandoah staff which has enabled the natural growth of the Park to approach a climax forest state. Any differences of opinion which we may have are due to somewhat variant concepts of the Wilderness Act terms and do not reflect any unpleasant relationships.

The Wilderness Act can protect natural areas that, by forest growth time, are rapidly concealing the works of man, particularly the machine serving works of man. The educated eye will be able to see such works for centuries; an eighteenth century archeologist with contemporary knowledge could have located many evidences of the Hopewell culture in the Northwest Territory, indeed the elders of my home counties in Illinois, Lawrence and Wabash, believed that George Rogers Clark camped on an Indian Mound before crossing the Wabash to lay siege to Vincennes. The country in 1778, by all accounts, was a wilderness.

Putting a Parks area in Wilderness classification requires no expenditure of money for land purchase or construction and prohibits no uses now permitted in undeveloped natural areas of the Park. Whether additional expense will be caused by protection of the Wilderness depends to a large extent on the affection and habits of the users. State highway signs warning of fines of \$50 and up for littering the roadside are known to all who drive cars. Fouling a Park is worse; while motor roads make such practices easier, absence of such roads in a Wilderness area necessitates more man hours for a cleanup. I have never seen a City, State or Federal Forest or Park employee who would not do more creative work than picking up trash and garbage if given the chance. The answer to such abuse, I hold, lies not in taking the area out of the Wilderness, but in taking the offender out of the Wilderness. The young need to be educated, gently and by example. The adult should be required to bear the expense of his dirty and careless habits. I have for some twenty years hiked with as many as fifty members of various hiking clubs who did "take nothing but pictures; leave nothing but footprints" and who cheerfully packed out empty what they packed in full. Firebuilding must be according to directions as to time and place. Use of an area by thousands undoubtedly lessens freedom; spruce bough beds can be made by that many people only by snaggle tooting the Wilderness—and red and blue spruce are not native to this region. A fragile area can be enjoyed by sight, smell and sound along the trail without trampling it down, and birds sing best for those who talk least.

The proposed management zones of two hundred twenty yards bordering each Wilderness are in some cases too broad. Such width may be necessary where there is an easement for a road right of way, where fringe parking and easy traverse may open the zone to sit, spill and toss use, or along Skyline Drive where vista cutting is required to open a view. A lateral furlong zone along a fell side, or on a boundary with private property where the slope is away from the Park, or on the sides of interior service roads that may be passing out of use seems excessive.

An enclave of forty acres around Corbin Cabin is apparently based on a measurement of one furlong from the center of the Cabin. This cabin was constructed of squared logs about 1911, and now has a metal roof. The PATC maintains it as a concession; it is used as a central point for side trail work and for weekending and weekday use by PATC members and the general public wanting to hike, fish or rest in a wild area. Dimensions of one sixteenth of a mile from the cabin center would enclose ten acres; the natural growth approaches more closely than this. No building has an infinite life; I do not know whether eventual replacement is planned, or whether the site will be allowed to revert to the wild. I do not think that we would request use of trees from forty acres, or use of mechanical equipment in rebuilding.

Others will describe the character of roadless areas south of Whiteoak Canyon. Aside from boundary zones there seems to be general agreement on the proposed Byrd Wilderness, number 3 on Map A of the NPS recommendations. Around Hazel Mountain, along the Broad Hollow Trail and up Broken Back Run alongside Robertson Mountain there are vanishing remains of stone walls and cabin foundations. On a small flat at the top of Broken Back the shape, size and frequency of the trees show that a small house stood within a clearing. Now only the loudest truck and airplane noises intrude—unless an off the road motor vehicle violates Park regulations.

Smaller, but equally wild areas lie north of proposed Wilderness area 2, the North Thornton. Just outside the proposed north boundary is a small power line leading from the east side up to Elk Wallow Gap. This might be treated as a non conforming use until it can be replaced by a line from a different direction or technology permits an underground line; the Wilderness could then be extended to include most of North Marshall Mountain and The Peak, like Old Rag, an outlying mountain. Care for an old mountain Cemetery along Keyser Run Road just off Jinny Grey Road, no longer used as a service road, could continue as long as the living remember the dead. Beyond are Little and Big Devil Stairs; the size distinctions befit the widths of the canyons and the height of the stones in the stream beds over which the blue blazed trails meander. The Park is narrow between these two canyons: one standing on Skyline Drive can see far across the proposed extension of the Wilderness; from the inside the feeling is one of remoteness. The Bluff Trail runs past the head of Big Devil, connecting with the Marshall Fire Road, now grassing over, and a side trail to the Peak. Forest regrowth in this area is excellent.

We also believe some extension of proposed area 1, on the northwest side of the park is possible. This is centered on Knob Mountain and Jeremy's Run, crossed sixteen times by a blue blazed trail. The lower end of this trail passes out to a country road across private land. Many other side trails traverse private holdings, or use onetime roads. Continued use of these trailends to avoid re-climbing to the starting point may finally depend on whether a public way has been established and used continually in the past; however, landowners have gladly cooperated with those establishing the present trail widths and with considerate users. The Jeremy's Run trail outside the Park is a good example of this. Consideration must be given the dweller whose property the trail crosses or abuts. His field or garden is not a public parking place by preemption. The difference between "mine" and "yours" can be legally established. "Ours" is of a higher order than either, and without understanding and acceptance of the difference between "ours" and "mine" Democracy is impossible.

STATEMENT OF RUSSELL AND BARBARA TABBERT, PORTAGE, OHIO

We wish to speak in support of wilderness designation for Isle Royale National Park and, specifically, to support S. 2539. We feel that this bill contains the necessary provisions for protecting the unique wilderness qualities of the island. However, we will suggest two additional features which we feel should be added.

We know the island well from having worked on the island many summers, first for the concessionnaire at Rock Harbor Lodge and then for three summers in the heart of the wilderness at Ishpeming Lookout. So we feel that we are familiar with the situation both in the developed portions and in the back country.

The park's prime value lies in its virtually complete wilderness character which is enhanced by remoteness and by its Lake Superior setting. There are no spectacular natural wonders to thrill the casual sightseer and no non-wilderness recreational potential which cannot be found easily and in abundance on the mainland. We do not feel, therefore, that the Isle Royale should be developed and managed in an attempt to satisfy other outdoor recreational users. This is particularly true when that development and these activities would reduce the quality and extent of the wilderness. By protecting 132,700 acres of the island that this bill designates as wilderness, we would effectively eliminate the threats of incompatible uses.

From our experiences spanning many summers we see two main threats to the wilderness character of the island.

In the island the danger comes from too many people trying to be on the same trails and in the same developed campgrounds at the same time. This past sum-

mer there were days when fifty or more people would be crowded into the Lake Desor or Hatch Lake campgrounds—camps designed to accommodate two or three small parties. Needless to say, there was frequently considerable unhappiness with the situation. There will need to be limits on the number of people who can be at a given place at a given time. The other alternative would, of course, be to develop sufficient new and expanded facilities to take care of everyone who comes. But this would clearly destroy the uniqueness of an Isle Royale wilderness experience and this must be prevented. Enactment of a strong wilderness bill, such as S. 2539, would go far towards cutting off this threat of expanded development before it started. The inland lakes would all be included in the wilderness area and, thus, there could not be extensive expansion of shelters and other facilities. However, that threat would still exist in the proposal recommended by President Nixon, since rather large areas around the inland camps are excluded from wilderness designation.

The second main threat to the wilderness quality of Isle Royale comes from the nature and extent of the activities around the periphery of the wilderness and above it.

The second most frequent complaint which we heard this past summer (crowding first) was that the two airplanes operated locally were continually shattering the quiet by flying directly over the island. The smaller plane is leased to the Park Service for its protective, maintenance, and emergency needs, but it is also available for private charters. The larger plane is strictly for carrying visitors and it flies a regular route between Rock Harbor and Windigo and Rock Harbor and Houghton. There would seem to be no reason why both planes could not fly the majority of their trips between Rock Harbor and Windigo over the water. This would add only a few minutes flying time and would greatly lessen the annoyance to back country users. If such provision is not made mandatory by the Wilderness Act itself, then we would strongly recommend that it be written into the bill which designates the Isle Royale wilderness.

It should perhaps be a point of concern of this committee as to why both planes are even necessary and why the Park Service is so cooperative in assisting the private concessionaire in handling his non-official flights. The passenger plane is one of the sources of the increased visitation problems. With the boats there is a ceiling on how many people can get to and return from the island. But with the airplanes now available, both for regular flights and for charters, the upper limit is considerably increased. And considerable amounts of time are spent by NPS personnel on the official NPS radio net handling reservations and schedule for both regular flights and charters.

The other threat to wilderness quality is the impact that motor boats and cruisers have on the periphery of the island. One of the most beautiful and unique aspects of Isle Royale is its wild, rugged shoreline in conjunction with the clear, crystalline waters of Lake Superior. An important part of an Isle Royale wilderness experience is being able to camp in quiet and solitude near the lake. Yet it is virtually impossible to do so. Most of the lakeside camps have long docks which allow many and quite large vessels to tie up. Not only do they then compete for facilities and add to the crowding, but there is frequently a conflict in the interests and behavior of the wilderness campers and the passengers on the yachts and from the boats. The result is that often the wilderness campers come away very unhappy and indignant about their experiences at Malone Bay, or Siskiwit Bay or McCargo Cove.

There should be lakeside camps where access is limited just to people who got there either on foot or in hand-propelled boats. This could be accomplished in this legislation by including certain portions of the Lake Superior waters within the wilderness and thus making them off-limits to private motorized boats. We would recommend that serious consideration be given to including the following: the lower portion of Siskiwit Bay, Todd Harbor, McCargo Cove, Duncan Bay, Five Finger Bay, Robinson Bay, Pickerel Cove, Lane Cove, Stockly Bay, the lower portion of Tobin Harbor, and Moskey Basin.

In fact, we would go so far as to recommend that *all* park waters be included in wilderness, and thus put out of bounds to private motorized boats. The original recommendations of the National Parks and Conservation Association on this point should be seriously considered. Though now Lake Superior provides a protective moat against easy access, is it unrealistic to think that technological developments in in-water or over-water transport will destroy the effectiveness of that barrier? We should remember the lesson of the snowmobile and include

provisions now which would prevent a similar situation from developing around Isle Royale.

In conclusion we would like to urge that the seeming restrictiveness of S. 2539 and of our suggested modifications does not stem from the elitist arrogance that has occasionally been charged to preservationists. Clearly we need a large number of parks which will provide for a variety of outdoor interests and activities. But just as clearly we do not need to provide for that variety in every park. Each park, by virtue of its location and features, is suited to provide for a certain range of the total possible spectrum of activities legitimate to parks. To try to include more than that suitable number is to lessen the overall quality of each. One of the legitimate resources that the national parks should provide and protect is true wilderness—not all of all the parks, but some of some, according to careful study of the suitability of individual parks and the overall needs of the park system. If this criterion is applied to Isle Royale then, we believe, that the conclusion must be (1) that its prime and most important resource is in providing the potential for a true wilderness experience and (2) that this is a resource which is in serious shortage in the populous mid-America region in which the park is located.

Therefore, we urge you to enact S. 2539 with the strengthening amendments that we have suggested.

STATEMENT OF A. STANLEY THOMPSON, SPERRYVILLE, VA., REPRESENTING THE RAPPAHANNOCK LEAGUE FOR ENVIRONMENTAL PROTECTION

Mr. Chairman and Members of the Committee: I am a resident of Rappahannock County, Virginia, and a member of the Rappahannock League for Environmental Protection. The League is composed of citizens concerned with ecological and environmental matters which involve Rappahannock County, which borders on Shenandoah National Park. The Rappahannock League for Environmental Protection is a participant in the Shenandoah Wilderness Coalition. We support S3541, the Shenandoah National Park Wilderness Proposal, which sets aside 112,687 acres as wilderness. We believe that the preservation of underdeveloped wilderness areas, inaccessible by automobile, is particularly important in regions as close to major population centers as is Shenandoah National Park.

We believe that the buffer zones shown in the Park Service Plan should be included in the wilderness designation, as specified in S3541. These buffer zones include many areas as beautiful as any proposed for wilderness designation. Near Sperryville, for example, there is a region of Oventop Mountain, of perhaps a quarter section, which includes a rock promontory 2250 feet high with a commanding view. This beautiful area is designated in the proposal by the National Park Service as part of the buffer zone. This is a sample of buffer zone areas which could well be included as "wilderness".

STATEMENT OF HANNA DE VEGH, WASHINGTON, D.C., ON SHENANDOAH NATIONAL PARK, VA.

Mr. Chairman: I wish to testify in support of *Bill S. 3541*, introduced on April 27, 1972 by Senator Spong of Virginia, proposing that about *112,678 acres* of the Shenandoah National Park be granted wilderness status. Said Bill, which coincides with "alternate wilderness proposals" made by citizens as shown on map Exhibit D, aims at the consolidation of adjacent wilderness areas, *omitting* so-called "wilderness threshold" or buffer zones along Park boundaries and omitting corridors through wilderness areas.

I am fully aware that difficult problems of traffic, flood control, etc. are involved here and that the proposed wilderness is a comparatively narrow strip of land, close to urban centers. Without going into details, which I am sure other witnesses are better qualified to clarify, and speaking simply as a citizen who finds peace and renewed strength on hikes in the beautiful forest after the stresses and noise of urban life—I nevertheless *strongly urge the establishment* of the proposed wilderness. We have so very little of that type left now in the East where the visitor can see some of the land as it was when the first settlers came, where city dwellers can reverently admire a still unimpaired part of America the Beautiful. It is remarkable that despite the very heavy traffic along Skyline Drive and the concentrations at visitors centers, hikers soon find

themselves in areas with every characteristic of a true wilderness, where one feels far removed from civilization and close to the wide open spaces. Let us preserve it that way.

Thank you.

STATEMENT OF HANNA DE VEGH, WASHINGTON, D.C., ON ISLE ROYALE NATIONAL PARK

Mr. Chairman: As a citizen deeply concerned about the future of our wilderness areas, I wish to testify in support of *Bill S. 2539*, introduced on September 17, 1971 by Senators Hart and Griffin of Michigan, proposing the designation as wilderness of about 132,700 acres in the *Isle Royale National Park*. I also support the *Amendment* of said Bill, proposing that the small islands to the NE of Isle Royale, which are at this time under the jurisdiction of the Bureau of Land Management, be included.

My unforgettable visit to Isle Royale in the summer of 1970, during which I covered over 80 miles of the Park's trails from both ends, as well as a subsequent study of the problems involved convinced me that the island complex is indeed a rare gem among the many wonders of our country—not only from an esthetic viewpoint, but also as an ideal outdoors workshop for scientific research and education in many fields. Still almost entirely free from human interference, the highly interesting natural balance of the moose-wolf population can be observed there, to mention only one of the area's fascinating aspects. I wish to avail myself of this opportunity to express once more my grateful appreciation for the efficiency and helpfulness of the Island's Park Service staff, for dedicated efforts made by the Service to protect that wilderness from the ever-present dangers of fires, poaching, vandalism, etc.

