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WILD AREAS IN THE NATIONAL FORESTS

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HEARINGS

BEFORE THE

SUBCOMMITTEE ON ENVIRONMENT, SOIL CONSERVATION, AND FORESTRY

OF THE

COMMITTEE ON AGRICULTURE AND FORESTRY UNITED STATES SENATE

NINETY-SECOND CONGRESS

SECOND SESSION

ON

S. 3224, S. 3225, and S. 3699

BILLS TO ESTABLISH A SYSTEM OF WILD AREAS IN THE NATIONAL FORESTS AND TO DESIGNATE THE SIPSEY WILDERNESS AREA IN ALABAMA

JULY 20 AND 21, 1972

Printed for the use of the
Committee on Agriculture and Forestry

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WILD AREAS IN THE NATIONAL FORESTS

THURSDAY, JULY 20, 1972

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

The subcommittee met pursuant to notice in room 324, Old Senate Office Building, at 10 a.m., Hon. Henry Bellmon, presiding.

Present: Senators Chiles, Bellmon (presiding), and Aiken.

Senator AIKEN (now presiding). Pending the arrival of the member who will serve as chairman of the subcommittee for the purpose of these hearings, I will now call the subcommittee to order.

I will now read the opening statement.

This public hearing of the Subcommittee on Environment, Soil Conservation and Forestry has been called to obtain the views of all interested persons and organizations concerning three bills that would, if enacted, establish, within the Eastern National Forests, a system of special management areas somewhat similar but not identical to the wilderness areas established under the Wilderness Act.

These three bills vary in expanse of territory covered and to some extent with the type of management to be followed.

S. 3224, introduced by Senators Sparkman and Allen, specifically designate a single area, the "Sipsey Wilderness and Recreational Area" in a single national forest, the Bankhead National Forest in the State of Alabama, to be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act.

S. 3225, also introduced by Senators Sparkman and Allen, would establish a "Southeastern wild areas preservation system" to be made up of federally owned lands, including the Sipsey wild area, which while not quite meeting the strict standards of the Wilderness Act of 1964, would fill many of the same need for lands of a wild character which may have been either restored or relatively undisturbed.

S. 3699, introduced by Senators Aiken and Talmadge, has an even wider geographic coverage, embracing the entire Eastern United States. This bill also provides for establishing the "wild areas" system separate from the "wilderness system."

The authors of these bills do not feel that any or all of them is the "last word." The authors do feel that special provision should be made within the Eastern National Forests of access to and opportunity for recreational, scenic, scientific, educational, conservational, and historical uses and experiences of solitude or an unconfined and primitive type

of recreation in large land areas that are essentially undisturbed or which have been restored or in the process of being restored to a basically natural condition.

We welcome the initiative of the Forest Service in holding the administrative hearings that are now underway. The purpose of today's hearing is to bring together the thinking and ideas and concepts of all who may be interested. Your expressions of opinion and statements of fact here today will provide the subcommittee the benefits from the best available thinking in drawing up a revised and improved bill that can become law.

I had prepared a short statement to be presented to the subcommittee, but first we will have inserted in the record of these hearings copies of the three bills and also the reports which have been received from the Department of Agriculture.

(S. 3224, S. 3225, S. 3699, and departmental report follow:)

[S. 3224, 92d Cong., 2d sess.]

A BILL To designate the Sipsey Wilderness and establish the Sipsey National Recreation Area, Bankhead National Forest, in the State of Alabama

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That certain lands within the Bankhead National Forest, Alabama, depicted as the "Sipsey Wilderness" on a map entitled "Sipsey Wilderness and National Recreation Area—Proposed", dated January 7, 1972, which is on file and available for public inspection in the Office of the Chief, Forest Service, Department of Agriculture, are hereby designated as the Sipsey Wilderness within and as a part of the Bankhead National Forest, comprising an area of approximately six thousand acres.

SEC. 2. As soon as practicable after this Act takes effect, the Secretary of Agriculture (hereinafter called the "Secretary") shall file a map and a legal description of the Sipsey 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 Sipsey Wilderness shall be administered by the Secretary in accordance with the provisions of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1131 et seq.) 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.

SEC. 4. In order to provide for the public outdoor recreation use and enjoyment of certain forested areas and recreational facilities in the State of Alabama by present and future generations and the conservation of scenic, scientific, historic, and other values contributing to public enjoyment of such lands and waters, there is hereby established, subject to valid existing rights, the Sipsey National Recreation Area (hereinafter referred to as the "recreation area"), within and a part of the Bankhead National Forest comprising an area of approximately three thousand acres.

SEC. 5. The recreation area shall consist of those lands depicted as the "Sipsey National Recreation Area" on the map referred to in section 1 of this Act. The Secretary shall, as soon as practicable after the date this Act takes effect, publish in the Federal Register a detailed description and map showing the boundaries of the Sipsey National Recreation Area.

SEC. 6. The administration, protection, and development of the recreation area shall be by the Secretary in accordance with the laws, rules, and regulations applicable to national forests, in such manner as in his judgment will best provide for (1) public outdoor recreation benefits, (2) conservation of scenic, scientific, historical, and other values contributing to public enjoyment, and (3) such management, utilization, and disposal of natural resources as in his judgment will promote, or is compatible with, and does not significantly impair the purposes for which the recreation area is established.

SEC. 7. The Secretary may acquire by purchase with donated or appropriated funds, by gift, exchange, bequest, or otherwise, such lands or interests therein within the boundaries of the recreation area as he determines to be needed for the purposes of this Act.

SEC. 8. (a) As soon as practicable after the date of enactment of this Act, the Secretary shall institute an accelerated program of development of facilities for outdoor recreation in the recreation area. Such facilities shall be so devised to take advantage of the topography and geographical location of the lands in relation to the growing recreation needs of the people of the United States.

(b) The Secretary is authorized to cooperate with all Federal and State authorities and agencies having programs which will assist in the development of the recreation area and rendering services which will aid the Secretary in evaluating and effectuating the establishment of adequate summer and winter outdoor recreation facilities.

SEC. 9. The distributive shares of the respective counties of receipts from that part of the Bankhead National Forest from which the recreation area and the wilderness area are created by this Act, as paid under the provisions of the Act of May 23, 1908, as amended (35 Stat. 260; 16 U.S.C. 500), shall not be effected by the enactment of this Act.

SEC. 10. The Secretary shall permit hunting and fishing on lands and waters under his jurisdiction within the Sipsey National Recreation Area in accordance with applicable Federal and State laws. The Secretary may designate zones where, and establish periods when, no hunting shall be permitted for reasons of public safety, administration, or public use and enjoyment. Except in emergencies, regulations prescribing any such restrictions shall be issued after consultation with the Alabama Department of Conservation.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., July 19, 1972.

HON. HERMAN E. TALMADGE,
Chairman, Agriculture and Forestry Committee,
U.S. Senate.

DEAR MR. CHAIRMAN: As you requested, here is our report on S. 3224, a bill to designate the Sipsey Wilderness and establish the Sipsey National Recreation Area, Bankhead National Forest, in the State of Alabama.

S. 3224 would designate approximately 6,000 acres within the Bankhead National Forest, Alabama, as the Sipsey Wilderness. The wilderness would be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1131 et seq.). The bill would also designate approximately 3,000 acres in the same area as the Sipsey National Recreation Area to be administered by the Secretary of Agriculture. It would direct the Secretary of Agriculture to institute an accelerated program of development for outdoor recreation facilities within the recreation area. The bill would not affect the distributive shares of receipts to the prospective counties.