The Isle of Royale wilderness is extremely vulnerable; it is also remote and difficult of access, even in summer; navigation for small boats is hazardous. In view of the above circumstances, no pressures from large crowds of visitors are likely in the foreseeable future. I therefore propose that *only already existing management and visitor facilities at Rock and Washington Harbors and on certain islands (as indicated on Exhibit D) be excluded from wilderness status, and that no "wilderness threshold" or buffer zones be designated along the shoreline. Specifically, all camp sites in the interior and most camp sites along the shoreline should be included in the area to be designated as wilderness. May I call your attention here to the outstanding beauty and interest of the numerous offshore islands: each has a wealth of unusual features—rare plants, animals, rock formations; each is different and offers wonderful opportunities for study and peaceful wilderness recreation. They should be included.*

Anything short of the proposed acreage would inevitably result in a gradual deterioration of this fragile wilderness. Many areas for other types of recreation exist in that part of the country; I believe that if any expansion of the existing visitor facilities should prove to be necessary at all, these should be restricted to the *simplest forms* (shelters, tents), *in keeping with the characteristics of the environment*. I also hope in this context that it will be possible in time to *include the surrounding waters and submerged islands* (approx. 405,500 acres) in the Isle Royale Wilderness; there waters are today open to commercial fishing and shipping; the State of Michigan has reserved oil and mineral rights there.

In conclusion: we who try to raise our voices in defense of our country's wilderness assets and still unpolluted waters there are often under attack as eccentrics; we have even been called selfish and undemocratic. The future will prove otherwise. New facts on the frightening depletion of our planet's vital resources—clean air and water—prove our concern to be well-justified, and I am glad to note that young people today show an ever-increasing interest in wilderness preservation issues. I hope and trust that wise legislation will soon be enacted to establish the Isle Royale Wilderness for all those who seek the challenges and rewards of a completely natural environment, and for those who will walk the rugged trails of the Isle Royale wonderland long after we old hikers reached our final campsite.

Thank you.

STATEMENT OF A. DURAND JONES, REPRESENTING THE FLORIDA CHAPTER OF THE SIERRA CLUB

Mr. Chairman, I am Randy Jones of Maitland, Florida. I am here today representing the Florida Chapter of the Sierra Club. The Florida Chapter has about

1,500 members in a state that is known for its great concern for environmental matters.

I appreciate the opportunity to appear here today to add my support to the proposals to create the Florida Keys and Cedar Keys Wilderness areas.

In an area that is undergoing a tremendous rapid rate of development, the Florida Keys remain one of the few natural roadless areas in South Florida. A scattered series of small islands in the tropical waters off the southern coast of Florida, the Florida Keys are a haven for all types of wildlife. The Key Deer, Key West and Great White Heron Refugees all are the breeding grounds of numerous species of birds that are rare to North America, like the Bald Eagle, Osprey, Swallow-tailed Kite, Roseate Spoonbill, White Crowned Pigeon and Cuban Yellow Warbler. The Great White Heron Refuge was created to protect the largest of all herons in its very limited Range. The warm clean waters surrounding these islands are the wintering grounds for millions of water fowl every year as well as being the home of the Giant Sea Turtles which use the white sandy beaches of the Key West Refuge on which to lay their eggs each year. These species are rapidly disappearing from North American waters, due to increased pressures on their populations and the destruction of natural protected breeding grounds. The Key Deer Refuge was created to protect the home Range of this small subspecies of the White-tailed Deer, which was almost forced to extinction several years ago, saved only by the hard work of concerned citizens and the Bureau of Sport Fisheries and Wildlife.

The Florida Keys are unique to North America, and the lands within these refuges need the statutory protection of the Wilderness Act, to protect them from the advance of civilization and to insure the preservation of their special values. The proposed wilderness areas as recommended by the administration and as introduced by Senator Chiles and Congressman Fascell on the House side, are the result of a thorough study. The proposal, which would place 4,740 acres in the Florida Keys Wilderness has our complete support.

CEDAR KEYS

The Cedar Keys National Wildlife Refuge consists of a series of 4 islands which lie 2-3 miles off shore from the town of Cedar Keys, Florida. Bird, Seahorse, Snake and North Keys are truly different from most islands in the Gulf of Mexico, for they are the remains of old Sand Dunes, rather than being formed by the actions of the sea. As such they have a higher altitude than most barrier islands which support a large variety of plants and wildlife.

Important nesting grounds for many of the colonial birds that Florida is noted for, these islands also provide nesting habitats for a great number of ospreys and for Bald Eagles both of which are endangered. These islands are also the home of numerous rodents, which are preyed on by a very large population of cottonmouth mocassin snakes. The cottonmouth, though, is only one of ten species of reptiles found within the refuge. These animals all live together in a very delicate and intricate balance of nature. The protection of the Wilderness Act would insure the protection of these islands and their wildlife, for all future generations.

Located on Seahorse Key is a lighthouse, built in 1855. While normally this historic lighthouse would qualify for inclusion in the wilderness area, it is currently leased by the University of Florida as a Biological Research Station. Therefore we support the exclusion of this lighthouse from the proposed wilderness. H.R. 736, as passed by the House, excludes a smaller area for the lighthouse than does S. 3119 (3 rather than 6 acres). The 3 acre exclusion was passed by the House is sufficient to include the lighthouse and surrounding grounds. Therefore it is not necessary to exclude any additional acreage.

The proposal to place the Cedar Keys Refuge in the National Wilderness Preservation System, as introduced by Senator Chiles and Congressman Fuqua on the House side is an excellent one. This proposal, in the language of H.R. 736 which has passed the House, has our full support.

Thank you, Mr. Chairman.

STATEMENT OF CANOE CRUISERS' ASSOCIATION

The Canoe Cruisers' Association respectfully requests that this statement be included in the written record of the Hearings held before the Public Lands Subcommittee of the Senate Interior and Insular Affairs Committee on wilderness proposals.

The Canoe Cruisers' Association (CCA) supports the Bill No. S. 3541 introduced by Senator Spong proposing seven wilderness areas within the Shenandoah National Park.

During the past fifteen years CCA membership has swelled to over 1,100 persons, with most of that membership living in the areas surrounding Washington, D.C. The Shenandoah National Park is frequently used by CCA members, its close proximity to the city of Washington makes this a Park we feel most strongly about protecting. CCA firmly believes that sections of the Park can best be protected by the exclusion of *all* development; that sections of the Park should be preserved for future generations to enjoy; and that such protection should be extended to as large an area as possible, NOW.

The history of the area is well known and is not the subject of this statement. However, water is of prime concern to members of the CCA. The drainage area for many of the local streams which we paddle is located within the boundaries of the Shenandoah National Park and we respectfully request that you give rapid passage to Bill No. S. 3541. We urge you to protect by the creation of seven wilderness areas, 112,687 acres, the groundwater, run-off to creeks and runs which, when joined to others, become the streams and rivers we paddle and enjoy.

It is CAA's belief that the only way to protect areas for future generations is to declare and create these wilderness sections within the Park. We have studied the proposals of the Park Service and those of the Bill No. S. 3541 and have reached the conclusion that S. 3541 improves upon the former proposal and therefore presents to us the best possible means of protection for the areas described therein. The coalition which was formed to study the Park Service proposals conducted many field trips through these areas so it is with dusty boots that we plead our case.

Canoeing wild streams and hiking or camping in wilderness areas are pursuits of leisure tenaciously undertaken by CCA members. The many trails throughout the Park are well-known to and well-trodden by us and CCA therefore strongly urges their preservation and protection.

As the Shenandoah National Park is so close to the Nation's Capital it seems to us to add weight to the argument that wilderness areas located within this park would be of great importance to those living in the immediate area around Washington. And as we are sure you will give this matter prompt attention we respectfully urge you to approve and give rapid passage to Bill No. S. 3541, the Shenandoah National Park Wilderness Proposal.

STATEMENT OF JACK HESSON, ALASKA REPRESENTATIVE, SIERRA CLUB

Simeonof National Wildlife Refuge embraces a 10,853-acre island in the Shumagin Islands, and about 14,418 acres of adjacent submerged lands. With the exception of the area occupied by some ranch buildings, the entire refuge is proposed for wilderness system status. Approximately 300-500 sea otters and from 300-1,000 hair seals are found within the refuge boundaries.

Chamisso, a 455-acre refuge in Kotzebue Sound, includes Chamisso and Puffin Islands, plus several islets. The refuge contains numerous sea-bird colonies, including horned and tufted puffins, Pacific kittiwakes, thick-billed and common murres, and glaucous gulls. Like Simeonof, the entire refuge is proposed for wilderness status. The Sierra Club supports the Bureau of Sports Fisheries and Wildlife's wilderness proposals for both refuges.

Izembek National Wildlife Refuge, located at the tip of the Alaska Peninsula, contains 415,300 acres. Of this total, 95,300 acres of tide and submerged lands are owned by the state of Alaska. Of the 320,000 acres under federal jurisdiction, approximately 300,000 are proposed for wilderness status by the Bureau of Sports Fisheries and Wildlife. Exclusion of 20,000 acres is proposed because of desired development of refuge management and public access facilities, and because of abandoned military installations.

The Sierra Club fully supports the designation of 300,000 acres, but opposes the exclusion of all of the remaining 20,000 acres. This proposal was prepared prior to recent settlement of the Alaska Native claims. Following that settlement, approximately 75,000 acres of refuge land proposed as wilderness is now subject to Native selection in two refuge areas: Right-Hand Valley and the Middle Lagoon area near Morzhovi Bay. While portions of these areas might *not* be selected by the villages of King Cove and False Pass, respectively, the potential loss of refuge lands points up the need for proposing the maximum amount

of qualified lands for wilderness status. Therefore, the Sierra Club recommends that the existing road system be excluded from the wilderness proposed through the use of road *corridors*, rather than encompassing these roads in the proposed 20,000-acre block. Cold Bay and Range Headquarters would of course be pockets of nonwilderness, as would the proposed research stations and public recreation areas. Use of the corridor concept should enable the Bureau to reduce the 20,000 acre figure considerably.

There remains the jurisdictional question of Izembek's lagoons, which contain the world's largest eel-grass beds. Ineligible for inclusion because they are state-owned, they are nonetheless vital to the ecological integrity of the proposed wilderness and to the Refuge. The Bureau suggests that "concurrent [wilderness-designation] action by the State of Alaska to preserve the wilderness character of these lands would be an effective alternative." Our experience with the state of Alaska to date, however, would indicate that no such concurrent wilderness designation will be forthcoming. Legislation now pending in the state legislature would establish "critical habitat" areas in a number of state-owned bays and lagoons along the Alaska Peninsula, including the tide and submerged lands of Izembek. Developments proposed within the boundaries of a "critical habitat" area would first be reviewed by the Alaska Department of Fish and Game. Changes in the development's specifications and plans could be required. But even this minimal approach to protection of Izembek's lagoons is opposed by the present state administration and by the oil and gas industry.

Exploration for oil and gas must not be permitted within Izembek. The Sierra Club therefore recommends that Congress, when it places Izembek within the Wilderness Preservation System, also direct the Secretary of the Interior to explore with the state of Alaska the exchange of other federally-owned uplands for the 95,300 acres of state-owned tide and submerged lands within Izembek. State-federal exchanges are provided for under Section 22e of the Alaska Native Claims Settlement Act.

STATEMENT OF HON. JAMES D. "MIKE" McKEVITT, A U.S. REPRESENTATIVE IN CONGRESS FROM THE STATE OF COLORADO

Mr. Chairman, I appreciate the opportunity to express my support for S. 1198 which would authorize a feasibility study of the Indian Peaks area in Colorado for wilderness classification. As you know, a companion measure was introduced in the House by Congressmen Brotzman, Evans, and myself. While no hearings have been scheduled, it is my hope that the Congress may move expeditiously on this legislation.

Let me briefly describe the Indian Peaks area. It lies south of Rocky Mountain National Park in both the Arapaho and Roosevelt National Forests. Its character is pristine, uninhabited by man, and, of course, undeveloped. Its jagged and protruding mountains rise to elevations over 13,000 feet. Spotted with large and small lakes, the area is sixteen miles in length and nine miles in width. In addition, the Indian Peaks is bisected by the Continental Divide leaving almost equal segments in Grand County and Arapaho National Forest on the West and Boulder County and Roosevelt National Forest on the East. There are various species of alpine fauna represented in this area. Deer, elk, bear, bobcat, and cougar inhabit the Indian Peaks. Some 90 miles of trails provide foot and horseback access into the scenic valleys. In short, Mr. Chairman, this area clearly fits the requirements of the Wilderness Act and offers scientific, educational and research values to those participants of this wilderness experience.

S. 1198 would initiate the process by which the Indian Peaks area could receive Wilderness status. I understand, however, that the Forest Service has placed wilderness study priorities on those areas already classified as Primitive. As the Committee knows, this is justified because the 1964 Wilderness Act directed the Forest Service to review all existing Primitive areas for wilderness designation by 1974. Yet a large number of Primitive areas still have not received adequate Forest Service examination. While time is growing short, it is my hope and belief that the Forest Service will meet the directives of the Act.

But what of those areas not so fortunate to have been designated as Primitive? Certainly, many areas will not be hard pressed for immediate consideration. However, the Indian Peaks is experiencing proximate metropolitan and industrial growth. Just an hour's drive from the Denver metropolitan area, the Indian Peaks will continue to be the object of increased interest in outdoor recreation.

Mr. Chairman, the Indian Peaks faces an interesting dilemma. On the one hand the Forest Service must give priority to those designated Primitive areas, while on the other hand de facto wilderness areas, such as the Indian Peaks, require the study and attention of the Forest Service in order to maintain wilderness character.

Proper management can delay development efforts but only the law can permanently preserve this beautiful wilderness.

I would ask that the Committee give special and urgent consideration to give the Indian Peaks adequate protection, not through management but through the law. Very few areas of wilderness quality are so closely situated to a metropolitan area as is the Indian Peaks area. Mr. Chairman, I deeply appreciate this opportunity to express my support for S. 1198.

AMERICAN MINING CONGRESS,
Washington, D.C., May 5, 1972.

HON. FRANK CHURCH,
Chairman, Subcommittee on Public Lands, Committee on Interior and Insular Affairs, U.S. Senate, Washington, D.C.

Dear SENATOR CHURCH: The American Mining Congress wishes to comment on several bills pending before the Subcommittee that would designate additional areas to the National Wilderness Preservation System. We would appreciate it if this letter could be included in the hearing record.

S. 1198 would authorize the Secretary of Agriculture to review as to its suitability for preservation as wilderness the Indian Peaks area in Colorado. We urge that the review process include a mineral survey to be conducted by the U.S. Geological Survey and U.S. Bureau of Mines. These surveys are beneficial and most essential if the Congress is to have the benefit of professional technical advice on the presence or absence of minerals in areas being considered for wilderness designation.

S. 1441 would designate the Flat Tops Wilderness in Colorado. The American Mining Congress urges that this proposed wilderness addition remain open to the operation of the mining and mineral leasing laws until December 31, 1883, as is provided for in S. 1441. Negative mineral resource information, together with a recommendation that the lands are primarily important for wilderness values, must not be construed to mean that wilderness preservation should be accompanied by immediate prohibition of further creation of tenure rights in mining locations or mineral leases. The present state of the ore-finding art is not sufficiently advanced for subtle clues of possible deeply buried metalliferous deposits to be recognized by rapid field coverage such as undertaken by the U.S. Geological Survey and U.S. Bureau of Mines in their mineral surveys conducted pursuant to the Wilderness Act.