The Wilderness Act established the National Wilderness Preservation System, provided that additional wildernesses could be established only under the provisions of subsequent Acts, and, among other things, set forth a definition of wilderness to guide classification of lands included in the Wilderness System.

The Area which would be designated by S. 3224—except for about 400 acres in the Bee Branch Scenic Area—does not meet the criteria for wilderness set forth in the Wilderness Act.

Before acquisition for National Forest, much of the proposed area was cut over, cleared, farmed and allowed to degenerate through erosion and poor farming practices. Generally these areas were planted to trees after they became National Forest.

Most of the proposed area has been logged for timber one or more times. Some timber harvest and subsequent planting has been done within the last ten years. The area is laced with permanent and temporary roads.

We also feel that the area is lacking in the unique characteristics and the national significance required of a national recreation area. The character of the

area is such that constructed facilities would have to be the major attraction with the surrounding land base serving as a secondary attraction. If a National Recreation Area were established by Congress, considerable expenditure of public funds would be required to develop and administer the area, since the area probably would not attract private investment capital.

Because the "Sipsey" area does not fulfill the statutory requirements for inclusion in the National Wilderness Preservation System, and because it does not have the attibutes required of a national recreation area, this Department strongly recommends that S. 3224 not be enacted.

The outstanding scenic and recreation values of the 1,200-acre Bee Branch portion of this area was recognized many years ago by the Forest Service. It has been protected and dedicated as the Bee Branch Scenic Area.

Recently, the Forest Service, with the aid of conservation-minded cooperators, intensively studied the area proposed for wilderness. This was followed by public meetings and other methods to gauge the public feeling as to the best management for the area. The information gained of the resources through the study plus the input from the public will enable the Forest Service to prescribe the most appropriate management for the area.

This Department, through the Forest Service, is inviting interested individuals and organizations to consider possible alternatives and offer advice on the question of how the National Forest System in the East and South can meet those needs of people which are answered in the West by National Forest Wildernesses.

We expect to have the public input on this question within the next few months. We will need to analyze the potential impact of such a system on other National Forest resource uses and services. Drawing from our experience in management of National Forest Wildernesses, we will also seek to design management requirements that can best serve users of these lands. We would then be in a position to select the most workable alternative for the preservation and management of the eastern National Forest wild land values, including those of the Sipsey area.

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

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

[S. 3225, 92d Cong., 2d sess.]

A BILL To establish southeastern wild areas in United States national forests, with the Sipsey Wild Area in the Bankhead National Forest as a prototype

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the Sipsey Wild Area Act.

WILD AREAS SYSTEM ESTABLISHED

SEC. 2. (a) There is hereby established a Southeastern Wild Areas Preservation System to be composed of federally owned lands designated by Congress as "wild areas," and these shall 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 wild lands, and so as to provide for the protection of these areas, the preservation of their wild character, and for the gathering and dissemination of information regarding their use and enjoyment as wild areas; and no Federal lands shall be designated as "wild areas" except as provided for in this Act or by a subsequent Act.

DEFINITION OF WILD AREA

(b) The term "wild area" applies to undisturbed or restored lands of a wild character which have not been reviewed under the terms of the National Wilderness Law of 1964 or proposed for inclusion in the wilderness system by the administering agency. They may be the subject of legislation introduced by

congressional delegations in response to the demand of constitutents. They may have undergone agency reviews and been excluded from the President's proposal. Or they may be newly defined wild land units that can be established as wild areas by Congress at any time, with or without prior agency reviews. In all cases, the congressional prerogative—to give protection under the National Wilderness Law of 1964 or to remove it—remains in force.

STATEMENT OF POLICY

(c) The inclusion of an area in the southeastern wild areas preservation system notwithstanding, the area shall continue to be managed by the department and agency having jurisdiction thereover immediately before its inclusion in the Southeastern Wild Area Preservation System, unless otherwise provided by Act of Congress.

(d) No appropriation shall be available for the payment of expenses or salaries for the administration of the wild areas as a separate unit nor shall any appropriations be available for additional personnel, stated as being required solely for the purpose of managing or administering areas solely because they are included within the Southeastern Wild Areas Preservation System.

EXTENT OF SYSTEM

SEC. 3. (a) All areas within southeastern national forests which are potential wild areas under the definition should be studied for possible inclusion in the wild areas system. The Secretary of Agriculture shall—

(1) within two years after the effective date of this Act file a map and legal description of each wild area with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and

(2) the Secretary shall maintain, available to the public, records pertaining to said wild areas, including maps and legal descriptions, copies of regulations governing them, copies of public notices of, and reports submitted to Congress regarding pending additions, eliminations, or modifications. Maps, legal descriptions, and regulations pertaining to wild areas within their respective jurisdictions also shall be available to the public in the offices of regional foresters, national forest supervisors, and forest rangers.

DESCRIBES AND ESTABLISHES SIPSEY WILD AREA

SEC. 4. (a) That Congress hereby finds that the Sipsey Area of the Bankhead National Forest, as described herein, is an area of national forest land representative of wild areas in the Southeast.

(b) The Sipsey Wild Area, although in part once subject to the works and activities of man, has been restored or is in the process of restoration to a natural condition; appears predominantly primitive and undisturbed in character and has outstanding opportunities for solitude or a primitive and unconfined type of recreation; has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition, and also contains ecological, geological and other features of scientific, educational, scenic, and historical value.

(c) In order to provide permanent protection and enhancement of the resource values contained in the watersheds of the Sipsey River and its tributaries there is hereby created the Sipsey Wild Area (hereinafter referred to as the "wild area") within the Bankhead National Forest, State of Alabama.

ADMINISTRATION, MANAGEMENT, AND PROTECTION

SEC. 5. (a) The agency administering any land designated as wild area shall be responsible for preserving the wild character of the area, and shall so administer such area for such other purposes for which it may have been established as also to preserve its wild character. Except as otherwise provided in this Act, wild areas shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservational, and historical uses.

(b) The administration, protection, and management of the Sipsey Wild Area shall be by the Secretary of Agriculture (hereinafter called the "Secretary")

as a part of the Southeastern Wild Areas Preservation System unless otherwise provided by Act of Congress.

(c) The Secretary shall manage the Sipsey Wild Area in accord with the following provisions:

(1) Primitive, wild conditions shall be preserved, restored, and protected.

(2) No structure or installation shall be erected within the wild area. Developments shall be of a rustic, primitive nature limited to those reasonably necessary for the health, safety, and well-being of the visiting public and restricted to locations outside the boundaries of the wild area on land adjacent to it.

(3) Public use shall be consistent with the ability of the wild area to support such use and to retain its natural character.

(4) Except as necessary to meet minimum requirements for the administration of the area for the purposes of this Act, including measures required in emergencies involving the health and safety of persons within the area, there shall be no use of motor vehicles, motorized equipment, or motorboats, no landing of aircraft, and no other form of mechanical transport.

(5) There shall be no permanent road within the wild area, and no temporary roads, except for purposes defined in (4) above. All existing temporary roads shall be allowed to revert to wild land.

(6) Commercial timber harvesting shall not be permitted. Such measures may be taken as may be necessary in the control of fire, insects, and diseases, subject to such conditions as the Secretary deems unavoidable.