S. 2453 would designate fourteen additional areas to the Wilderness Preservation System. The following areas included in the bill were studied by the Bureau of Sport Fisheries and Wildlife; however, the study did not include a mineral survey: (1) Farallon National Wildlife Refuge, California; (2) Chamisso National Wildlife Refuge, Alaska; (3) National Key Deer Refuge; (4) Great White Heron National Wildlife Refuge; and (5) Key West National Wildlife Refuge, Florida; (6) Izembek National Wildlife Refuge; and (7) Aleutian Islands National Wildlife Refuge, Alaska; (8) Breton National Wildlife Refuge, Louisiana; (9) Isle Royale National Park, Michigan. The American Mining Congress believes that a wilderness should only be established after thorough study and review. Review procedures followed by the Secretary of the Interior prior to making wilderness recommendations should include mineral studies by the U.S. Geological Survey and U.S. Bureau of Mines. If the United States is to maintain a strong minerals position, large areas of public domain should not be withdrawn from exploration and development without a thorough assessment of mineral potential. In its recent report to the President and Congress, the Public Land Law Review Commission stated:

In connection with consideration of statutory exclusion of mineral activity from designated public land areas, Federal agencies should make mineral examinations which will provide reliable information concerning their mineralization. Too often in the past exclusions have been accomplished with

little or no knowledge of mineral values. Since it is often essential to act promptly in deciding whether mineral activity should be excluded, we urge dispatch in making these mineral surveys before an urgent situation arises.

It is the opinion of the American Mining Congress that the areas listed above under S. 2453 should not be considered for designation as wilderness until such time as thorough mineral surveys have been completed and the results reported.

Sincerely,

W. HOWARD GRAY, *Chairman,*
AMC Public Lands Committee.

WESTERN WOOD PRODUCTS ASSOCIATION,
Portland, Oreg., May 4, 1972.

HON. FRANK CHURCH,
Subcommittee on Public Lands, Senate Committee on Interior and Insular Affairs,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: The Washington Forest Practice Committee of Western Wood Products Association is submitting this statement supporting all resource management of federal lands and respectfully requests the letter be placed in the Senate Interior Public Lands Committee record as testimony on S. 2453.

The attached statement given to the Park Service during public review of the proposed Master Plan for General Development and Wilderness Classification of this area relates our viewpoint with some detail. This statement is one of a very few presented by an interested group which was supportive of much of the Plan as written and proposed management and public usage according to need rather than subscribe to the preservation group position which opposed practically every planned component except for pure wilderness. The resultant Park Service recommendation which was finally incorporated in your bill was substantially modified from the original recommendation based on resource conservation (not just preservation), resource availability and needs of the people.

You will note in our statement that we favored most of the imaginative, people-oriented aspects of the Plan which would have contributed greatly toward realization of the "outdoor museum" ideal of the Park Service if retained in the proposal. Currently the Plan denies many of these aspects as well as the intent of Public Law 90-554 to provide greater skiing opportunities.

The most critical aspect of the current proposal in our view is that the National Recreation Areas created under Public Law 90-554 would effectively be barred from the use pattern for which they were dedicated. Wilderness classification of these NRA's would, in fact, abrogate their management direction in large measure if the responsible agency was to faithfully follow existing policy authority. (See attachment.)

During the North Cascades hearings, no one took the Park Service very seriously when they stated that there would be some timber harvesting in the NRA's under Park Service management and the intervening years have shown this skepticism to be well founded. There were many, however, who accepted establishment of the NRA's at face value and looked forward to the added recreational benefits compared with those of wilderness. Now it seems that the original commitment will not be realized unless the proposed wilderness classification is withheld from the National Recreation Areas and the Park Service is directed to manage them in conformance with existing authority and Congressional intent.

In classifying land for inclusion in the Wilderness Preservation System there is a current practice of evaluating three criteria: suitability, availability, and need. In reference to Ross Lake and Lake Chelan National Recreation Areas, there may be a legitimate question as to the first two of the above named criterion. However, regarding the later criteria of need, there should be no doubt in any reasonable person's mind that no need for wilderness exists there in the North Cascades amid the super-abundance which presently exists.

Very truly yours,

ROBERT WILSON,
Chairman, Washington Forest Practice Committee.

WESTERN WOOD PRODUCTS ASSOCIATION,
Portland, Oreg., June 17, 1970.

Mr. JOHN A. RUTTER,
Northwest Regional Director,
National Park Service,
Fourth and Pike Building,
Seattle, Wash.

DEAR SIR: We have carefully considered and generally approve of the proposed Master Plan for General Development and Wilderness Classification of the North Cascades Complex, North Cascades National Park, Lake Chelan National Recreation Area and Ross Lake National Recreation Area heard publicly June 5 and 6, 1970 in Wenatchee, Washington.

Our members have an abiding concern with what goes on inside of the above-mentioned jurisdiction for two reasons:

1. The management of this expansive area will both directly and indirectly affect land use outside the boundary.
2. We are avid outdoorsmen and dedicated conservationists in our own right, who want to see the full potential of this great area realized in perpetuity.

Regarding Development and Wilderness Management, we submit the following comments and recommendations:

A. *Enclaves in Wilderness.*—The hostelry sites for chalets and shelters are a farsighted provision for protecting the natural resources.

1. By providing adequate sanitation control,
2. Supplying for non-consumptive wilderness use.
3. Excellent opportunity for interpretive programs,
4. Centers for other necessary administrative activity.

Further regarding structures, we suggest that all buildings in the proposed wilderness area such as snow survey or other administrative cabins do not conform to this primary use and should be dismantled as soon as practicable.

B. *Tramways.*—We strongly urge that *all four* proposed tram routes be implemented—including the Colonial Peak tramway, which will provide an unparalleled glacier view at close quarters. It is further urged that, in keeping with the intent of Public Law 90-554, other tramway and lift locations be developed which will provide greater skiing opportunities than those locations presently under consideration.

C. *Roads.*—We support your plans for replacing the Bridge Creek crossing and maintaining the road open to Cottonwood Camp on the Stehekin. An adequate corridor of at least 900 feet slope distance should separate the road centerline from the wilderness boundary on each side.

The proposed road to Roland Point and the car ferry to Hozomeen will become a very valuable means to expose the traveling public to this magnificent area with a minimal impact on its resources.

D. *Wilderness.*—The so-called "management zone" between the wilderness boundaries and the National Park and Recreation Area exterior boundaries is an excellent concept which should be elaborated upon. Our recommendation is for a ¼-mile strip—and not necessarily roadless—for the following reason: Experience has already demonstrated that it is very necessary to provide space for intensive management measures to quell the progression of natural disasters emanating from an essentially unmanaged area. Example—an insect epidemic originating in the Teton Wilderness was left to run its course (by deliberate administrative determination) whereupon the plague of pine beetles spread on into Yellowstone National Park, devastating over 100,000 acres of forest.

The threat of wildfire could also possibly be met within such a strip without undue impact on the wilderness or surrounding lands.

In conclusion, we would like to point out that Wilderness Preservation System management constraints are not compatible with National Recreation Area criteria as set forth in United States Federal Government policy. (Policy Circular Number One, "Federal Executive Branch Policy Governing the Selection, Establishment and Administration of National Recreation Areas," promulgated March 26, 1963 by the Recreation Advisory Council under authority bestowed by Executive Order 11017, April 27, 1962.) According to this National Recreation Area policy, the goals of such an area shall include:

- a. "... a comparatively high recreation carrying capacity in relation to type of recreation primarily to be served."

- b. "... opportunities significant enough to assure interstate patronage ..."
- c. "Such areas should be readily accessible at all times, for all-purpose recreational use."

We must assume that Congress, in its wisdom, deemed these areas suitable for designation as National Recreation Areas or they would not have seen fit to establish them as such. Since National Recreation Areas are not among "the classical elements of the National Park System," (quoted from abovementioned Policy Circular Number One), we must further assume that they should be managed according to the dictates of the basic official policy which embodies the spirit and intent of such a designation. In view of this, we most emphatically recommend that these substantial portions of the Lake Chelan and Ross Lake National Recreation Areas do not be reclassified as a part of the Wilderness Preservation System or be managed as wilderness under any other name.

Since there is such a great expanse of wilderness to be designated within the North Cascades National Park and existing in adjacent classified areas, we believe it to be squarely in the public interest that the Lake Chelan and Ross Lake National Recreation Areas be managed for optimum recreational opportunities, many of which are not compatible with wilderness use.

Please incorporate this statement into the hearing record. Thank you.

Very truly yours,

MARION W. FISK, *Chairman*,
WASHINGTON FOREST PRACTICE COMMITTEE.

HUNTSVILLE, ALA., May 17, 1972.

HON. HENRY M. JACKSON,
Chairman, Senate Interior and Insular Affairs Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR JACKSON: In a conversation this morning with a friend, my attention was drawn to the fact that the Public Lands Subcommittee of your Committee has recently held hearings on a wilderness proposal for our Sequoia-Kings Canyon National Park. The information conveyed indicated the acreage of the proposal for wilderness was on the order of 722,000.

I do not know the bill number, but my files include a document with a letter of April 28, 1971, signed by the Honorable Carl Albert, supporting a Sequoia-Kings Canyon National Parks wilderness of 721,970 acres. I am assuming the proposal being considered is substantially in accordance with that contained in the referenced document and shall comment on it accordingly.

Through failure to realize the rate of increase of use of our back country lands due to increased population and perhaps an increase of average leisure time and expanded public awareness of the values of wild areas, recreation controls on access have lagged. Only recently has the U.S. Forest Service acted to establish the Mt. Baxter Zoological area and to impose controls on the use of the Mt. Whitney Trail. Though not yet proposed, control of access via the Kearsarge Pass trail and Bishop pass trail should be considered.

Exclusion of the Rae Lakes-Vidette Meadows pocket and Kearsarge Lakes area is not warranted. If the thrift of the land necessitates closure to use as the only alternative, then I will vote for closure. Exclusion of the Sugarloaf Creek Area pending expiration of the grazing permit seems totally unnecessary. The legislation is recommended to provide for notification of the permittee of intent to close the lease on expiration of the current permit and to simultaneously implement management practices (that may already exist) to monitor the impact of use to assure there are no adverse affects.

Though it has historic standing, continuance of the High Sierra Camp at Bearpaw Meadow should be foregone if the cost is exclusion of the area from wilderness.

That certain inholdings have been acquired is commendable. Acquisition of the remaining 800 acres of inholdings and entry of these lands into wilderness is encouraged. Certainly, early acquisition of the 160 acres at Cahoon Meadow is urged.

Establishment of enclaves to permit the installation/continuance of precipitation-measuring devices is not concurred in. It may be necessary to modify the standards of installation and, if so, to protect wild classification of lands, this action is urged.

The standard practice of providing a $\frac{1}{8}$ mile management zone between the recommended wilderness and all adjacent non-park lands not designated wilderness is thought exorbitant.

I estimate exclusion "M" to be Crabtree Meadow and respectfully suggest that the exclusion is excessive.

Deletion of parcel "B" (Exhibit B) of 5400 acres to provide overlooks is not in the national best interest. Wild lands are too rare to be treated so casually.

Mineral King's future is uncertain. The proposal advanced by our U.S. Forest Service is most controversial and is not a thing certain. Deletion of parcel "P" (Exhibit B) of over 12,000 acres on the assumption that this development will occur is not reasonable. We are considering national park lands and wilderness is recommended for this acreage.

Please enter the above in the hearing record regarding wilderness consideration for our Sequoia-Kings Canyon National Park.

Sincerely,

LYLE A. TAYLOR.

NORTH ARLINGTON, N.J., May 15, 1972.

Re Flat Tops Wilderness, S. 1441.

Hon. HENRY M. JACKSON,

Chairman, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.

DEAR SENATOR JACKSON AND COMMITTEE MEMBERS: Please know that I support the proposal of the Colorado Open Space Council which would amend S. 1441 to protect a total of 235,000 acres of Wilderness. This, too, would protect the important elk migration routes and calving grounds in the primitive headwater valleys and lakes which are below the Flat Tops escarpment.

I sincerely hope that you will give your full support to the proposed amendment as recommended by the Colorado Open Space Council. Also, please include my statements in the Official Hearing Record.

All best wishes.

Faithfully,

(Mrs. H.) JOSEPHINE E. CIAK.

NORTH ARLINGTON, N.J., May 15, 1972.

Re Shenandoah Wilderness, S. 3541.

Hon. HENRY M. JACKSON,

Chairman, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.

DEAR SENATOR JACKSON AND COMMITTEE MEMBERS: Please know that I support Bill S. 3541, as sponsored by William Spong, Jr. As you know, this bill proposes that 112,687 acres of Wilderness in eight (8) units, be placed under the protection of the National Wilderness Preservation System. Because of the Park's proximity to numerous metropolitan areas, there is all the more reason that Shenandoah Wilderness be given the fullest possible protection so that it may continue in its beautiful, unspoiled wilderness state and continue as a much-needed haven for our precious wildlife. Also, I, too, oppose the buffer zone, corridors, and enclave exclusions and hope that these 112,687 acres be kept as a true Wilderness, without destroying its natural state.

Many thanks for your interest in and support of this Bill S. 3541 and for taking this important step forward in the preservation of America's land, water, air, and precious wildlife.

Faithfully,

(Mrs. H.) JOSEPHINE E. CIAK.

CITY OF SEDRO WOOLLEY,

Sedro Woolley, Wash., May 5, 1972.

Hon. SENATOR FRANK CHURCH,

Chairman of Subcommittee on Public Lands, U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: My name is William O. Pearson, the mayor of Sedro Woolley, Washington. I believe that my views as stated in this letter represent the views of a good share of the populace in our City.

I am writing you regarding the Cascade Wilderness Bill which is before your committee. We support the National Park Service in their wilderness proposal, including the hostels and enclaves situated in the lower regions of the wilderness area. My feeling is that these wilderness areas should be made available to people in all walks of life, including people like myself who have a heart condition or other physical handicap.

I believe that the hostels and enclaves would enable the handicapped as well as the elderly people to visit these areas. They would only need to carry their lunch for the day in order to visit these areas, if they would have food and shelter at a hostel when the day's trek was over. I do not believe this entire area should be the sole property of the rugged individual who is physically capable of carrying a backpack loaded with provisions, bedding, and shelter for long treks. I do believe these people, too, have a right to have the type of recreation they search for. I believe there is area enough for all.

In Sedro Woolley we hope that your committee will give due consideration to the proposals as set forth by the National Park Service.

Sincerely yours,

WILLIAM O. PEARSON, *Mayor.*

FLORIDA INTERNATIONAL UNIVERSITY,
Miami, Fla., May 16, 1972.

Mr. CHARLES COOK,
*Minority Council,
Senate Interior Committee,
New Senate Office Building,
Washington, D.C.*

DEAR CHUCK: I would like to include the following statement in the Record of the Legislative Hearing on the Flat Tops Wilderness Bill. Thank you very much for permitting me to enter the statement at this date.

STATEMENT ON THE FLAT TOPS WILDERNESS

"I would like to add my voice to those who are speaking for the inclusion of 235,000 acres in the Flat Tops Wilderness area. I know the area quite well, having travelled on foot along the South Fork of the White River below the escarpment, and up the escarpment along Park Creek drainage around the top of the escarpment back into the Sweetwater Park drainage. I have also done some hiking along the Northern part of the Wilderness area.

This is one of the few areas in Colorado where there is a relatively gentle wilderness with trails that are easy to travel. It is also accessible earlier in the year than many of the areas at higher elevations. We have taken our children along the South Fork of the White since they were quite small, and they have had a wilderness experience which would not have been available to them anywhere else in the State or, indeed, anywhere else in the nation.

I am well aware that Humble Oil would like to build a dam along the South Fork of the White, about three miles Northeast of South Fork campground. As is quite well known, the Wilderness Act of 1964 provides that water diversions may be built within wilderness areas provided that those developments are in the national interest. Therefore, if it is shown that a water development here is in the national interest, it could be built anyway. The burden of proof on the developer of the reservoir would, of course, be much greater, but we must begin to place this burden of proof. If the excuses made that this water development is needed in order to develop oil shale resources and that they are needed to forestall a national fuel crisis, then this would surely be reason enough to build the reservoir at that time. Until that time, there is no overriding reason to build it. There is an overriding reason to preserve this area as wilderness.

We frequently ask ourselves what is the purpose of preserving wilderness areas? One purpose, of course, is the idea of a living museum. Like other wilderness areas, of which only a few remain in the United States, the Flat Tops, including the South Fork of the White River, is a unique area, uniquely situated and providing a very unusual experience for ourselves and for future generations. It is, indeed, a living museum. It is the only area of this type in Western Colorado, and is one of the few that is accessible on foot for more than two

or three months of the year. The Flat Tops in the fall is one of few places where children can easily hike up to the top of the escarpment, can hear the elk bugling at night, can pick wild strawberries in the summertime, can observe the land as it was before the intrusion of man. I might say in passing that the area has been excellently managed, and is a very good example of the existence of true wilderness trails. In many cases, in the Flat Tops, there are no trails dug into the ground, but they are marked at reasonable intervals and with relatively minimal markers.

I am not a hunter, and I know relatively little about game management, but from my own observation, there is obviously a great deal of game in the area. We do not yet know how large an area has to be in order to support the wildlife that live there. We do know that the deer and elk come down from the high altitudes in winter and feed where there is less snow, and where they can get to the vegetation that they need. The area of the Flat Tops below the escarpment along the river beds is just such an area. Northeast of the escarpment there is an elk calving ground. It is vital that we preserve these areas which the animals use in order to maintain a healthy animal population.

Elimination of the lower elevations from the wilderness would eventually make the top of the escarpment inaccessible to the recreational user. If these areas are used for commercial timbering for dam building and other development, they will, of course, be closed off, and access to the upper escarpment will be severely limited. One of our prime purposes in preserving wilderness is recreation for the wilderness user. The wilderness user is, in fact, a very conservative user of the outdoors. He leaves nothing but his tracks, he leaves very little trash because he carries everything on his back, and he travels only very short distances because one cannot travel very long distance very rapidly on foot. We should encourage use of our wilderness by this type of person instead of making the land available to vehicles which are powered by other than human or animal means. The use of the wilderness as recreation is perhaps the least damaging recreation that goes on in the United States today.

Finally, having been in the Flat Tops and having, in a sense, brought up my children to love this area very much, I feel a deep personal sense of commitment. The South Fork of the White in spring and fall is one of the most beautiful places in the world. It is more than worthy of inclusion in any wilderness. Many areas exactly like it are presently available and have been for some time to four wheel drive vehicles and other types of access. The damage that can be done when four wheel access is permitted is already very evident at the end of the Nichols Creek Trail in the Meadows area of the South Fork. As soon as four wheel drive vehicles are permitted in, there is litter, the ground is torn up, there is trash all around, and the water is fouled. This is not true where motor driven vehicles are not permitted.

Records before the Federal Power Commission have already shown that power developments in the Flat Tops are not feasible and would have no markets. If we have to build the water reservoir for oil shale development, it is possible to build it even if the area is declared a wilderness. Commercial timber is not present to any great extent in the area. Preserving the 235,000 acres including the area below the escarpment would preserve a unique and uniquely accessible wilderness. I would urge the Committee to do so."

Very truly yours,

RUTH F. WEINER,

Chairman, Department of Physical Sciences, Associate Director—Center for Environmental and Urban Problems.

GREELEY AUDUBON SOCIETY,
Greeley, Colo., May 8, 1972.

Senator FRANK CHURCH,
Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SIR: The Greeley Audubon Society wishes to express its opinion on the Flat Tops bill, S. 1441. We support the proposed expanded acreage of 235,000 for the Flat Tops Wilderness Area. Governor John Love and the Colorado Game and Fish Department support this proposal as do all other conservation organizations.

We feel that the areas below the escarpment are far more important than any

economic benefits derived from its use. The Forest Service sites oil shale development in recommending the lower acreage but under the Wilderness Act gas and oil shale leases are operable. The gains from the timber could only be termed nominal if at that.

It's time that conservation of our last remaining wilderness be more important than the possible diversion of the *limited* waters of the South Fork of the White River for oil shale development. The South Fork is one of the few remaining wild rivers and *MUST* be preserved. Also most important and very much at stake are the large herds of deer and elk, the streams and lakes of cutthroat trout and its magnificent scenery.

The Forest Service objections to the larger area do not have the peoples best interest at heart. We reject that the Forest Service has represented the public's point of view accurately if at all. Now and in instances in the past they have filed misleading reports deliberately ignoring the public's expressed point of view. We feel that the proposed 235,000 acre wilderness site is the expressed opinion of the public.

We urge you to consider the 235,000 acre Flat Top Wilderness Area. There is no economic commodity there as valuable and as important as the preservation of our land, water and wildlife.

We would like our letter to be made a part of the hearing records on this bill, Flat Tops bill, S. 1141.

Sincerely,

E. JANE JOHNSTON,
Representative Board Member.

Boulder, Colo., May 9, 1972.

Hon. Senator FRANK CHURCH,
*Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR CHURCH : For years we have enjoyed camping, fishing, and hiking in the Flat Top mountains of Colorado. This area encompasses some of the finest wilderness in the area. We strongly urge adoption of the 235,000 acre wilderness area.

Respectfully yours,

Mr. and Mrs. ALAN GALLAGHER.

DENVER, COLO., May 6, 1972.

Senator FRANK CHURCH,
*Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.*

SENATOR CHURCH : I would like to publicly support the inclusion of the additional 92,000 acres of adjacent wild lands in THE FLAT TOPS bill, S. 1441 sponsored by Colorado Senators Allott and Dominick.

I feel the proposed 142,230 acres does not include a spectacular area which should be preserved for future generations to enjoy. Colorado has much in the way of beautiful wilderness areas which deserve the chance to be protected from industrial development.

Please include my letter as a part of the hearing records on S. 1441. I for one would like to see the entire 235,000 acre Flat Tops area protected by the U.S. Forest Service.

Thank you,

JULIE STAGG.

MANSFIELD CENTER, CONN., May 3, 1972.

Hon. FRANK CHURCH,
*Chairman, Senate Public Lands Subcommittee,
U.S. Senate, Washington, D.C.*

DEAR CHAIRMAN CHURCH : I have learned that your Subcommittee is to hold hearings on 5 May to consider various wilderness proposals, notably designation of large portions of North Cascades and Sequoia-Kings Canyon National Parks as Wilderness Areas under the terms of the 1964 Wilderness Act.

I am writing to urge that the areas so designated be made as inclusive as possible. Those parcels of the countryside still is something approximating their virgin state are relatively few in number and small in area. They are under ever increasing pressure for development, recreational and otherwise, and need the protection of Wilderness designation.

I particularly urge that your Subcommittee override National Park Service proposals to exclude enclaves and threshold areas from Wilderness designation. Exclusion of such areas is an open invitation for further development of them and is clearly not required by the terms of the 1964 Act, which permits prior non-conforming uses. If tens of thousands of sheep can invade Wyoming's Bridger Wilderness Area each summer without jeopardizing its Wilderness designation, I fail to see why, for example, the Bearpaw Meadow High Sierra Camp in Sequoia National Park should fail to qualify for inclusion.

Sincerely,

SCOTT K. LEHMANN.

DENVER PUBLIC SCHOOLS,
Denver, Colo., May 5, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: I am writing on behalf of the Balarat Environmental Center for the Denver Public Schools concerning SB 1198. This bill asks the Forest Service to study the Indian Peaks area as to its suitability for preservation as a wilderness. Please include this letter as part of the hearing record.

Our office favors this bill and suggests that Environmental Education be one of the concerns in this wilderness study.

Please feel free to call on us to help with the passage of this bill.

Thank you for your cooperation.

Sincerely,

LITA ROBINSON.

DENVER, COLO., May 1, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: I would like to take this opportunity to comment on S. 1441 to establish a Flat Tops Wilderness of 142,230 acres.

I strongly support S. 1441; but I believe the area recommended by many state and national conservation groups of 235,000 acres would be especially important because of the wilderness value of these additional wild lands.

With the cities ever increasing in size, wilderness recreation is becoming increasingly important. Many people live through the week thinking of the coming weekend when they will be able to get away from it all in the wilderness. Colorado doesn't have that much designated wilderness so it is so important to protect this now before it is lost forever.

Please make my letter a part of the hearing records.

Thank you again,

Mrs. PATRICIA BLETTE.

LONGMONT, COLO., May 2, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SIR: Regarding Flat Tops Wilderness Hearing # S. 1441, proposing 142,000 acres being set aside for Wilderness Classification. I wish to go on record as being in favor of this bill. However, having spent many days in this area, and observing the vast increase in the number of people using the many types of recreation available, it is my opinion the 142,000 acres proposed is insufficient to protect the environment of this beautiful area.

The 92,999 acres of adjacent land as proposed by many Conservation Organizations in Colorado should be included in the bill.

Also it is absolutely essential all the South Fork of the White River be included. The location of this stream if not included would divide the proposed

area and would do untold damage to game migration routes, summer range, trout spawning, and would be detrimental to managing the ecology of the entire area recommended for Wilderness Classification. Please record this letter in the hearings on #S 1441.

Yours truly,

EDWARD M. BECKER.

C. U. WILDERNESS GROUP,
UNIVERSITY OF COLORADO,
Boulder, Colo., May 6, 1972.

Senator FRANK CHURCH,
*Chairman, Subcommittee on Public Lands, Senate Office Building,
Washington, D.C.*

DEAR SENATOR CHURCH: The University of Colorado Wilderness Group is an organization of over 150 citizens who are actively pursuing the goal of protecting the invaluable wilderness which Colorado possesses. We are pleased that your subcommittee is now considering a proposal to classify the Flat Tops Primitive Area as wilderness.

The C.U. Wilderness Group supports Senate Bill 1441, but feels that it should be amended to include the additional 92,000 acres which has been recommended by conservationists in their proposal for a 235,000 acre Flat Tops Wilderness. Please include this letter as our recommendation for the hearing record.

Sincerely,

EDWARD A. WHITESSELL, *President.*

COLORADO SPRINGS, COLO., May 2, 1972.

Senator FRANK CHURCH,
*Chairman, Subcommittee on Public Lands, Senate Interior and Insular Affairs
Committee, Senate Office Building, Washington, D.C.*

DEAR SIR: My husband and I are writing to voice our support for S. 1198, calling for a wilderness study of the Indian Peaks Area in Colorado.

As residents of this rapidly developing state, we feel acutely the need to set aside some of the remaining reservoirs of natural beauty. Wilderness areas of such exceptional grandeur, loveliness and recreational potential, easily reached by residents of our overcrowded cities, are imperative for release from the tensions of urban life and for the refreshment of mind and spirit. In the eight years we have lived in Colorado we have seen far too many wild areas desecrated by road and resort development, and we hope that the Indian Peaks will be spared such a fate.

Please enter this letter in the hearing record.

Sincerely yours,

Mrs. HANS KRIMM.

LITTLETON, COLO., May 2, 1972.

Hon. FRANK CHURCH,
*Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR CHURCH: As you know, approximately forty-five miles west of Denver, Colorado, lies the "de facto" wilderness of the Indian Peaks. This 75,000-acre area, located along the Continental Divide south of Rocky Mountain National Park, possesses very limited operable sawtimber resources and insignificant mineral deposits; for many years it has been managed by the Forest Service without development.

In addition, this magnificently carved wilderness, carpeted with forested valleys and dotted with sizeable crystal lakes and tarns, offers varied recreational opportunities unspoiled by exploitation and development.

Consequently, I strongly support S. 1198 which would require the Forest Service to make a wilderness study of this remarkable wilderness resource.

Thank you for this opportunity to present my views for the public hearing record for the Indian Peaks.

Sincerely,

SUSAN MORGAN.

GRAND JUNCTION, COLO., May 4, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: I would like to state that I am much in favor of S. 1441, a Flat Top Wilderness of 142,230 acres as proposed by the Forest Service. I would like to express my opinion that the addition of the Conservationist Plan of 92,000 acres would benefit the people more so. We are in great need of wilderness lands—the beauty of nature is very important to me. I would not like to see the wilderness we value so greatly lost, for we can never regain it once it is lost.

I am also in full agreement for S. 1198—the study of the Indian Peaks area as a wilderness area.

Sincerely,

DODDIE VELASQUEZ.

DENVER, COLO., May 5, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SIR: I am very strongly in favor of S. 1198, requiring the U.S. Forest Service to make a wilderness study of the Indian Peaks area. This 75,000-acre area deserves careful consideration of preservation.

I request that this letter be made a part of the hearing record on S. 1198.

Sincerely,

LILA KENYON.

MARQUETTE, MICH., May 2, 1972.

Senator FRANK CHURCH,
Public Lands Subcommittee,
Senate Office Building,
Washington, D.C.

DEAR SIR: I am writing this letter to urge my support of Senate Bill 2539 which was introduced by Michigan Senators Hart and Griffin and co-sponsored by the 10 senators from all the Great Lakes States. This Bill, when passed, will designate 132,700 acres of Isle Royal as a wilderness area under the National Wilderness System. Ecologically speaking, this bill is the most effective means of maintaining the present natural eco-system found on Isle Royal.

This citizen alternative bill, being proposed, is further endorsed by the Michigan Natural Resources Commission, Governor Milliken's Natural Areas Advisory Committee, Save Lake Superior Association, the Michigan Parks Association, Northern Environmental Council, and Dr. Stanley Cain, former Assistant Secretary of the Interior for National Parks.

This Bill is essential if Isle Royal and its unique eco-system is to be maintained as a Wilderness Area. I add my support to this Bill which was prepared by the Sierra Club, the Wilderness Society, Northern Michigan Wilderness Coalition, Michigan Student Environmental Confederation, and Michigan United Conservation Clubs.

Sincerely yours,

JAMES J. WACHOWSKI.

MORGAN COUNTY COMMUNITY COLLEGE,
Fort Morgan, Colo., May 5, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: It is my hope that you will follow the recommendations of the Colorado Open Space Council, the Wilderness Society, and the Sierra Club and support the proposal for setting aside 235,000 acres for the Flat Top Wilderness area of Northwest Colorado. This magnificent area should be preserved.

I wish to also call your attention to the Indian Peaks Wilderness Bill. This, too, should be preserved. It is high time that we think of conserving these areas rather than opening them up to be exploited.

Should you wish additional information about either of these areas, I will be more than happy to supply it.

Sincerely,

R. W. JOHNSON, Ed. D., *President.*

COLORADO SPRINGS, COLO.,
May 4, 1972.

Senator FRANK CHURCH,
Washington, D.C.

DEAR SENATOR CHURCH: It seems imperative that a 235,000-acre plan for a Flat Tops Wilderness area be established, instead of the Forest Service proposed plan of only 142,000 acres as in their S. 1441 bill. Otherwise much valuable land will be lost to the people of this country.

I feel strongly about this and hope you will be able to save this for us and for future generations.

Please have this letter made a part of the hearing records on this bill.

Thank you.

Sincerely,

SOPHIA B. PARKER.

BOULDER, COLO., May 4, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: I feel that the increasing awareness and enjoyment of natural areas such as the Indian Peaks Wilderness by the people of this country make it imperative that our representatives preserve for the people those few areas that remain. I fully support Senators Allott and Dominick in their request for the Forest Service study of the Indian Peaks area.

I ask that my support for S. 1198 be made a part of records of the hearing concerning S. 1198.

Yours truly,

CHARLES P. S. PASCHAL.

GOLDEN, COLO., May 5, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: We urge you to set aside 235,000 acres for the Flat Tops Wilderness area. We feel this would help to improve the quality of life for all mankind, including future generations, and that this is more important than economic gain for some.

Please include this letter in the hearing records for S. 1441.

Sincerely,

Mr. and Mrs. C. K. BOYD.