(7) Grazing of domestic livestock shall be limited to riding stock where permitted and where established prior to the effective date of this Act.

(8) Commercial services may be performed within the wild area if necessary for activities which are proper for realizing the recreational or the other stated purposes of the wild area.

(9) The Secretary shall provide a management plan for the wild area developed according to the provisions of the Wild Areas Act and it shall be given development with full public involvement.

MINING CLAIMS

SEC. 6. Subject to existing valid claims, the lands within the wild area are hereby withdrawn from all forms of appropriation under the mining laws and from disposition under all laws pertaining to mineral leasing or disposition of minerals materials.

ACCESS, LAND ACQUISITION, GIFTS, BEQUESTS, AND CONTRIBUTIONS

SEC. 7. (a) In any case where State owned or privately owned land is completely surrounded by national forest land within the areas designated by this Act as wild area, such State or private owner shall be given such rights as may be necessary to assure adequate access to such State owned or privately owned land by such State or private owner and their successors in interest.

(b) Within the wild area the Secretary may accept title to non-Federal property of substantially equal value and convey to the grantor of such property any federally owned property in the State of Alabama under his jurisdiction.

(c) Within the wild area the Secretary may acquire by purchase with donated or appropriated funds, by gift, exchange, or otherwise, such lands, water, or interests therein as he determines necessary or desirable for the purposes of this Act.

(d) The Secretary may accept gifts or bequests of land adjacent to the wild area for inclusion in the wild area.

SIZE OF SIPSEY WILD AREA

SEC. 8. The Sipsey Wild Area shall consist of approximately nine thousand acres as shown on a map entitled "Proposed Sipsey Wild Area" dated January 7, 1972, which is on file and available for public inspection in the office of the Chief, Forest Service, Department of Agriculture, and to which is attached and hereby made a part thereof a description of the exterior boundaries. The Secretary may by publication of a revised map or description in the Federal Register correct clerical or typographical errors in said map or description.

HUNTING, FISHING, AND TRAPPING

SEC. 9. The Secretary shall permit hunting, fishing, and trapping on the land and waters under his jurisdiction within the wild area in accordance with applicable Federal and State laws; except that the Secretary may issue regulations designating zones where and establishing periods when, no hunting, fishing, or trapping shall be permitted for reasons of public safety, administration, or public use and enjoyment. Except in emergencies, any regulations pursuant to this section shall be issued only after consultation with the Alabama Department of Conservation.

RIGHTS RETAINED BY THE STATE OF ALABAMA

SEC. 10. The Secretary shall cooperate with the State of Alabama or any political subdivision thereof in the administration of the wild area and in the administration and protection of lands within or adjacent to the wild area owned or controlled by the State or political subdivisions thereof. Nothing in this Act shall deprive the State of Alabama or any political subdivision thereof of its right to exercise civil and criminal jurisdiction within the wild area, or of its rights to tax persons, corporation, franchises, or other non-Federal property, including mineral or other interests, in or on lands or waters within the wild area.

In his February 8, 1972, message on the environment, the President directed that the Secretaries of Agriculture and the Interior accelerate the identification of areas in the eastern United States having potential for providing primitive recreation opportunities. In response to that direction, this Department, through the Forest Service, is inviting interested individuals and organizations to consider possible alternatives and offer advice on the question of how the National Forest System in the East and South can meet those needs of people which are answered in the West by National Forest Wilderness.

We expect to have the public input on this question within the next few months. We will need to analyze the potential impact of such a system on other National Forest resource uses and services. Drawing from our experience in management of National Forest Wildernesses, we will also seek to design management requirements that can best serve users of these lands. We would then be in a position to select the most workable alternative for the preservation and management of the eastern National Forest wild land values.

It is possible that a system of wild areas such as is described in S. 3225 could be the selected alternative. However, until the public involvement phase is completed and other factors considered, we suggest that no action be taken on S. 3225.

Therefore, this Department recommends that S. 3225 not be enacted at this time.

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

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., July 9, 1972.

HON. HERMAN E. TALMADGE,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate.

DEAR MR. CHAIRMAN: As you requested, here is our report on S. 3225, a bill to establish southeastern wild areas in the United States national forests, with the Sipsey Wild Area in the Bankhead National Forest as a prototype.

S. 3225 would establish a Southeastern Wild Areas Preservation System to be administered for the use and enjoyment of the American people so as to leave the areas unimpaired for future use and enjoyment as wild lands.

The bill would further provide that all areas within southeastern National Forests which are potential wild areas, as defined, should be studied for possible inclusion in the wild areas system.

The bill would establish the Sipsey Wild Area of approximately 9,000 acres within the Bankhead National Forest, Alabama, as a prototype area and prescribe management thereof. The Sipsey Wild Area would be administered by the Secretary of Agriculture.

[S. 3699, 92d Cong., 2d sess.]

A BILL To establish a system of wild areas within the lands of the national forest system

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as "The National Forest Wild Areas Act of 1972".

STATEMENT OF FINDINGS AND ESTABLISHMENT OF A WILD AREA SYSTEM

SEC. 2. (a) Congress hereby finds that there is a need for a system of Federal lands in the Eastern United States which can provide present and future generations with primitive recreation opportunities in a spacious, scenic, natural, and wild setting removed from activities and highly developed works of man and similar to the experiences provided by the national wilderness preservation system; the national forest system represents a major federally owned land area in the Eastern United States; few areas of the national forest system located in the Eastern United States, which were acquired largely from private ownerships, meet the criteria set forth for wilderness by the Wilderness Act of 1964 (88 Stat. 577; 16 U.S.C. 1131) because of the past works of man; and that many such national forest areas have been restored or are in the process of restoration to a near natural condition and appear predominantly primitive and undisturbed in character.

(b) In accord with these findings there is hereby created a system of national forest wild areas designated by Congress, composed of federally owned land within the national forest system, east of the one-hundredth meridian to be managed by the Secretary of Agriculture (hereinafter referred to as the "Secretary") as a part of the national forest system. Areas designated under this Act shall be known as wild areas and shall be administered to restore, maintain, and protect the natural, primitive, and wild character of the area for public use and enjoyment for recreation, scientific, and educational purposes by present and future generations of the American people. No area shall be designated as a wild area except as provided for in this Act or a subsequent Act.

DEFINITION

SEC. 3. The term "wild area" as used in this Act is an area of outstanding beauty; is primarily primitive and natural in character although man and his works may have been present or are present and wherein the marks of man's activities are subject to restoration to the appearance of a primitive and natural condition; is large enough so that the primitive and natural values can be preserved; and the area provides outstanding opportunities for public use and enjoyment in a primitive type setting.

ESTABLISHMENT OF AREAS

SEC. 4. (a) The Secretary shall study and, from time to time, submit to the President areas recommended for inclusion in the wild area system which in his judgment meet the requirements of this Act and are suitable and desirable for 'wild area" classification. The President shall advise the United States Senate and the House of Representatives of his recommendations with respect to the designation as a "wild area" or other classification of each area submitted. Each recommendation of the President for designation of an area as a "wild area" shall become effective only if so provided by an Act of Congress.

(b) Each proposal shall be accompanied by a report, including maps and illustrations, showing among other things the area included within the proposal; the characteristics which make the area a worthy addition to the system; the current status of landownership and use in the area; the reasonably foreseeable potential uses of the land and water which would be enhanced, foreclosed, or curtailed if the area were included in the wild area system.