SKYLINE ELECTRIC,
Denver, Colo., May 6, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: I heard on the news reports today you had opened hearings on Senate Bill 1441 which suggests establishing the Flat Tops as wilderness area.

I would strongly support this action, but would suggest you go much farther and set aside the 235,000 acres in total as wilderness area.

I have traveled in your beautiful state of Idaho, and am sure you would suggest that this beautiful land of yours, as well as this beautiful land of ours be preserved for some of our generations to come.

Our biggest problem seems to be that we think the world was made for our generation to use or disuse as we seem to selfishly want, and forget that it is here for many generations to come us be able to use and enjoy as well.

Please file my letter of intent in the records of hearings on this bill.

With deepest concern,

JEROME G. SYTSMAN.

BOULDER, COLO., May 5, 1972.

Senator FRANK CHURCH,
Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: May I add my support to that of many others in regard to S. 1198, a bill to require the Forest Service to study the 75,000 acre Indian Peaks area for wilderness classification. This area is within one hour's drive of over 1½ million people, is heavily used for wilderness recreation, and needs protection to preserve it for this use. Its timber and mineral values are negligible, while the pricetag of a wilderness experience within easy reach of metropolitan Denver is without limit.

Thank you for your attention. Please add my letter to the hearing record.

Sincerely,

UNISON R. HUBBARD.

DENVER, COLO., May 1, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: On reviewing the first Congressional hearings on Colorado wilderness proposals it has been brought to my attention the fundamental issues of national forest wilderness policies.

In regard to the S. 1441, which would establish a Flat Tops Wilderness of 142,230 acres as proposed by the Forest Service, as contrasted to the conservationists' support of a 235,000-acre Flat Tops Wilderness, I would like to add my support to the side of the conservationists' proposal who find the 142,230-acre Wilderness too limited.

I am also of the opinion, as are the conservationists, that the protection given to an area classified as a Wilderness is also vital to the area beyond the boundaries and acreage of the proposed Wilderness outlined by S. 1441, sponsored by Colorado Senators Allott and Dominick.

I would like this letter to be made a part of the hearing records on this bill as full support with the conservationists' plan for a Wilderness of 235,000 acres.

Thank you.

Yours truly,

ROBERT D. ARTALE.

EVERGREEN, COLO., May 5, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: Because we are intimately familiar with the Flat Tops Wilderness Area, having personally visited it twice in 1971 and because we cherish the preservation of this area, in toto and as is, we address this request to you.

Any reduction in the total acreage of the Flat Tops Wilderness Area as recommended and currently under consideration would be a grave mistake. We found in our visits heavy usage by backpackers, horsepackers, fishermen, and grazing interests. The area is definitely not too large.

We respectfully request that this letter containing our opinions be included in the Hearing Records of May 10, 1972.

Very sincerely,

LEONARD F. WHEATON.
ANITA WHEATON.

Boulder, Colo., May 6, 1972.

Hon. Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: Since my husband and I have visited the Indian Peaks area more than any other wilderness area in our vicinity (and this includes Rocky Mountain National Park) we have grown to value it greatly as have our friends here in Boulder, Colorado. I would like to see the Indian Peaks area saved from any kind of development or exploitation of its timber or other natural resources. This area is beautiful and eminently useful for just what it is *now* and I would like to see it remain undeveloped—a true “wilderness area”.

Thus, I support (Senate bill) S. 1198 *enthusiastically*. Everyone I know in Boulder agrees that the Indian Peaks area should be given a wilderness study.

Please be sure that my letter is made a part of the hearing record on this bill.

Sincerely yours,

Mrs. PAUL B. KUNASZ.

DENVER, COLO., May 6, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: Recently I received a letter sent to me by the Denver Audubon Society though it was sponsored by the Wilderness Society and the Colorado Open Space Council. The letter was in regard to the Senate Congressional hearings on the proposed wilderness sites of the Flat Tops and Indian Peaks areas.

I was extremely glad to find out that the National Government is taking steps to conserve large areas of some of Colorado's most scenic sites.

In regard to S. 1441, I think that the 142,230 acres proposed by the Forest Service is a start but is not sufficient. From what I understand from the letter the surrounding 92,000 acres proposed by the conservationists would be left open for development that could lead to the destruction of the scenic view and the possible extinction of the scarce cutthroat trout in the South Fork of White River. I do most heartily concur with the conservationists that a total of 235,000 acres is necessary to help conserve the whole area.

Sincerely yours,

DAVE DOBROVOLNY.

Boulder, Colo., May 6, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: I am writing in support of S. 1198, introduced by Senators Allott and Dominick of Colorado, asking that the U.S. Forest Service study the Indian Peaks area, a “De facto” wilderness area just south of Rocky Mountain National Park. This area is rich in opportunities for outdoor recreation, and is within easy driving distance of one and a half million metropolitan Denver residents. The area has been managed by the Forest Service for many years without development; indeed, the area has insignificant minerals and a limited supply of operable sawtimber.

I believe that the area should be preserved as wilderness, and am asking that my letter be made a part of the hearing records of this bill. Thank you.

Sincerely,

CATHERINE COWLES.

Boulder, Colo., May 7, 1972.

Hon. FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: We urge you to amend the bill to include 92,000 adjacent acres of wild lands to make a total of 235,000 acres as proposed by conservationists and endorsed in essence by Governor Love of Colorado and

Colorado Game, Fish and Parks Division. We feel that the tiny fraction of public lands that remain as de facto wilderness areas should be saved for future generations by making all wilderness areas as large as possible.

Sincerely,

Dr. and Mrs. RALPH BOHLIN.

DENVER, COLO., May 8, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: I wish to express my complete approval of S. 1198, which would require the U.S. Forest Service to make a study of the 75,000 acres of the Indian Peaks area immediately south of Rocky Mountain National Park. Commercial values in this area are very limited. An even more important consideration is the recreation value. The area is greatly needed in this period of dwindling wilderness. Many people use the Indian Peaks area for hiking, back-packing, camping, and nature study, as it is only an hour's drive from the 1½ million citizens of metropolitan Denver. I urge your support of S. 1198.

I request that my letter be made a part of the hearing records on S. 1198.

Respectfully,

Ms. CLAUDE B. HANSEN.

DENVER, COLO., May 5, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: I support the proposal to make the Indian Peaks Wilderness Area of Colorado, part of the National Wilderness Preservation System.

Protected wilderness is very scarce in Colorado with only .38% currently under the protection of the Wilderness Preservation System. That's less than ½ of 1%, in a state where some of the last vestiges of wilderness exist.

The Indian Peaks Area is within easy access (about 60 miles from Denver) of nearly 1½ million people situated between Denver and Fort Collins. The recreational uses of Wilderness areas in Colorado is growing at a very rapid rate. There are already plans to consider limiting the number of people using the Gore Range-Eagles Nest Primitive Area because of excessive use.

Unless we provide sufficient areas for the increasing numbers of people wanting the wilderness experience in Colorado, that tiny .38% now protected may someday be the only thing left resembling wilderness in Colorado.

We must now consider the growing value of public lands to the private citizen as a sanctuary and museum piece of particularly beautiful examples of unexploited land. The Indian Peaks area is not only such an area, but its easy access to so many people demands that we set this area aside for present and future use by the private citizen by making it part of the National Wilderness Preservation System.

Please enter this letter in the hearing record concerning this Bill (S. 1198).

Very truly yours,

RAOUL RODRIGUEZ.

LURAY, VA., May 5, 1972.

Senator FRANK CHURCH,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: Wilderness in Shenandoah National Park is of special importance because it is located where people are so numerous and wild country so rare. It is also virtually unique, having been re-created—rather than simply saved—under wise protection.

Having been the first National Park Service employee sworn in to start this park's permanent staff in March 1936, and having written four books about the park (the most recent being published in June this year, with much of the area's human and natural history), I have had an unusual opportunity to study and keep track of this resurgence of natural beauty and wilderness. I have also had opportunities to compare the Shenandoah wilderness with other wilderness in the Far West and Alaska.

While few of the trees are yet as large here as many were when the first white man climbed the Blue Ridge in 1669, the feel and reality of wilderness are general almost everywhere in the park, right up to the edge of Skyline Drive on each side. The existence of this wilderness is a key to the inspirational enjoyment the park provides its visitors, whether they hike or enjoy the scenery from the parking overlooks. This miracle has happened in an era when the trend almost everywhere in the nation, as you know, has been away from natural health and beauty.

Maximum acreage, surely, should be placed under the protection of the Wilderness Act. The National Park Service proposal, embodied in the bill by Senator Harry F. Byrd, Jr., is good, and I endorse it. Yet I would go farther. I strongly feel, on the solid basis of my knowledge of the park as it was in 1935 and as it is now in 1972, that the 112,687 acres that Senator Spong's bill (S. 3541) would place in the wilderness system are well qualified. I also feel that the park would be enhanced—and in no way handicapped for national park purposes—by their designation. I hope your subcommittee will give serious consideration to this proposed enlargement, which I know has the backing of many citizens of Virginia and of other parts of the United States.

Will you please include this letter in the hearing record of the public lands subcommittee of the Senate Committee on Interior and Insular Affairs?

Sincerely,

DARWIN LAMBERT.

DENVER, COLO., May 8, 1972.

Hon. FRANK CHURCH,
*Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR CHURCH: I support the recommendations of the Colorado Open Space Council and The Wilderness Society for a 235,000-acre Wilderness Area.

The citizen conservationists' suggestions make sense to me. They include much more than the Forest Service of the gentle, easily accessible, wild country under the high volcanic ridge that forms most of the Primitive Area boundary. The wildlife authorities say these lower lands are most important as wilderness habitat for elk, bighorn sheep, and other wild animals.

Also, as a mother of four children, I would like to be able to take my family on a one-day or weekend trip into some easily accessible wilderness without having to scale any peaks. If preserved as wilderness, these more gentle areas will be used and enjoyed by thousands of family groups.

Sincerely,

MRS. JANET JOHNSON.

RESOLUTION—NORTHERN ENVIRONMENTAL COUNCIL

CITIZENS ALTERNATIVE PROPOSAL FOR WILDERNESS STATUS ON ISLE ROYAL (S. 2539 AND H.R. 10752)

Whereas, wilderness—an area where nature is left to progress of its own accord, is inherently valuable for recreation and scientific research, and

Whereas, the wilderness areas in the United States and the world are increasingly in danger of development: Now, therefore, be it

Resolved, That the Northern Environmental Council, meeting in quarterly session in Duluth, Minnesota on February 26, 1972 supports the Citizens Alternative Proposal for Wilderness Status on Isle Royal (S. 2539 and H.R. 10752).

MILTON E. PELLETIER,
Chairman.

SAVE LAKE SUPERIOR ASSOCIATION,
Beaver Bay, Minn., April 11, 1972.

Mr. ROBERT A. HANSON,
*Coordinator, Northern Michigan Wilderness Coalition,
Marquette, Mich.*

DEAR MR. HANSON: The Executive Committee of the Save Lake Superior Association hereby expresses support of the Citizens Alternative Proposal for wilderness status on Isle Royale. We feel that this proposal, introduced in the

Senate as S. 2539 and in the House as H.R. 10752, will help to protect the high quality of Lake Superior by preventing overdevelopment in this wilderness area.

Sincerely,

ARNOLD G. OVERBY,
Chairman, Executive Committee.

RESOLUTION—HOUGHTON, MICH.

Be it resolved; acknowledging the need for insuring the protection of the unique environmental features of the only island park in the National Park system, the Board of Supervisors of Houghton County, Michigan, hereby concur in the designation of Isle Royale National Park as a Wilderness area under the National Wilderness Preservation System, Public Law 88-577 of the 88th Congress.

* * * * *
STATE OF MICHIGAN,
County of Houghton, ss:

I, Raymond J. Hosking, County Clerk, and Clerk of the Houghton County Board of Commissioners, formerly known as the Board of Supervisors, do hereby certify that the foregoing is a true copy of a Resolution adopted by the said Board at a regular meeting held on July 8, 1969, in the Court House in the City of Houghton, Michigan.

In testimony whereof, I have hereunto set my hand and affixed the seal of the Circuit Court in the City of Houghton, Michigan, this 10th day of June, 1971.

RAYMOND J. HOSKING,
County Clerk.

MICHIGAN CHAPTER—SAVE LAKE SUPERIOR ASSOCIATION,
Marquette, Mich., November 18, 1971.

Mr. ROBERT HANSON,
Chairman,
Northern Michigan Wilderness Coalition,
Marquette, Mich.

DEAR MR. HANSON: Although it has been a rather lengthy process, I'm afraid, the membership of CSSS as represented at two succeeding monthly meetings, has now read and thoroughly discussed the Citizens Alternative Proposal for Isle Royale. There was much interest evinced in this proposal, and in the ways in which it differs from the proposal of the National Park Service for Isle Royale.

As indicated by newspaper reports of our October meeting, the group has voted its endorsement of the Citizens Alternative Proposal. It seems to be a knowledgeable and most importantly workable plan for preservation of the wilderness aspects of the island. Since people-impact is already being seen and felt on the island, the group would like to add a request for some type of user-control concept, controlled access provision in order to retain the wilderness character of the area, which is its primary attraction. These control patterns may actually have to come in Park policy, and we sincerely hope Park personnel will be far-seeing in their policy decisions.

We herewith formally send you our endorsement of the Citizens Proposal; it has been the conclusion of CSSS that it is far superior to the Park proposal in the preservation of the wilderness character of Isle Royale.

Sincerely,

Mrs. L. EMERICK, *Secretary.*

MARQUETTE CHAPTER,
MICHIGAN AUDUBON SOCIETY,
Marquette, Mich., September 25, 1971.

Mr. ROBERT HANSON,
Coordinator, Northern Michigan Wilderness Coalition,
Marquette, Mich.

DEAR MR. HANSON: The Marquette Chapter of the Michigan Audubon Society wishes to go on record in support of the *Citizen Alternative Wilderness Proposal* for Isle Royale National Park. We feel this proposal best conforms to the philosophy of the 1964 Federal Wilderness Act.

It is our feeling that unless the Department of the Interior and the U.S. Park Service take the firm stand in preserving the wilderness of Isle Royale, this great natural resource will go the way of unwanted and unnecessary development.

Sincerely,

DONALD SNITGEN, *President.*

THE RANGE WILDERNESS LEAGUE,
Ironwood, Mich., October 18, 1971.

Representative PHILIP E. RUPPE,
*Cannon Building,
Washington, D.C.*

DEAR SIR: We are deeply concerned with the preservation of our environment in all aspects. Especially vital to us is the need for preserving the very precious little that is left of our truly natural or wilderness areas.

In this regard we would be most appreciative of your support of the Citizens' alternate proposal for Isle Royale National Park when it is brought before the House.

Thank you.

Sincerely yours,

(MRS.) KEN WIELE,
President.

FORT COLLINS WOMENS CLINIC, P.C.,
Fort Collins, Colo., May 8, 1972.

Senator FRANK CHURCH,
*Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR CHURCH: Unless we act promptly, within a few years there will be no land left to us in these beautiful mountain areas that hasn't undergone some kind of development. I feel that it is important to look ahead and save areas now available as wilderness areas for future generations. For this reason, the Forest Service should be required to make a wilderness study of the Indian Peaks area. Please make this letter part of the hearing record on the above bill. Thank you.

Sincerely yours,

NELSON E. BACHUS, M.D.

THE WILDERNESS SOCIETY,
May 9, 1972.

Senator FRANK CHURCH,
*Chairman, Public Lands Subcommittee,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR CHURCH: It would be appreciated if you would add this statement to the hearing record on the bill, S. 1441, to establish a 142,000-acre Flat Tops Wilderness in northwestern Colorado.

I am representing nearly 2,000 Colorado residents who are members of The Wilderness Society. Many of them have visited the Flat Tops area and are familiar with it. They vigorously support the Colorado Open Space Council's recommendations for a Wilderness of approximately 235,00 acres. I personally am acquainted with most of the additions that we have recommended. The evidence of man's influence in these proposed additions is minimal.

The Forest Service has proposed through this legislation some very desirable additions under the volcanic escarpment, but it has been inconsistent in that it has left out of its wilderness proposal other larger additions that are of paramount wilderness value. These areas which have been excluded contain beautiful undeveloped headwater valleys and natural lakes that are of major importance for quality hunting, fishing, and wilderness recreation. Some of the largest elk and deer herds in America require the wilderness habitat of these lower areas to prosper. The rapid buildup in four and two-wheel motor vehicle use is proving extremely detrimental to the management of these wildlife populations, as the Colorado Game, Fish and Parks Division can tell you. Such use should be halted and these lands given wilderness protection.

Moreover, the lower areas under the escarpment if given wilderness status, will provide ideal wilderness experiences for families over weekends. We need more such wild places for people to gain an initial enjoyable wilderness experience without significant cost or difficulty. Later, they will become better equipped and learn to scale the escarpment and visit the wilderness in depth.

Mineral and timber values are significant in the greater area. Paramount watershed, wildlife, and wilderness values would be enhanced by a wilderness classification.

The Mid-Continent Region of the Bureau of Outdoor Recreation has reported that wilderness use is doubling each year in Colorado. Here, the Forest Service reports that beautiful areas like the Rawah Wilderness are already overused. Now is not the time to think in a miserly manner about setting aside wilderness areas. S. 1441 should be amended to provide for the establishment of a viable and magnificent 235,000-acre Flat Tops Wilderness that will meet the needs of present and future generations of Americans.

Sincerely,

CLIFTON R. MERRITT,
Director of Field Services.

DENVER, COLO., May 9, 1972.

HON. FRANK CHURCH,
*Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.*

DEAR SENATOR CHURCH: I strongly support the conservationist's recommendations for the establishment of a 235,000 acre Flat Tops Wilderness, and submit this letter to be entered into the Public Hearing Record.

As you know, the mountainous regions and recreational areas of Northwest Colorado have become increasingly subject to developmental interest ranging from mining, timber harvesting and basic industry to residential and commercial development. Protection of natural environments are important not only for the preservation of endangered species but also for the preservation of solitary experiences for mankind. I believe sincerely that we all can benefit most from balanced environmental and developmental programs.

The Flat Tops area is, in large part, still in a naturally primitive state; is easily accessible to recreation enthusiasts; abounds with plentiful vegetation, wildlife, lakes and streams; and is one of a limited number of truly wild areas in the State of Colorado. It must be preserved.

Please consider these views in arriving at your decisions regarding the future of this tremendous region.

Thank you.

Sincerely,

DENNIS CARRUTH.

NATIONAL FOREST PRODUCTS ASSOCIATION,
Washington, D.C., May 11, 1972.

HON. FRANK CHURCH,
*Chairman, Subcommittee on Public Lands, Committee on Interior and Insular
Affairs, U.S. Senate, Washington, D.C.*

DEAR SENATOR CHURCH: The National Forest Products Association, a federation of 22 regional and product species associations representing the solid wood products industry in the United States, supports S. 1198 and S. 1441 without amendment.

S. 1198 would authorize the Secretary of Agriculture to study the suitability of approximately 75,000 acres in the Indian Peaks area of the Arapaho and Roosevelt National Forests for Wilderness.

The Wilderness Act of 1964 recognizes that establishment of an area for the dominant use of wilderness is a major land use decision that should be reviewed by all interested and affected persons and thus sets up a system of study by professional land managers, and for public involvement through hearings and review by the President. In addition, Congress also reviews each Wilderness proposal after it has before it all the issues and technical data available on a specific area.

This process should be strictly adhered to when establishing each Wilderness Area. The Indian Peaks area has not been studied by professional land managers and reviewed by the general public at each level (local and national) and thus should be studied, as the bill directs, prior to designation by Congress.

S. 1441 would establish the Flat Tops Primitive area as an approximately 142,000-acre Flat Tops Wilderness Area. This area has been reviewed by professional land managers in the Forest Service and both the local and national public has had an opportunity to consider this proposal. The forest products industry has reviewed this proposal and has determined the highest and best use for the area to be Wilderness. The forest products industry is in support of a Flat Tops Wilderness Area of not more than 142,000 acres as proposed in S. 1441.

We request that this statement be made a part of the written hearing record on S. 1198 and S. 1441.

Sincerely,

BRUCE C. GREFRATH, *Forester.*

BOULDER, COLO., May 7, 1972.

Senator FRANK CHURCH,
Subcommittee on Public Lands, Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: As a member of the Wilderness Society, let me express lukewarm support for S. 1441, and no support whatsoever for any expansion of acreage for this proposal.

According to my observation, the Forest Service is staffed with experts, and as a result, knows what it is doing.

In my work, I am confident that I walk more miles in wilderness type of country than any wilderness supporter. However, I do not walk a single mile until I've driven the last possible mile in my car. Therefore the committee will understand that I don't want to contribute a single additional tax dollar for the purpose of withdrawing such land from my use.

Please make this letter a part of the hearing record on S. 1441.

Sincerely yours,

HARRISON COBB.

DENVER, COLO., May 6, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: I am writing to ask you to use your influence to expedite Senate Bill 1198. The Indian Peaks area has long needed wilderness classification. We need to get the Forest Service study underway at once.

In addition to a large number of tourists the Indian Peaks area is an invaluable resource for the people of Denver and Boulder and must be preserved.

Please include this letter in the hearing record on this bill.

Thank you.

Yours truly,

FREDERIC B. WALKER, M.D.

DENVER, COLO., May 8, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

MY DEAR SENATOR CHURCH: I am taking this occasion to write in reference to Senate Bill 1441 concerning the Forest Service proposal for the Flat Tops Wilderness area. Through my association in various Colorado environmental groups, I have become aware of the Forest Service proposal and the competing conservation group proposals. I will not belabour you with the details of the Forest Service proposal and the details of the conservation group proposal, both of which, I am sure, you are familiar with. However, as a long-time resident of the State of Colorado as, what I like to think, a concerned citizen and a person who is becoming increasingly distressed with, what I consider, deterioration of life in our state, I urge you most strenuously to support as large a Flat Tops Wilderness as is conceivable under the most favorable interpretation of the Wilderness Act.

I am not unaware of competing arguments on both sides of the Wilderness issue and see merit in each. However, I consider the amount of Wilderness area in this country so insignificant in the commercial interest (other than real

estate) in the Flat Tops Area, that we can in good faith be persuaded by the strong arguments in support of wilderness areas and therefore, support a 235,000 acre Flat Top Wilderness area.

Thank you.

Very truly yours,

THOMAS D. SMART, Jr.

DEPARTMENT OF CHEMICAL ENGINEERING,
UNIVERSITY OF COLORADO,
Boulder, Colo., May 4, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: One of the most important places in Colorado is the 75,000 acre Indian Peaks area. I understand that Senate Bill S. 1198 would require the Forest Service to make a wilderness study of that area. I understand also that this study is long overdue, and that there is some resistance to making this study. I strongly urge that this study be carried out, and thus that the Bill should be supported.

I would appreciate your including this endorsement of this Bill in the hearing record of the Bill.

Thank you.

Sincerely yours,

R. CURTIS JOHNSON, *Chairman.*

DENVER, COLO., May 4, 1972.

Hon. FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: I would like to express my concern that the Subcommittee give favorable consideration to a Flat Tops Wilderness encompassing approximately 235,000 acres. This beautiful area was among the first to be considered for wilderness preservation, as long ago as 1919, and still nothing has been done. Soon it may be too late. Please act favorably on S. 1441.

Regarding the Indian Peaks area in Colorado, I would like to see S. 1198 implemented quickly, and a wilderness status afforded to this fantastic area. Again, in this area, too, encroachment may soon preclude an ecological entity from protection it so badly needs.

Thank you for your favorable consideration on these two bills and your efforts to gain wilderness protection for both the Flat Tops and Indian Peaks.

Please include my comments in the hearing record for your May Subcommittee meeting. Thanks very much.

Cordially,

JEAN WIDMAN.

GRAND JUNCTION, COLO., May 5, 1972.

Senator CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: This letter concerns S. 1441, a bill for the designation of 142,000 acres of the Flat Tops primitive area as a wilderness area. I do urge you to consider an increase from 142,000 acres to 235,000 acres.

This land is worth its acreage in gold to us, and the future generation as far as natural beauty.

Also, I support the proposal to make a wilderness study of the Indian Peaks area. (S. 1198)

Please make this letter a part of the hearing record.

Sincerely,

BRUCE WHITELEY.

BOULDER, COLO., May 2, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: The conservation groups in Colorado have studied the Flat Tops area extensively and have recommended that a Flat Tops Wilderness of 235,000 acres be created. This recommendation adds 92,000 acres to the Forest Service proposal as stated in Senate Bill 1441. I strongly urge you to amend Senate Bill 1441 to increase the size of the Flat Tops Wilderness to the full 235,000 acres.

I have camped in the Flat Tops only once, but I was very much impressed by the beauty of the area and by the marvelous display of wildflowers. I believe this area should be given the protection of wilderness status.

Please include this letter as part of the hearing record on Senate Bill 1441.

Sincerely yours,

(Mrs.) FLORENCE T. SCHEERER.

DENVER, COLO., May 1, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: On reviewing the first Congressional hearings on Colorado Wilderness proposals it has been brought to my attention the fundamental issues of national forest wilderness policies.

In regard to the S. 1198, introduced by Senators Allott and Dominick, which would require the Forest Service to make a wilderness study of the Indian Peaks area, I would like to express my support along with the Colorado conservationists who enthusiastically support S. 1198.

I feel this 75,000 acre area is in great need of a wilderness study so it can continue to be a source of superb opportunities for wilderness recreation.

I would like this letter to be made part of the hearing records on this bill in full support of S. 1198.

Thank you.

Yours truly,

WM. CARL BAILEY, M.D.

BOULDER, COLO., May 2, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: We are writing to urge you to recommend a wilderness study of the Indian Peaks area in Colorado and to vote favorably on Senate Bill 1198 which would require that the Forest Service conduct such a study.

We have done a great deal of back-packing, hiking, and ski touring in this "de facto wilderness" and believe that it—more than almost any other place in Colorado—should be given a wilderness designation. Because of its proximity to large urban areas, the Indian Peaks area is probably used more heavily than any other mountains in Colorado except, possibly, Rocky Mountain National Park, and because of this heavy use it is imperative, we believe, to protect it from uses incompatible with wilderness. For instance, snow-mobiling and trail biking would completely spoil this beautiful area for those who seek wilderness to escape from the pollution, noise, and machine domination of the cities. Granting wilderness status to the Indian Peaks would not, as some people argue, preserve it for an elitist few; anyone regardless of economic condition or age would still have access to this unspoiled beauty. However, if wilderness is not granted and if development, motorized vehicles, timbering, and commercialization are permitted, then soon there may be no unspoiled beauty for anyone.

Please include this letter as part of the hearing record on Senate Bill 1198.

Sincerely yours,

Mr. and Mrs. GLENN W. CUSHMAN.

Boulder, Colo., May 5, 1972.

Senator FRANK CHURCH,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: I should like to express my views in favor of S. 1441, but I further would urge that the proposed Flat Tops Wilderness be expanded to encompass 235,000 acres.

I shall be most appreciative if this letter is made a part of the hearing record on S. 1441.

Sincerely yours,

HAROLD C. HEIM, Ph. D.

WILLIAMSBURG, VA., May 8, 1972.

Hon. FRANK CHURCH,
Chairman, Public Lands Subcommittee, Senate Committee on Interior and Insular Affairs, Senate Office Building, Washington, D.C.

DEAR SENATOR CHURCH: I would like to have two copies of your opening and closing statements regarding wilderness preservation that you read into the record of the wilderness hearing last Friday, May 5.

I would appreciate receiving these copies as soon as possible. I will be attending Forest Service hearings on May 17 and 18, and would like to be able to quote you. Also, we will be sending a Newsletter to our members very soon in which we would like to print excerpts from your statement.

Thank you,

Very truly yours,

JON F. SOEST,
President, Virginia Wilderness Committee.

DELANEY & BALCOMB,
Glenwood Springs, Colo., May 8, 1972.

Hon. GORDON ALLOTT,
U.S. Senate, New Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: I wish to express my appreciation for the very courteous manner in which I was treated at the recent hearings before the Subcommittee on Interior and Insular Affairs last Friday, May 5, 1972, in connection with S. 1441, the Flattops proposal. It was easy to see that the Senate Committees are very, very busy in the prosecution of their affairs.

Because of the press of time I did not completely answer your last question of me, and thought you might like to have the balance of the answer to your question to consider whether placing it in the record. That question related to the possible effect on Colorado's utilization of its Colorado River water by the 235,000 acre Flattops Wilderness Area.

In addition to my comments concerning the utilization of White River water only and the possible necessity for a South Fork of White River reservoir site, I think I should add that from the conservation groups proposals, it appears there is ample areas for wilderness, some fifty-three million acres being currently proposed as compared with the scarcity of good reservoir sites.

As you know our Colorado rivers will produce approximately 70% of their annual yield during the three months run-off period, approximately May through July. If Colorado is to use its Colorado River allocation, it must store at least some of this run-off during this period and to do this must have available adequate reservoir sites for this purpose.

Most reservoir sites on the major streams in the state have through them at the present time substantial improvements including two and four lane highways, extensive buildings, some times a railroad, and the like, all of which can make the reservoir site so expensive as to be uneconomically feasible.

Additionally, of course, the site must be sound, a fact which can usually be determined only by drilling. Until the available reservoir sites on the South Fork of the White River have been adequately investigated, this area should not be placed in the wilderness.

With kindest personal regards, I remain,

Very truly yours,

KENNETH BALCOMB.

ENGLEWOOD, COLO., May 1, 1972.

HON. GORDON L. ALLOTT,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: Senate Bill No. 1441, covering the Flattops Wilderness, is a grave disappointment. I am in favor of the wilderness bill but in this case disappointed that the bill covers only 142,000 acres rather than the 230,000 acres as recommended by all of the local cooperating conservation groups. Of particular concern is the area described as the "South Fork of White River" which has been excluded. Excellent proposals by the U. S. Forest Service and Colorado Game, Fish and Parks Department included this important Wild River unit to the Wilderness. This area is a critical elk calving ground, and winter range as well as one of our few remaining wilderness streams harboring native cut-throat trout.

Exclusion of the South Fork area will eventually result in undue vehicle access into the very heart of the proposed wilderness area, which in itself defeats a primary concept. It is my understanding that this area has been excluded due to possible power and oil interests, who would dam and develop the wild South Fork with unbelievable and irreparable damage. I cannot conceive of major dam construction on the South Fork with any hope of a wilderness area being maintained on three sides.

I understand the power interests talk about two or three dams to develop hydroelectric power for sales to the Dallas-Fort Worth, Texas area. Of the three sources of power available, i.e., hydroelectric, thermal, and nuclear, hydroelectric is the least attractive in terms of cost, both capital and produced power, and I am therefore at a loss to understand why the public should lose a wilderness area forever. The development of thermal power, with suitable provision for air pollution controls, in areas considerably closer to the Dallas-Fort Worth area would better serve the public interest.

It is my further understanding that the oil interests want this water via construction of a dam on the upper South Fork, for future use in development of the oil shale industry. I suggest that the same water can be technologically made available to this industry farther downstream and thus serve those interests without destroying the wilderness concept.