(c) (1) Prior to submitting any recommendations to the President with respect to the suitability of any area for designation as a wild area the Secretary shall:

(A) give such public notice of the proposed action as he deems appropriate, including publication in the Federal Register and in a newspaper having general circulation in the area or areas in the vicinity of the affected land;

(B) hold a public hearing or hearings at a location or locations convenient to the area affected. The hearings shall be announced through such means as the Secretary deems appropriate, including notices in the Federal Register and in newspapers of general circulation in the area: *Provided*, That if the lands involved are located in more than one State, at least one hearing shall be held in each State in which a portion of the land lies;

(C) at least thirty days before the date of a hearing advise the Governor of each State, the governing board of each county, parish, town, and municipality in which the lands are located, the governing board of each appropriate substate multijurisdistional general purpose planning and development agency that has been officially designated as a clearinghouse agency under Office of Management and Budget Circular A–95, and the governing board of each appropriate established environmental protection district, and Federal departments and agencies concerned, and invite such officials and Federal agencies to submit their views on the proposed action at the hearing or by no later than thirty days following the date of the hearing.

(2) Any views submitted to the Secretary under the provisions of (1) of this subsection with respect to any area shall be included with any recommendations to the President and to Congress with respect to such area.

(d) Any modification or adjustment of boundaries of any wild area shall be recommended by the Secretary after public notice of such proposal and public hearing or hearings as provided in subsection (c) of this section. The proposed modification or adjustment shall then be recommended with map and description thereof to the President. The President shall advise the United States Senate and the House of Representatives of his recommendations with respect to such modification or adjustment and such recommendations shall become effective only in the same manner as provided for in subsections (a) and (b) of this section.

ADMINISTRATION

SEC. 5. (a) The Secretary shall administer units of the wild area system in accord with the following provisions:

(1) Primitive, natural, and wild conditions will be restored, maintained, and protected to provide for public use and enjoyment for recreation, scientific, and educational purposes in a natural setting free from the activities and highly developed works of man, wherein natural attractions prevail in an atmosphere of spacious solitude.

(2) Public use shall be permitted consistent with the ability of the area to support such use and retain its primitive, natural, and wild characteristics.

(3) Developments shall be of a rustic, primitive nature limited to those reasonably necessary for the health, safety, and well-being of the visiting public and the protection of natural resources.

(4) Subject to existing private rights, the use of motorized equipment or aircraft shall be limited to the minimum necessary to meet administrative requirements of the Act, including measures required in emergencies involving the health and safety of persons using the area, and the control of fire, insects, and diseases, subject to such conditions as the Secretary deems desirable.

(5) Commercial timber harvesting shall not be permitted.

(6) Grazing domestic livestock shall be limited to riding stock where permitted.

(7) Commercial services shall be limited to those necessary to achieve the purposes of the Act: *Provided, however*, That the President may, within a specific area and in accordance with such regulations as he deems desirable, authorize uses such as the establishment and maintenance of reservoirs, water conservation works, power projects, transmission lines, and other facilities needed in the public interest, including road construction and maintenance essential to development and use thereof, upon his determination that such use or uses

in the specific area will better serve the interests of the United States and the people thereof than will its denial.

(b) The Secretary shall prepare a management plan for each unit of the wild area system in accordance with the Act, utilizing a multidisciplinary approach and providing for appropriate public involvement.

ACQUISITION

SEC. 6. (a) Within areas of the wild area system, the Secretary may acquire by purchase with donated or appropriated funds, by gift, exchange, condemnation, or otherwise, such lands, waters, or interests therein as he determines necessary or desirable for the purpose of this Act. All lands acquired under provisions of this section shall become national forest lands.

(b) In exercising the exchange authority granted by subsection (a) of this section, the Secretary may accept title to non-Federal property for federally owned property located in the same State, of substantially equal value, or if not of substantially equal value, the value shall be equalized by the payment of money to the grantor or to the Secretary as the circumstances require.

(c) The head of any Federal department or agency having jurisdiction over the lands or interests in lands within the boundaries of any wild area is authorized to transfer to the Secretary jurisdiction over such lands for administration in accordance with provisions of this Act.

MINERALS

SEC. 7. Subject to existing valid claims, federally owned lands within units of the wild area system are hereby withdrawn from all forms of appropriation under the mining laws and from disposition under all laws pertaining to mineral leasing or disposition of mineral materials.

SEC. 8. The Secretary shall permit hunting, fishing, and trapping on the lands and waters under his jurisdiction within wild areas in accordance with applicable Federal and State laws; except that the Secretary may issue regulations designating zones where and establishing periods when no hunting, fishing, or trapping shall be permitted for reasons of public safety, administration, or public use and enjoyment. Except in emergencies, any regulations pursuant to this section shall be issued only after consultation with the wildlife agency of the State or States affected.

SEC. 9. The Secretary shall cooperate with the States and political subdivisions thereof in the administration of wild areas and in the administration and protection of lands within or adjacent to the wild area owned or controlled by the State or political subdivisions thereof. Nothing in this Act shall deprive any State or any political subdivision thereof of its right to exercise civil and criminal jurisdiction within the wild area, or of its right to tax persons, corporations, franchises, or other non-Federal property, including mineral or other interests, in or on lands or waters within the wild area.

SEC. 10. The Secretary is authorized to make such rules and regulations as he deems necessary to carry out the purposes of this Act.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., July 19, 1972.

Hon. HERMAN E. TALMADGE,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate.

DEAR MR. CHAIRMAN: As you asked, here is our report on S. 3699, a bill to establish a system of wild areas within the lands of the National Forest System.

S. 3699 would create a System of National Forest Wild Areas as defined in the bill. The areas would be east of the 100th meridian and administered by the Secretary of Agriculture as a part of the National Forest System. The bill would authorize and direct the Secretary of Agriculture to study and recommend to the President areas for inclusion in the System. Public involvement and hearings would be an integrated part of the area selection process. The areas would be administered to restore, maintain, and protect the natural, primitive, and wild

character of the areas for public use and enjoyment for recreation, scientific, and educational purposes. Developments would be limited in number and would be of a rustic, primitive nature. Commercial timber harvesting and grazing would not be permitted. Management plans would be prepared for each area utilizing a multidisciplinary approach and providing for public involvement. Acquisition within areas of the Wild Area System would be by donation, purchase, exchange, condemnation or otherwise. Subject to existing valid claims. Federally-owned lands within units of the Wild Area System would be withdrawn from all forms of appropriation under mining laws and from disposition under all laws pertinent to mineral leasing or disposition.

The demand for primitive recreation opportunities is rapidly increasing in the United States. There is also growing awareness that areas with characteristics suitable to provide a primitive recreation experience are limited. For nearly 50 years the Forest Service of this Department has been identifying and setting aside areas of wilderness character for management essentially in their natural state. The Wilderness Act of 1964 created a system comprised initially of 54 of these National Forest Areas and provided for review of 34 other areas as to their suitability for potential inclusion in the Wilderness System. Additionally, the Forest Service is in the process of identifying roadless areas within the National Forest System for future study as potential additions to the National Wilderness Preservation System.