I do not believe exclusion of the South Fork in any way serves the desires or interests of the people of the State of Colorado or the many out-of-state visitors who come to this area. The exclusion of this area can only serve the future profit interests of one or two private corporations. I would urge that you do everything possible to correct this situation and make the Flattops Wilderness all that it can and should be.

Very truly yours,

R. P. HUGHART.

BOULDER, COLO., May 1, 1972.

Senator GORDON ALLOTT,
Senate Interior and Insular Affairs Committee, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR ALLOTT: I write to make a part of the record my views regarding the SB1441, Flat Tops Bill on which hearings are to be held soon.

Having some personal familiarity with the area under consideration, I urge that there be established specific boundaries and that those include approximately 235,000 to 240,000 acres so as to make part of the area the lands below the escarpment. That portion also is most suitable for wilderness designation and protection.

I'm fully aware of the arguments for excluding some of that area but familiarity with the area suggests the following items for consideration:

1. The area has few if any jeep roads and those are not significant. Many of the limited number should not have been permitted at all.
2. The timber potential there is not as significant as the values derived from the wilderness designation.
3. The argument concerning the dam site on the White River, should not be given the weight that the wilderness potential has.
4. Possible oil and gas leases and production are really not affected and their potential has yet to be demonstrated.

I urge the Committee's designation of the larger and low lying areas as part of the coverage.

Sincerely,

THORREL B. FEST.

THE COLORADO MOUNTAIN CLUB,
Denver, Colo., May 2, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: The Colorado Mountain Club urges your support of legislation to establish a 235,000 acre Flat Tops Wilderness, rather than the 142,000 acre Wilderness as proposed in S. 1441.

This is an area that truly qualifies for Wilderness status. While we realize the tremendous pressure to open up a large part of the Flat Tops area for oil shale development, we believe that the oil which would be removed from the Flat Tops will not be of sufficient quantity to solve our long-range energy "crisis." In attempting to alleviate the energy shortage in this manner, we will destroy forever some magnificent Wilderness which we can never replace.

Please enter this letter as a part of the official hearing record.

Yours truly,

CARL BRANDAUER, *President.*

DENVER, COLO., May 3, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SIR: I rarely write letters to my Senators but in this instance I feel that I should. I am writing this letter to let you know about my support on the Flat Tops Wilderness Area. I am a Backpacker and even there it is impossible to get away from all the people. Therefore I think that we could definitely use more land, specifically wilderness area, to be set aside for that kind of use.

I would like this letter to be a part of the official hearing record.

Sincerely yours,

JOHN R. TAMMINGA.

FOUR CORNERS WILDERNESS WORKSHOP,
Shiprock, N. Mex., May 3, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: The Four Corners Wilderness Workshop supports the 235,000 acre wilderness proposal of the Wilderness Society for the Flat Tops. We believe recreational values far outstrip timber values on the extra land not proposed by the Forest Service. We feel the same about the proposed dam on the South Fork of the White River.

Please make this part of the hearing record.

Sincerely,

DONAVON H. LYNGHOLM.

IZAACK WALTON LEAGUE OF AMERICA, INC.,
FRONT RANGE CHAPTER,
Denver, Colo., May 3, 1972.

HON. GORDON ALLOTT,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR ALLOTT: This letter relates to hearings on Senate Bill 1441 to create a Flat Tops Wilderness in the Routt and White River National Forests of Colorado, and we request that it be included in the record of the hearing.

At a meeting on May 2, 1972, the Front Range Chapter, IWLA, adopted this motion:

"The Legislative Chairman is requested to inform Senator Allott that the Front Range Chapter renews its support for the creation of Flat Tops Wilderness, to include the canyon of the South Fork of the White River, and to exclude small developed areas at the north end of Trappers Lake, as stated and recorded in a Forest Service hearing in Glenwood Springs, Colorado, October 10, 1966."

This position generally supports the proposal of the U.S. Forest Service, but asks for inclusion of the South Fork White River Canyon below the South Fork Meadows.

Sincerely,

E. M. COLPITTS, *President*,
By RALPH R. HILL,
Chairman, Legislative Committee.

THE DENVER POST,
Denver, Colo., April 25, 1972.

HON. GORDON ALLOTT,
U.S. Senate,
Washington, D.C.

DEAR SENATOR ALLOTT: This letter is in support of your bill S. 1198 for an Indian Peaks Wilderness Study.

I have visited the area on foot and on horseback, probing off the main trails. I've also flown it, to see how it has remained an almost hidden pocket on the west side of the Continental Divide.

It has mineralization—uranium, gold and other minerals, though I'm not competent to evaluate their significance. Its lower reaches were logged about 61 years ago, yet it is roadless and even now heavily used by hikers. The fishing in Arapahoe Creek is great, and big old trees provide a challenge of access to the angler.

Wheeler basin has so much radiation, that the ideallic stream there is virtually sterile of life, including alas, trout.

The scenery is spectacular. Winter isolates the area completely.

In short, the Senate would do well to examine its potential for addition to the Wilderness Preservation System. Unlike other proposed wilderness tracts, I believe this one would not "lock up" any known natural resources that wouldn't be more readily extracted elsewhere.

You're probably aware a trans-Continental Divide highway was proposed across the south end of the Indian Peaks Area, but abandoned because of weather and bad rock conditions.

Consideration of the bill by the Public Lands Subcommittee and the full Interior Committee of the Senate is warranted because in this way facts will be determined upon which any future action may be based.

Yours truly,

DICK PROUTY,
Assistant City Editor.

CHELEY COLORADO CAMPS,
Denver, Colo., April 24, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: As you are well aware, we conduct an extensive outdoor education and recreation program in teaching young people to use and not abuse wilderness land. While I question that the Indian Peaks should be made a part of the Rocky Mountain National Park, I am strongly convinced it should be designated as a wilderness area. As administered by the National Forest Service they provide an extremely fine location for a number of people to enjoy the out of doors; but a specific wilderness designation should protect them for recreation use. They are easily accessible for day trips by people living in towns and communities along the eastern slope of the Continental Divide, and a wilderness classification should prove most desirable for the area and the people who use it.

I have equally strong feelings about the Never Summer Range bordering Rocky Mountain National Park on the east. The present National Park boundary is the Colorado River, which is the logical point; but wilderness classification of the Never Summer Range would seem to be most desirable. Again I emphasize I do not think either area should be a part of Rocky Mountain National Park.

Speaking for a number of young people who have grown up through our camps and have come to know and love the mountain country I hope that this statement will be made a part of the hearing records.

Sincerely yours,

J. A. CHELEY, *Director.*

FIRST OF DENVER,
Denver, Colo., April 26, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: Your Indian Peaks Wilderness Study Bill (S. #1198) has my wholehearted support. I urge that everything possible be done to see that this bill is enacted into law.

For many years I have backpacked in the Indian Peaks area and camped both in and out of the proposed wilderness area. The pressure of increased population and increased useage in this area is all too evident. If action is not taken soon, I am certain the area will be damaged beyond any recovery.

In addition to my own enjoyment of the Indian Peaks area, I am on the Board of Directors of Boys Clubs of Denver and in charge of our program to establish an organized camp near Ward. I am also on the Board of Directors of the Balarat Council, the citizen advisory body for the Denver Public School's Environmental Training Area near Jamestown. Both of these activities will provide a priceless outdoor experience to boys and girls, the majority of whom are underprivileged. The nearby Indian Peaks area is an essential part of both programs. These groups need the Indian Peaks wilderness area, and you can be sure that these groups will use the wilderness properly under proper supervision.

So many of us are grateful for your support of this measure.

Cordially,

JOHN F. FALKENBERG, *Vice President.*

DENVER, COLO., April 28, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: Since I enjoy nature and the preservation of it, I do believe that the approval of the land allocation to the Indian Peaks Wilderness Area in the East range of the Colorado Rocky Mountains would be a step forward and a step to preserve the uninhabited parts of this country.

I have had personal contact with the Indian Peaks area and think that it qualifies as a wild area; one that must be kept as a protected area. To me it is one of the most beautiful areas in Colorado, and for that matter in the whole country. The one and only thing that can keep this area as it now is, is the forming of it as a wilderness area where only animals (humans included) can set forth.

Please take all aspects of the situation into mind before making your decision. I would appreciate this letter as being made a part of the hearing record.

Thank you very much.

Sincerely yours,

STEVEN KESSLER,
University of Denver student.

COLORADO STATE UNIVERSITY,
DEPARTMENT OF BOTANY AND PLANT PATHOLOGY,
Fort Collins, April 28, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: This letter is in support of your Indian Peaks Wilderness Study Bill (S1198). There are few remaining areas of landscape near the Front Range corridor, suitable for Wilderness designation; the Indian Peaks region is one of them. Because of its close proximity to the burgeoning popula-

tion pressures and its unusually excellent biological, geologic, and topographic representations it is deserving of most serious considerations as wilderness.

I would be appreciative if you would have this statement incorporated into the hearing record.

Sincerely yours,

RICHARD T. WARD,
Professor of Plant Ecology and Chairman.

DENVER, COLO., April 26, 1972.

Senator GORDON ALLOTT,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR ALLOTT: This is to express my support of your Bill No. 1198. I consider it most important that everything possible be done to protect this beautiful, unique part of our country from irreversible damage which will undoubtedly be done to it if it is not so protected. This is especially true because the Indian Peaks are so near to large urban centers, and much of the country is so high that the alpine tundra covering it is very delicate and slow growing so that it can very easily be destroyed or disfigured for decades and centuries, by people who don't realize what they're doing, or by promoters who don't care.

Each time I go into the area, I meet more and more people enjoying its trails, and certainly hope that this area can be kept in its present condition, at least until more detailed studies can be made of it. Your Bill should help insure this.

Please make this letter part of the record of the hearings to be held by the Public Lands Subcommittee on Interior and Insular Affairs on May 5.

Very truly yours,

MARIAN L. DAVIS.

BOULDER, COLO., April 28, 1972.

Hon. GORDON ALLOTT,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR ALLOTT: As a member of the Boulder community, and being a student of Fairview High School in Boulder, my easy access to the "Indian Peaks Area" causes me to be especially concerned with the fate of bills HR 5932 and S 1198. Realizing that the nearness of the Indian Peaks Area to the Denver-Boulder area means it can easily be enjoyed if protected, and spoiled if not preserved, and realizing that wilderness is an unreclaimable natural resources, I hereby state my strong support of the adoption of the companion bills HR 5932 and S 1198.

Sincerely,

MARK E. ROESLER.

WARD, COLO., May 2, 1972.

Hon. GORDON ALLOTT,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR ALLOTT: Since the days when the first prospector tramped this area in search of gold; when the explorers, especially the Hayden Survey, came through here; when our huge snow banks were first determined to be glaciers—the largest in the Southern Rockies—in 1911, the Ward and Indian Peaks area has been considered one of the most scenic parts of Colorado.

Fortunately, since the establishment of the U.S. Forest Service in 1907 those administering the Roosevelt Forest have recognized this glacier-Indian Peaks area as being of unsurpassed beauty and have administered it as if it were a wilderness area.

Since the beginning of the decline of mining which began in the 1930's, the very survival of the Town of Ward has been dependent upon tourists from all over the world who have recognized the beauty of our scenery and have come to this area in ever-increasing numbers. Unfortunately we know that even within the last three years there has been a marked decrease in the wildlife and vegetation as seen in and around the Town of Ward, partly due to this increase in tourism and also due to the increase in population of our town from seven people to eighty currently.

The increasing voluntary and unsolicited demand of the public for the use of this Ward glacier-Indian Peaks area for recreation purposes is sufficient evidence alone that this area extending from the southern boundary of the Rocky Mountain National Park on the North to James Peak on the South, with the exception of the Arapahoe Glacier-Green Lakes Area owned by the City of Boulder, should be made and designated the Indian Peaks Wilderness Area.

Accordingly, we urge that the Senate Interior Committee recommend to the U.S. Senate the early passage of your Senate Bill No. S1198, and that the House Interior Committee recommend to the House of Representatives similar early action on House Bill H.R. 5932 introduced by the honorable Donald G. Brotzman of our Boulder County area.

Respectfully,

DAVID J. WARREN, *Mayor.*

UNIVERSITY OF COLORADO,
INSTITUTE OF ARCTIC AND ALPINE RESEARCH,
Boulder, Colo., May 4, 1972.

HON. GORDON L. ALLOTT,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR ALLOTT: I am writing this letter in support of bill 1198 and ask that it be read into the record. I strongly support the proposal that a large tract of land known generally as the Indian Peaks area of the Colorado Front Range should be given serious study for evaluation of its potential as a wilderness area.

The Institute of Arctic and Alpine Research, of which I am Director, has worked in the Indian Peaks area for over twenty years and is currently undertaking very sophisticated research through collaboration with the International Biological Program in an assessment of the alpine ecosystem. In addition to this, we have over twenty years of climatological record and are undertaking a large number of related projects including studies of permafrost, alpine snow hydrology, and water resources potential. We are also anticipating support from NASA to permit studies in the application of space technology to landscape and land resource mapping. While these comments may seem rather a large digression, I am using them to emphasize my belief, both personally and as a University ecologist and Director of the Institute, that proper management of wilderness, especially when it lies close to a major center of population, must go hand-in-hand with development of scientific knowledge relating to the ecosystems contained within the wilderness boundaries.

I would also like to stress that should establishment of a formal wilderness area prove feasible, then the Institute's prime research area on Niwot Ridge should lie contiguous with the wilderness area but should not be included within it. Inclusion within the wilderness area would severely inhibit the prospects of ongoing research that we are doing and which is currently financed largely by the National Science Foundation at a level exceeding \$150,000 per annum. I have discussed this relatively minor boundary use with many of the local wilderness organizations and find general support for the concept of development of wilderness and research areas hand-in-hand.

I firmly believe that if this notion can be established, the State of Colorado would have the opportunity of making a unique contribution to wilderness management and applied alpine research. I would like to add that I personally believe that the National Forest Service to date has husbanded the Indian Peaks area exceptionally well and I think that my plea for the establishment of a special research area on Niwot Ridge is valid whether the current management practice is to continue or whether it be separated by the establishing of the "Indian Peaks Wilderness Area."

I would support the latter concept because already serious and irrational roads and in-trails are being made by snowmobiles, 4-wheel drive vehicles and trailbikes, and it is apparent that the local office of the National Forest Service does not have the manpower to reduce or eliminate this thoughtless damage. I believe that the wilderness project would assist in long range protection of this area.

Finally, I would like to indicate that I do not regard myself as a protectionist or purist in any way and I do not subscribe to the thesis that wilderness lands should be preserved only for the private two percent of the population who may be fit enough to walk in on their own two feet. I feel rather that there are other

compelling reasons for protection of wilderness areas and these relate to the need for the scientific community to have the opportunity to undertake comparative research that can be applied to broader management problems of all mountain areas.

Very truly yours,

JACK D. IVES, *Director.*

INDIAN PEAKS GROUP OF THE SIERRA CLUB,
Boulder, Colo., Apr. 4, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: We urge passage of the Indian Peaks Study Bill, S1198. We believe Indian Peaks to be an outstanding candidate for inclusion in the National Wilderness Preservation System for several reasons. It is an area of exceptional natural beauty, it is readily accessible to the people of a large metropolitan area, and it does not appear to contain significant consumptive resources.

We believe that Indian Peaks deserves prompt study and consideration for wilderness status. This view appears to be widely held in Colorado. Numerous local governmental units as well as the Colorado Legislature have passed resolutions urging passage of S1198, and a recent poll by Representative Brotzman of his constituents showed overwhelming support for wilderness status for Indian Peaks.