Most of the established wilderness areas and those areas under review and study are in the West, and thus do not fully meet the needs of our citizens in the East. As we interpret the Wilderness Act (as stated in section 2(a) of S. 3699) few areas in the East would meet the criteria for Wilderness as set forth in section 2 of the Act.

President Nixon, in his February 8, 1972, message on the environment directed the Secretaries of Agriculture and the Interior to accelerate the identification of areas in the eastern United States having Wilderness potential. In response to the President's statement the Forest Service has sought the opinions of interested individuals and organizations on alternative ways to provide primitive and wild recreation areas in the eastern United States. These alternatives include establishment of a National Forest Wild Areas System as would be provided by S. 3699, as well as other options. The Forest Service has held and will be holding 24 public listening sessions in 21 eastern States on the alternative methods of establishing, identifying, and managing such areas in the eastern United States. These meetings have been previously scheduled and are still being held. They will be completed before the end of July and we expect that a short period of time will be required to assess the opinions and suggestions brought forth at these listening sessions.

Although S. 3699 would provide for a meritorious approach to meeting needs for primitive recreation in the eastern United States, we are not in a position to make a recommendation regarding the bill at this time. As soon as we evaluate public views and reactions to this and other options we will present our recommendations to you. We therefore recommend that no action be taken on S. 3699 at this time.

However we would like to comment on one policy issue raised by S. 3699 to aid your ultimate consideration of this legislation. Subsection 5(a)(7) of the bill would provide for Executive authorization of several types of developments and uses which are basically incompatible with the definition of "wild area" in section 3 of the bill. Should any legislative or executive system of lands be established for purposes set forth in S. 3699, we believe the developments and uses listed in subsection 5(a)(7) should be foreclosed.

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

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

Senator AIKEN. My own statement is very brief and I shall read it quickly inasmuch as there are many witnesses to be heard before this committee. There has been a great deal of interest shown in this legislation and I am sure a lot of different opinions will be given to the committee.

STATEMENT OF HON. GEORGE D. AIKEN, A U.S. SENATOR FROM THE STATE OF VERMONT

Senator AIKEN. Mr. Chairman and members of the subcommittee, first let me thank you for holding this hearing on S. 3699, which was introduced June 13 by Chairman Talmadge and myself.

The need for this legislation has been apparent for some time.

Citizens in the heavily populated areas east of the Mississippi River need access to areas where they can enjoy the primeval conditions which only wilderness areas can provide.

At the present time, nearly all of the major wilderness areas that are at least 5,000 acres or more in size are in the West, far from the eastern population centers.

However, in the national forests of the East there are numerous areas of lesser size that are rapidly reverting to primitive conditions.

These areas contain physical and scenic features that would enable outdoor-minded people to enjoy experiences which the wilderness provides.

It is for the purpose of protecting, maintaining, and managing such wilderness-type areas that we have sponsored this proposed legislation.

The Forest Service has ably demonstrated its ability to handle such areas under such rules and regulations as may be provided by the Congress and the Secretary of Agriculture.

This bill, which Senator Talmadge and myself are proposing, is companion legislation to H.R. 14392 which was introduced in the House on April 17 by Mr. Kyl, of Iowa.

I ask for early favorable consideration of this bill and I also ask to have inserted in the record of these hearings the 10 principal provisions of this proposed legislation:

1. Provide present and future generation with primitive recreation opportunities in a spacious, scenic, natural, and wild setting removed from the activities of man.

2. Create a system of wild areas designated by Congress within national forests east of the 100th meridian to be administered by the Secretary of Agriculture as a part of the national forest system.

3. Authorize public use consistent with the ability of the area to support such use.

4. Limit developments to those necessary for the health, safety, and well-being of the visiting public.

5. Limit use of motorized equipment to that necessary for administration, protection, health, and safety.

6. Prohibit commercial harvesting of timber.

7. Authorize Federal acquisition of private in-holdings by donation, purchase, gift, exchange or condemnation.

8. Withdraw federally owned lands from all forms of appropriation under the mining laws, except for existing valid claims.

9. Permit hunting, fishing and trapping in accordance with Federal and State laws.

10. Authorize the Secretary of Agriculture to make such rules and regulations as he deems necessary to carry out the purposes of the Act.

But I would say that I do appreciate the willingness of the subcommittee to hold hearings at this time on this bill.

As I said, there will be advocates, some, anyway, for the bill. There will be opposition to it, shown particularly by those interested in developing and operating the resources of the various areas which might be chosen. There is bound to be interest on the part of the developers, recreational developers, and others.

However, I have felt that time is of the essence and that we should proceed to have these hearings. Otherwise, with all the rivalry going on between State and Federal agencies, with the competition going on between the industrial concerns and the recreational people, I feel that there is no time to lose if we are to preserve for the future a reasonable amount of undisturbed forest land east of the Mississippi.

The first witness this morning—first, I would turn the proceedings over to Senator Bellmon, who is going to preside at this hearing, and I will now turn the Chair over to him.

Senator BELLMON (now presiding). Our next witness this morning is Congressman Buchanan from Alabama.

STATEMENT OF HON. JOHN H. BUCHANAN, JR., REPRESENTATIVE IN CONGRESS FROM THE SIXTH CONGRESSIONAL DISTRICT OF ALABAMA

Mr. BUCHANAN. Thank you, Mr. Chairman.

In the interest of saving time for the committee, as the previous witness, I will submit my statement for the record, if that is in order.

Senator BELLMON. It is very much in order. Your statement will be made a part of the record at this point.

(The prepared statement of Congressman Buchanan is as follows:)

Mr. BUCHANAN. Mr. Chairman, members of the subcommittee, I appreciate the opportunity to speak today in behalf of the preservation of a heritage whose future is, at best, in peril without your assistance.

We in Alabama are fortunate to have in the northern part of our State the Bankhead Forest which contains a very small, but very beautiful wilderness area, known to us as the Sipsey Wilderness.

Although portions of this land once felt the hand of man, it has essentially returned to its primitive status.

The area to which I am referring is only 11,000 acres, small by most standards for a wilderness, which in some parts of the country reach as high as 1 million acres. Unfortunately, however, it represents one of the few remaining areas in our State in which man still has the opportunity to study and enjoy the land in its natural state.

Legislation now before this subcommittee has the potential to protect this priceless acreage for enjoyment by generations yet unborn. Both S. 3224 and S. 3225 are steps in the right direction toward insuring that irreplaceable towering hardwoods will not be cut and supplanted with pines scheduled for cutting again in a few years, that cascading waterfalls will remain and that undergrowth will not feel the effects of erosion brought about by cutting and mining.

There are many of us who believe the Sipsey area meets the requirements of a wilderness area as outlined under the Wilderness Preservation Act. The National Wilderness Preservation System legislation defines a wilderness as an area where the earth and its community

life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean . . . an undeveloped Federal land retaining its primeval character and influence, without permanent improvement or human habitation . . . which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature and with the imprint of man's work substantially unnoticeable. . . .

This phrasing, in my judgment, would permit the inclusion of the Sipsey as a wilderness area. To be perfectly frank, however, the Forest Service seems intransigent in its refusal to recognize the Sipsey as a wilderness under this law.

We in Alabama are, therefore, turning to this subcommittee as our last hope to protect this small but important area from the ravages of cutting, mining and further detrimental development.

The creation of such a wilderness has widespread popular support in our State, including that of Gov. George Wallace and the State legislature, which has endorsed its creation with a joint resolution.