Please include these comments in the hearing record of the Public Lands Subcommittee on Interior and Insular Affairs.

Sincerely,

DR. CLINTON HEIPLE, *Chairman.*

AIKEN AUDUBON SOCIETY,
Colorado Spring, Colo., May 4, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: The Aiken Audubon Society wishes to express its support for the Indian Peaks Wilderness Study Bill (S. 1198), hearings on which were held recently. We would like this letter to be entered in the hearing record in support of this bill.

It is always tragic when the lure of financial gain over-shadows the esthetic quality found only in unspoiled wilderness. Much work has been done to get the India Peaks Wilderness Proposal this far along. Let us not have time and energy wasted by allowing special interests to snatch this prize from the cause of conservation.

Also of concern to us in the Flat Tops Wilderness Bill (SB 1441), which may meet the same fate as the Indian Peaks Wilderness. The prospect of a dam at the South Fork of the White River is very disconcerting, since we seem to lose more of our natural waterways daily. Building this dam will destroy the site's wilderness potential for all time. Harvesting timber in the area will have the same effect.

Please count our support of these two Bills. Our wilderness must be protected and preserved for Americans of this and future generations.

Sincerely,

SUSAN H. REESE.

THE WILDERNESS SOCIETY,
Denver, Colo., May 3, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: May I take this opportunity to strongly support your Indian Peaks Wilderness Study Bill (S. 1198).

Prior to coming to Colorado somewhat less than a year ago, I spent thirty years with the Montana Fish & Game Department involved in Game Manage-

ment and outdoor recreation programs. Probably due to this background, I am particularly impressed with the value of the present undisturbed, wild environment, of the Indian Peaks area in the preservation of a unique and fragile wildlife and fishery population. I'm especially impressed with the presence in this pristine headwaters area, of a rare strain of cutthroat trout long thought to be extinct.

The presence of living glaciers, superb U-shaped canyons, numerous mountain lakes and a glorious peak studded crest traversed by the Continental Divide, make this an area of outstanding Wilderness character.

Thank you for this opportunity to express my deep concern that the Indian Peaks receive a careful Wilderness study as provided for in your bill.

Very sincerely,

ROBERT F. COONEY, *Director.*

DENVER, COLO., May 2, 1972.

Senator GORDON ALLOTT,
Washington, D.C.

DEAR SENATOR ALLOTT: Is it fully realized that the Flat Tops area without its lakes can never be a real, Wilderness or Primitive Area? The big flat mountain, the cliffs and the lakes are an entity of nature. Separate them by omitting some parts and what have you got? Nothing Colorado can point to with pride. We should keep inviolate that which was given to us to prize and to hold. It will be a sacrilege to carve it up!

The proposed 142,000 acre area does not include some areas and some lakes that are essentially a part of the Flat Tops. Neither does it include one of our last "wild" streams—the South Fork of the White River. It will be a catastrophe to dam and commercialize the South Fork. Retain the water farther down stream if you must but never consent to a dam on the South Fork.

I find that I wrote you July 25, 1967 about this and I'll repeat what I said then "To save the Flat Tops without saving the South Fork, is like saving a man's life while simultaneously amputating his leg." We who know this beautiful area best want desperately to keep it intact—for all time. Colorado's choicest lands and streams are fast losing their primitive enchantment. Go For A Bigger Area.

Yours truly,

C. H. ANDERSON.

MAY 5, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: I respectfully request that the following statement be entered in the hearing records on the Flat Tops Bill (S. #1441).

I support the proposal for a 235,000-acre Wilderness Area as opposed to the Forest Service recommendation of 142,000 acres for the following reasons:

1. The additional area includes easily accessible low-elevation terrain that has great recreational value and significant ecological importance;

2. The timber and oil shale resources in the area are not as valuable as the recreational and ecological features. As a Wilderness Area, these resources would be preserved and available in case of national emergency. I do not believe it is in the best interests of the American public to squander such resources needlessly now, when the need for wilderness is so much greater;

3. I believe that the Forest Service's objection to wilderness classification based on existing jeep roads and the proposed dam are invalid—they appear to me to be trumped-up excuses to make the land available for commercial exploitation that is profitable to a few at the expense of the American public. The jeep roads, if not used, will quickly revert to a natural state; the dam appears to be mainly for oil shale development.

It is my further opinion that something is seriously wrong with a system of land management that appears to put so much emphasis on immediate dollars-and-cents income and blinds itself to the future consequences of increased population and diminished wild lands.

Respectfully,

JANE SCHNEDEKER.

DENVER, COLO., May 10, 1972.

Re SB 1441.

HON. GORDON ALLOTT,
*New Senate Office Building,
 Washington, D.C.*

DEAR SENATOR ALLOTT: Please include this letter in the hearing testimony for SB 1441, being heard by the Public Lands Subcommittee of the Senate Interior and Insular Affairs Committee.

This letter is in strong support of the conservationists proposal for the Flat Tops Wilderness. Having personally hiked along the South Fork of the White, which runs below the escarpment on the south side, I am very strongly against the erection of a dam in that area. Certain pristine values must be conserved, and the South Fork of the White is one of the rare free-flowing natural streams left in the state. The full inventory of water availability—and in fact a responsible and thorough environmental impact statement—has not been completed for oil shale development in adjacent territory. To commit a river to development before such analysis is made is irresponsible.

Colorado is one of the prime playgrounds for the country. Economically and morally we have a responsibility to maintain its natural beauty for such unique recreation.

I would hope you and the Sub-committee will support the larger wilderness proposal which includes the land below the escarpment.

Sincerely,

MARILYN MILLER.

SAN DIEGO, CALIF., April 27, 1972.

Senator GORDON ALLOTT,
*Senate Office Building,
 Washington, D.C.*

DEAR SENATOR ALLOTT: I am writing in support of creation of the Indian Peaks Wilderness area (S. 1198) and wish my position placed in the record at the meeting of the Public Lands Subcommittee on Interior and Insular Affairs in Washington on May 5. I favor this proposal on two grounds. First, I have visited and hiked in this specific area for 13 of the last 15 summers. After traveling throughout the United States, western Europe, and parts of Canada, I have concluded that the Indian Peaks area is among the most outstanding in scenic beauty that exist anywhere. Second, I am a professional historian and have written extensively in this country. (For example, see my latest book, *The Conservationists*, published by Addison-Wesley Publishing Company in 1971.) I am well aware of the long struggle to preserve land as wilderness in the United States and of the vital need to act *now* to preserve the few outstanding wilderness areas that remain.

I strongly urge approval of legislation that will set aside the Indian Peaks Wilderness Area under the Wilderness Act of 1964.

Sincerely yours,

DOUGLAS H. STRONG,
Professor of History, California State University, San Diego.

DENVER, COLO., May 1, 1972.

Senator GORDON ALLOTT,
*Senate Office Building,
 Washington, D.C.*

DEAR SENATOR ALLOTT: We who have witnessed the diminution of our Western wilderness request immediate action on legislation to preserve the Flattops Wilderness in Colorado in its 230,000 acre expanse.

To borrow a phrase from economics, the marginal esthetic value of our dwindling natural beauty has far surpassed the marginal value of material exploitation.

Legislation such as S-1441 will determine the legacy of natural beauty which we will pass on to our descendants.

Thank you for your time.

Sincerely,

RALPH W. BALLMER, *Engineer.*

DENVER, COLO., April 30, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: We are writing in connection with the Flat Tops bill SB 1441, presently under consideration by the Public Lands Sub-Committee of the Senate Interior and Insular Affairs Committee.

SB 1441 proposes to set aside 142,000 acres of White River National Forest as the Flat Tops Wilderness. This acreage falls far short of the 235,000 acres proposed by the Colorado Open Space Council at public hearings held in Colorado. The 93,000 acres in dispute are still wild and are eminently suitable for wilderness protection. At a time of burgeoning population increases the recreational value of that small portion of our national forests which is still wild, is far more important than any short term profits gained from commercial exploitation.

We strongly urge the inclusion, within SB 1441, of the 235,000 acre proposal of the Colorado Open Space Council.

Please include this letter in the appropriate hearing record.

Sincerely yours,

RUTH L. HAROLD,
FRANKLIN M. HAROLD.

GRANBY, COLO., April 28, 1972.

Mr. CHARLES COOK,
Minority Counsel, Senate Interior Committee,
New Senate Office Building, Washington, D.C.

DEAR Mr. COOK: I am writing to urge your favorable consideration of increasing the amount of land authorized in S. 1441 from the present 142,000 acre Flat Tops Bill to 235,000 acres as recommended by the Colorado Open Space Council, The Wilderness Society, and the Sierra Club.

The area I wish to support includes land below the escarpment that is recreationally and ecologically important low-elevation terrain and is eminently suitable for wilderness protection.

Sincerely yours,

JON K. MULFORD.

VILLA PARK, ILL., May 3, 1972.

DEAR SENATOR ALLOTT: I am writing you this letter to voice my personal support for the proposed Flat Tops Wilderness, which will be the subject of Senate hearings in the near future.

I can best describe the Flat Tops area in one word—unique. It is a land of contrasts—mountain peaks, steep cliffs, rugged canyons, and open parks of grasslands abounding in flowers. The famous White River big game herd utilizes this area during the summer and fall. Having visited the Flat Tops during my vacation last year, I can safely say that this area, does indeed, deserve Wilderness Status.

I must add, though, that I support more strongly the 235,000 acre proposal backed by the Sierra Club, Wilderness Society, and Colorado Open Space Council, rather than SB 1441 which calls for a 142,000 acre wilderness. Regardless of which proposal is finally accepted, it is imperative that the Flat Tops Wilderness be established as quickly as humanly possible.

Yours truly,

KURT A. JOHNSON.

DENVER, COLO., April 27, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: Please include this letter as part of the hearing record for the Indian Peaks Wilderness Study Bill (S# 1198).

As one who knows the area well and who retreats to it when the opportunity arises, I urge passage of this legislation. As time goes on, wilderness lands erode and disappear through other uses. The 75,000 acres of the Indian Peaks has

somehow survived, but without wilderness protection it is only a matter of time before encroachments will begin. The Indian Peaks is a renewable, ongoing, valuable resource, worth a great deal to the people of Colorado just as a wilderness. Please do what you can to protect it.

Yours sincerely,

BLOCKITS INC.,
PHILIP J. LA LENA.

Ward, Colo., April 23, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: As frequent users of the Indian Peaks area for backpacking, we would like to express our enthusiasm for protecting our future pleasures by recommending this area for Wilderness designation.

I am sure that it has been brought to your attention that there is a growing national awareness that wilderness, as a place to get away from man-made civilization, has a definite economic value just by remaining what it is. It does not have to be cut over, grazed, dug up, or laced with roads to render a service to the people.

Please make these remarks a part of the record of the forthcoming May 5th hearing on S #1198. Thank you.

GERRY CUNNINGHAM.
ANN CUNNINGHAM.

LINCOLN DRUG CO.,
Lincoln, Nebr., April 28, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: It is my understanding that hearings will begin on the Senate Indian Peaks Wilderness bill, #S 1198, on May 5, 1972, to be conducted by the Public Lands Sub-committee on Interior and Insular Affairs. At the conclusion of the hearings I urge that the committee take favorable action on this bill.

For many years our family has had a summer cabin less than one hours' drive from the Indian Peaks area. Although this is one of the most beautiful areas in the Rocky Mountains, unfortunately it was not included in the area designated as Rocky Mountain National Park. Since this has not been possible, it seems prudent that Wilderness status be acquired for this unique beauty spot.

Those of us acquainted with the area are deeply grateful to the Forest Service, who have jurisdiction over the Indian Peaks, for they have administered the area as if it were truly a part of the Wilderness System. Again I urge the protection that can be given to a readily accessible beauty spot of nature.

Sincerely,

FRAN MINARD.

BOULDER, COLO., April 28, 1972.

Senator GORDON ALLOTT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: As a member of the Boulder community, and being a student of Fairview High School in Boulder, my easy access to the "Indian Peaks Area" causes me to be especially concerned with the fate of bills HR 5932 and S. 1198. Realizing that the nearness of the Indian Peaks Area to the Denver-Boulder area means it can easily be enjoyed if protected, and spoiled if not preserved, and realizing that wilderness is an unreclaimable natural resource, I hereby state my strong support of the adoption of the companion bills HR 5932 and S. 1198.

Sincerely,

MARK E. ROESLER.

COLORADO WHITEWATER ASSOCIATION,
Greeley, Colo., April 27, 1972.

Senator GORDON ALLOTT
New Senate Office Building,
Washington, D.C.

DEAR SENATOR ALLOTT: The Colorado White Water Association membership is a group of over 150 river boaters, who, by their interest in white water, have become involved in conservation issues. I am writing this letter representing them as conservation chairman to urge you to support conservation legislation included in the Indian Peaks Bill (#1198) and to help enlarge the Flat Tops legislation (#1441) to include 235,000 acres and the south fork of the White River (section G-1 on Forest Service maps). We are too fast seeing our unprotected primitive areas being drained off to water housing developments, chopped up for cabin sites with the resultant trash of civilization appearing in the further reaches, or audibly and physically devastated by snowmobiles and motorbikes.

Yours sincerely,

BERNIE L. KENDALL.

[Telegram]

MAY 4, 1972.

Mr. CHARLES COOK,
Minority Counsel, Interior and Insular Affairs,
New Senate Office Building, Washington, D.C.:

Re the May 5 hearing of the Public Lands Subcommittee of the Senate Interior Committee, we support and urge consideration of the C.O.S.C. proposal for inclusion of 235,000 acres in the Flat Top Wilderness area.

PETER C. WILSON, *Mining Engineer*,
ROBERT P. HUGHART, *Chemical Engineer*,
CHARLES F. LAGERGREN, *Mining Engineer*,
RONALD T. SAUTER, *Civil Engineer*,
ROBERT E. DAVIS, *Chemical Engineer*.

DENVER, COLO., May 5, 1972.

HON. PETER H. DOMINICK,
U.S. Senate,
Washington, D.C.:

The Federal Timber Purchasers Association wishes to go on record in support of Senate Bill 1441 to establish the Flat Tops Wilderness in Colorado without changes or additions. The Colorado Forest Products Industry supported the proposed Flat Tops Wilderness at the hearing held by the Forest Service in 1966. We note that about 80,000 acres of the proposed wilderness are classified as commercial forest land. This land was once covered with extensive stands of mature Engelmann Spruce which was killed during the Spruce beetle epidemic between 1940 and 1950. It is regenerating to a new forest which will again reach the majesty of the original stand. We believe that the nation can afford to classify this area for wilderness as long as timber management is intensified in areas that remain available for timber harvest. We are optimistic that such improved management will be brought about by the renewed interest of Congress and the people in the National Forest lands.

NICHOLAS J. KIRKMIRE,
Executive Vice President,
Federal Timber Purchasers Association.

DENVER, COLO., May 5, 1972.

HON. PETER H. DOMINICK,
U.S. Senate,
Washington, D.C.:

The Federal Timber Purchasers Association wishes to go on record in support of Senate Bill 1198 to direct the Forest Service to study the Indian peaks area of Colorado for its wilderness potential. There is no doubt that the best use of most of the Indian Peaks Area is some form of recreation. A thorough study by the Forest Service will make it possible to determine what type of management of the recreation resource will best suit the needs of the most people. It will also serve to determine the amount and location of existing and past uses that might not conform with wilderness standards. So long as the bill provides that the area be studied for its wilderness potential we will continue to support the bill.

NICHOLAS J. KIRKMIRE,
Executive Vice President,
Federal Timber Purchasers Association.

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