The Forest Service has agreed to defer all resource management activities in the Bee Branch area of the Sipsey until legislation is passed or declined on this area. But we are living under the threat of the woodman's axe and the miner's pick.

S. 3224, offered by my colleagues from Alabama, provides what I believe to be the best hope of attaining what we in Alabama are seeking. I would, however, appreciate the subcommittee's sympathetic consideration of several revisions.

This legislation would designate the Sipsey wilderness and provide adequately for its protection, and would establish the Sipsey National Recreation Area within the Bankhead National Forest.

I do have some reservations regarding the location of a national recreation area adjacent to the wilderness area for several reasons. First, it would be virtually impossible, in my judgment, and it is my understanding that the Forest Service concurs, to administer these two divergent areas so close together.

As you may know, a national recreation area calls for a relatively high degree of investment, development and operational responsibility with outdoor recreation as the dominant or primary resource management purpose. These goals are quite different from the dispersed recreation uses and restricted development and management in a wilderness area. If the wilderness is to be established at all, it will be necessary to maintain a strict division between the two.

Second, the designation of a national recreation area in this location is inconsistent with the Alabama Statewide Comprehensive Outdoor Recreation Plan which calls for maximum recreational development in the Talladega National Forest. Considerable funds have already been spent in expectation of further development along these lines.

This plan, which has received the approval of the Bureau of Outdoor Recreation, calls for the establishment of a smaller recreation area around Smith Lake in the Bankhead Forest, which I would support. Such a location would create a large enough separation to provide ade-

quate care for the wilderness area and would, at the same time, create a greatly needed recreation area in the Bankhead and be consistent with the State plan.

A second reservation which I have regarding S. 3224 is the provision in the bill for the establishment of a wilderness area to encompass only 6,000 acres and a recreation area of 3,000 acres as defined on a map on file with the U.S. Forest Service. It is my understanding that this map in fact provides for some 11,000 acres for the wilderness.

It is my sincere hope that the committee will recognize the wisdom in preserving this entire 11,000-acre tract, which represents only 1/2000 of the Alabama forest land and but 6 percent of the Bankhead Forest, as a wilderness.

The second measure to which I would like to address myself today is S. 3225, which would establish a Southeastern Wild Areas Preservation System in the U.S. National Forest with the Sipsey Wild Area as a prototype.

This bill, like S. 3224, would provide the necessary protection for the Sipsey area's gorges and streams but here again there appears to be an inconsistency which would have to be reconciled if our goal of a protected wilderness area is to be attained.

I might note at this point that the terms "wild area" in this bill and "wilderness" in S. 3224 would afford virtually the same protection, although the wild areas designation would make a slightly larger area of the Bankhead, some 15,000 acres all together, eligible for such protection.

It is my understanding that the map on file for S. 3224 is the same one referred to in S. 3225. If that is the case, it again appears that the map contains some 11,000 acres of wild area while S. 3225 calls for a 9,000-acre wild area tract. Again, I would support the designation as reflected on the map on file with the Forest Service.

I have no doubt that there are other areas in the Southeast which are similar in nature to the Sipsey, and in need of protective action. For this reason, I would support the concept of establishing a system of wild areas to preserve these rapidly vanishing lands.

There is no question but that action needs to be taken to protect these lands and, in my judgment, the only hope lies with the Congress. It is my sincere hope that this subcommittee will give favorable consideration to taking the steps necessary to insure that future generations of Americans can walk into our wilderness area to study and enjoy the land as Americans have done for the past 200 years.

I thank the subcommittee for its time and for any consideration the members can give to this legislation and to the revisions heretofore suggested.

Senator Bellmon. Congressman, before you go, I am told that, only this morning the committee has received the report from the Department which you probably haven't seen, but they recommended against the enactment of S. 3224 and they do so with the reasons that, in their opinion, that area doesn't meet the criteria for wilderness set forth in the Wilderness Act.

They then list the reasons that it doesn't meet the criteria. The fact that it has been logged over in the past. It has a network of roads, and

they say the area is lacking in unique characteristics, in items significantly required for such designation.

What is your answer to those things?

Mr. BUCHANAN. Mr. Chairman, I would say because the Forest Service is taking this position, this is precisely why we are bringing this legislation. They said it does not meet the criteria of the old legislation but that is no argument against the new legislation. And suppose that the area to be designated does not meet the old regulations—indeed, this is why we are bringing this new legislation.

But, secondly, much of this is—or appears to be—untouched. There has been some human involvement in this area, so that in certain portions of this, this is the case, and this is why they ruled against the Wilderness Act.

The national preservation legislation, however, described the area as a wilderness area where the earth "has been untrammeled by man, where man is a visitor and does not remain," and it further defines the area of the wilderness as being undeveloped land, and where the improvements, are substantially unnoticeable.

Were I making the decision, I would define this portion of the Bankhead Forest as being exactly the way a wilderness area described in the bill, in that it does retain, primarily, the primitive influence and that man's work is substantially unnoticeable. This is the case in the area that would actually be set aside. Because, however, the Forest Service and the Department do not so find, I would urge that it be set aside in this legislation so it will be clear in the law that it can and will be set aside.

I would again say we are talking about one two-thousandth of the forest land in Alabama and only one-sixth of the National Bankhead Forest area, an area in which many Alabamians have interest, as you will hear in later testimony. And I would urge it be set aside for dispersed recreation and preserved for our children in the future. Both of our Senators have introduced this legislation out of their concern that this be done.

Senator BELLMON. Thank you very much.

Senator CHILES. I notice that in the report from the Department, they say the outstanding scenic and recreation values of the 1,200-acre Bee Branch portion of this area was recognized many years ago by the Forest Service. It has been protected and dedicated as the Bee Branch Scenic Area. What they are saying is that we are going to look after what we want to look after, and we don't want anybody telling us what we need to protect, and we will make that decision.

Mr. BUCHANAN. That is precisely correct. They are planning to clearcut some portions of this area which we hope to set aside. And, again, should there be an opportunity to show the slides.

There are other gorges that wind through this area that are very beautiful, and primitive, and deserve to be preserved as well, in the eyes of thousands of Alabamians.

Senator CHILES. As I further understand it, as Members of Congress from Alabama—and I being from this area—and with Senator Sparkman and Senator Allen, you feel there is a need to be direct correlation, not just to have part of this designated, or this authority designated to the Forest Department.

Mr. BUCHANAN. Indeed, I can't quote Thomas Jefferson, but agree with him concerning men in government such as those in the Forest Service, that chaining them, binding them by the chains of law, is the best way to conserve or protect anything. I think there is clearly need of congressional action in this case if there is to be protection for what we feel to be a very precious area.

Senator AIKEN. One reason for the introduction of S. 3699 was that the present definition of "wilderness" requires a minimum of, I think of, 5,000 acres. You say that part of this 11,000 acres would qualify as a primitive area in spite of the fact that it has not grown up in the last 75 years?

Mr. BUCHANAN. Yes.

Senator AIKEN. I think that is important because there are many places in the East, in the heavy populated areas, where it would be difficult, perhaps, to set aside areas of 5,000 acres or more and 1,000 acres would be highly desirable. I note the Forest Service is holding meetings in 24 public sessions and in 21 eastern States. They expect to complete them before the end of July.

They are asking for time to study the record. How much time they mean, I don't know. But I would think that they would be able to get some understanding from these meetings without too much delay. We know how long it takes to make an analysis and a report, and it seems to me, as I said, time is of the essence.

Mr. BUCHANAN. I could not agree more. This is one of the reasons we asked for S. 3224 or S. 3225 in addition to your legislation, so this would provide us some immediate protection.

Senator AIKEN. Under S. 3699, legislative action would be required after a selection of an area is made.

Mr. BUCHANAN. Yes.

Senator AIKEN. There is a great deal of caution in the bill, and we expected to get a lot of advice on your bill and every other bill connected with this. Again, may I say there isn't much time to lose.

Senator BELLMON. Congressman, thank you very much for your testimony.

We will now call Representative Kyl, of Iowa.

STATEMENT OF HON. JOHN KYL, REPRESENTATIVE IN CONGRESS FROM THE FOURTH CONGRESSIONAL DISTRICT OF IOWA

Mr. KYL. Thank you, sir.

Gentlemen, I have two pieces of testimony. One is my own and the other is that of the Izaak Walton League of America. All of their officials are presently in Chicago and they asked me if I would present their testimony at the time they had arranged for.

Senator BELLMON. Congressman, if you desire to do so, you may brief it and we will put it all in the record.

Mr. KYL. Thank you, Mr. Chairman.

I would prefer to do that with my own statement, particularly. Let me say, first, that I introduced a wilderness bill in the House because I want extensive recreation areas in the eastern portion of the United States. I do not intend the proposed system as a replacement for wilderness. If an area in the East is qualified as wilderness, it should be

wilderness, and the size of this area is—as the Senator pointed out, 5,000 acres—not a particularly significant matter.

We have made wildernesses in smaller acreages than that. As we proceed to move some park lands into that category, we will have many areas less than 5,000 acres. If the designated wild lands, which now do not qualify as wilderness, can revert to a wilderness status with our help, then certainly in the future we ought to put them in that category. But the big factor is that there is not a large acreage of wilderness in the Eastern States. We have to do something to help provide these areas in as natural a state as possible.

Just a few statistics to bear in mind: There are 11 Western States, each of which has more public land than do all of the States combined east of the 100th meridian. In the national forests of the East, within the exterior boundaries, approximately half the land is privately owned. There would probably have to be some acquisitions.

Most of these lands do show considerable intrusion by man. We can help control intrusions so that we do revert to a more primitive condition than we have at the present time.

Where we do own the land in the forest, only in about half of the cases do we have the mineral rights and in few cases do we have control over the water involved.

In other words, rather than diminish the purity and the sanctity of the wilderness system by amendments to that act, I would prefer to have a new system which is somewhat different, so that we can have a quantity of land, help the land revert to the status that would qualify them, someday, to be a wilderness. This is not a revolutionary thing. We do this in the national park considerations all the time.

Consider the Ozark Riverways, for instance. It was desired to have some activities that you can't have in national parks, so there was a new designation, the Ozark Riverway. Furthermore, we have already taken land from the National Park Service for wilderness. The case of the Petrified Forest of Arizona, the case of the Painted Desert, and so on.

That is the purpose of that legislation and that is the reason that I introduced it.

(Mr. Kyl's prepared statement is as follows:)

I introduced the Wildlands bill in the House because I want extensive preservation areas in our Eastern states. The bill is not intended as a replacement for the Wilderness system. If an area anywhere in the nation qualifies under the Wilderness criteria now, it will qualify if the Wildlands bill becomes law. The bill is intended to preserve the pure wilderness concept. I mean that!

The Wilderness Act cannot provide the quantity of lands I want preserved in Eastern states. Forest lands of the East show too much intrusion by man to qualify generally as wilderness. We have to find a means to help nature restore big areas to a more pristine condition. Incidentally, if lands designated as Wildlands do revert to a status satisfactory to Wilderness designation at some future date, the area can then be considered for Wilderness status.

Let's look a little deeper into the situation we face. There are eleven western states, each of which has more public lands than do all states East of the Missouri River. In the national forest lands of the East, approximately half the land within the exterior boundaries of specific units is privately owned. We need an acquisition authority in the East. Where surface rights have been acquired in the Eastern forests, the government holds only 50% of the mineral rights. Most waterways or water surfaces are not owned or controlled by the government.

The concept of Wildlands is not revolutionary. I do not believe it disturbs any legitimate goals. We have a system of National Parks. Certain activities are excluded in those parks. So when we designate, for preservation, areas which are of unique value sufficient to be national parks, but we desire to permit uses not compatible with the National Park, we find a different legal title or description; for instance, the Ozark Riverway. We accommodate different management and uses in Wild and Scenic Rivers, Recreation Areas, Monuments. We have followed this practice so we do not dimiinsh the sanctity of pure National Park designation.

There is a natural tendency to compare Wildlands, as proposed, and Wilderness. I do not want my foregoing comments to indicate that the purpose of the bill is to give some less-secure status to the wildlands. I repeat again that my dual motivation is to begin an accelerated process of setting aside areas in the East where a person can study, and where he can come as close as possible to a true Wilderness experience. I also repeat the belief that we can help these lands to revert—to become more natural, more wild. And, at the same time, I want to have an undiluted Wilderness system wherever we can have it.

Mr. KYL. Then, Mr. Chairman, if I might turn to the testimony of the Izaak Walton League of America, I will try to brief this meaningfully.

(The statement is as follows:)

STATEMENT OF J. W. PENFOLD, SPECIAL PROGRAMS DIRECTOR, IZAAK WALTON LEAGUE OF AMERICA, ARLINGTON, VA.

Mr. Chairman:

First we would like to commend the sponsors of the wild areas system legislation for their foresight and the Chairman and members of the Committee for acting so promptly on the legislation.

The Izaak Walton League, which celebrates its 50th birthday this year, from its beginnings has had a direct and dedicated concern with the protection and preservation of an adequate resource of wilderness. As a national, not-for-profit society the League has been in the thick of every battle to protect and preserve wilderness. It was at a public meeting in Duluth, in April of 1923, called by the Forest Service at the request of the League that the policy was enunciated which assured the continued roadless character of the Minnesota-Ontario boundary lakes and made possible the present day Boundary Waters Canoe Area covered into the Wilderness Act of 1964. In reality, that was the first National Forest wilderness, although the Gila in New Mexico became the first officially designated area the next year, thanks to that conservation pioneer Aldo Leopold.

There is a great similarity, Mr. Chairman, between that Duluth meeting almost 50 years ago and the series of "listening" sessions which the Forest Service has scheduled in the east and south the last half of this month to solicit the views of the public with respect to securing an enduring resource of wilderness in the eastern part of the Nation. These Forest Service Sessions are in process right now, so we can hardly expect the Service (or the Administration) to take a definitive position until the sessions have been completed and the public comments, views and recommendations have been compiled, studied and evaluated.

Similarly, we in the Izaak Walton League, are in the process of developing a definitive position. The League's 50th Annual Convention is in session this very day in Chicago and is discussing the wild area system concept and its relationship to the Wilderness Act and the priorities for action as our delegates from all over the country see them. This statement consequently is an interim statement which indicates the trend of our thinking but is subject to modification, amplification and further definition. A further statement or confirmation will be filed with the Committee early next week.

Nonetheless, we are confident of the conclusion that to assure an adequate and enduring resource of wilderness in the national forests of the east and south that we must make full use of the Wilderness Act of 1964 and complement that Act with a supplementary system of wild areas that have the potential of being restored to wilderness character.

The Wildnerness Act of 1964 declared it to be national policy "—to secure for the American people of present and future generations the benefits of an enduring resource of wilderness." Implementation of this policy is straight forward in the western national forests where vast acreages of pristine wilderness had

already been identified and administratively protected and where additional areas of defacto wilderness persist and are available for selection and designation. But in the east and south, where a majority of the people live, there are few national forest areas that are untrammeled, free from substantial evidence of man's past activities and thus qualified and eligible for designation under the Act. Consequently, the overriding purpose of a "wild" area system is to fill the geographic and demographic gap in the national objective by providing a means whereby the benefits of an enduring resource of wilderness may be restored and made available to the populations of the east and south.

The Nation routinely plans a half century or more in advance of water and energy supply needs and manages timber for harvest 80 or 100 years in the future. Similarly, we can and should deliberately plan and manage "wild" areas to meet the wilderness needs of far larger populations of the future. This objective and the time element permit perspective and criteria which differ sharply from those employed in identifying potential wilderness areas under the 1964 Act. Assuming an area has high scenic value and is predominately primitive and natural, the question becomes "is it an area which, under rigorous protection, can be progressively restored to wilderness character, primarily through natural processes, meanwhile providing outstanding opportunities for primitive recreation values?"

Consequently restoration to wilderness character is the goal of the wild area system. There can be no compromise, and it must not become confused with general outdoor recreation. The concept can be described in positive terms, should be from initial consideration of any area and inculcated in the outdoor ethics and attitudes of the public user and the administrator. The decisions should always be based on the question "will this contribute to restoration of wilderness character?"

With this in mind, it is essential that the language of the National Forest Wild Areas Act of 1972 make it abundantly clear that areas in the system are not run-of-the-mill recreation areas but are special areas to be protected from despoilation of any kind as rigorously as our most cherished Wilderness Area. To that end we offer some specific amendments for Committee consideration:

Section 2(a) Page 1, line 11—eliminate word "highly".

Section 3, Page 3, line 8—eliminate words "subject to" and substitute "capable of"; eliminate words "appearance of."

Section 5(a)(1), Page 6, line 12—eliminate word "highly".

Section 5(a)(3), Change to read:

"There shall be no developments except those necessary for the health and safety of the visiting public and the protection of natural resources. There shall be no new roads and existing roads shall be obliterated or permitted to revert to foot trails or, if such existing roads are essential for administrative purposes, they shall be closed to public use"

Discussion: There should be no developments within a wilderness or wild area. However, extensive use by the visiting public will require certain minimal facilities such as portable privies at favorite camping spots, simple stone fireplaces at similar sites to discourage dozens of scattered one-time campfires. There should be no water developments other than the opening of a natural spring and maintenance to prevent surface contamination. The words "well-being" could be interpreted to mean any convenience any individual might desire and do not provide a clear guideline for the administrator.

A major characteristic of wilderness is the absence of roads and the host of incompatible influences and impacts which roads exert on wilderness. Hence, all existing roads should be obliterated or permitted to revert to foot trails. The exception might be when it is determined that an existing road be maintained because of administrative necessity. In such an instance, the road should be closed to all use by the public.

Section 5(a)(4), Page 6, line 24—eliminate word "commercial".

Section 5(a)(7), Page 7, line 4—eliminate proviso in its entirety.

Discussion: The Wilderness Act of 1964 contains a similar provision. Notwithstanding that fact its applicability to eastern wild areas would be unfortunate. Eastern and southern wild areas will generally be small, in comparison to the large western wilderness. Authorization by the President of dams, reservoirs, power projects, transmission lines, related roads and facilities would have the actual effect of vetoing the wild area. This is a determination that should be made only by Congress. In a matter of national security or emergency the President already has the authority to take any emergency actions required.

Mr. Chairman, I am attaching a copy of a more detailed statement on standards and criteria for selection and administration of wild areas. This has been submitted to the Forest Service in connection with thier public "listening" sessions and may be useful to your Committee as part of the record.

In conclusion, we believe there are three essential steps to be taken to assure an enduring resource of wilderness in the national forests of the east and south.

1. The Department of Agriculture (Forest Service) should move promptly to identify areas which qualify under the Wilderness Act of 1964 and recommend through the President to the Congress their designation and inclusion in the Wilderness Preservation System.

2. Congress is urged to enact legislation such as S. 3699 to establish a system of wild areas to complement and supplement the Wilderness Preservation System and by restoration to wilderness character assure these benefits to the burgeoning populations of the east and south.

3. The Department of Agriculture should administratively act as quickly as possible to provide full protection for all national forest areas in the east and south which are identified as potential candidates for inclusion in the Wilderness Preservation System or the Wild Area System pending their review by Congress and action by Congress for permanent inclusion in such systems.

We appreciate the privilege of presenting our views.

(The attachment is as follows:)

COMMENTS OF THE IZAAK WALTON LEAGUE OF AMERICA WITH RESPECT TO FOREST SERVICE LISTENING SESSIONS ON "WILD AREA SYSTEM" PROPOSALS

The Wilderness Act of 1964 declared it to be national policy—"to secure for the American people of present and future generations the benefits of an enduring resource of wilderness." Implementation of this policy is straight forward in the western national forests where vast acreages of pristine wilderness had already been identified and administratively protected and where additional areas of defacto wilderness persist and are available for selection and designation. But in the east and south, where a majority of the people live, there are few national forest areas that are untrammeled, free from substantial evidence of man's past activities and thus qualified and eligible for designation under the Act. Consequently, the overriding purpose of a "wild" area system is to fill the geographic and demographic gap in the national objective by providing a means whereby the benefits of an enduring resource of wilderness may be restored and made available to the populations of the east and south.

The Nation routinely plans a half century or more in advance of water and energy supply needs and manages timber for harvest 80 or 100 years in the future. Similarly, we can and should deliberately plan and manage "wild" areas to meet the wilderness needs of far larger populations of the future. This objective and the time element permit perspective and criteria which differ sharply from those employed in identifying potential wilderness areas under the 1964 Act. Assuming an area has high scenic value and is predominately primitive and natural, the question becomes "is it an area which, under rigirous protection, can be progressively restored to wilderness character, primarily through natural processes, meanwhile providing outstanding opportunities for primitive recreation values?"

In this context we offer brief comments relative to criteria, standards and management principles to be employed in identifying and designating areas within a "wild" area system.

LAND OWNERSHIP

Clearly, full Federal ownership of surface and subsurface rights is essential. In many instances this will not be immediately attainable. Without control of the surface, wild area management will hardly be possible. Hence, before nomination of a potential wild area, non-Federal lands included should be covered by options to purchase or other agreements with the owners of surface rights that will protect the surface pending Federal acquisition in fee.

Similarly, every effort should be made to acquire subsurface rights. Where such rights can not be immediately acquired, a judgement factor enters—how good are the chances that the minerals will not be mined and the rights will become available for acquisition at a later date, or, is the situation such that condemnation should be employed.

EVIDENCE OF MAN AND HIS ACTIVITIES

Areas, otherwise qualified, where evidences of man's activities are not apparent are obvious candidates for wild area designation. Areas where some evidence of man's activities are apparent, but which can be removed and the natural scene restored, are also candidates. Areas where such evidences are substantial, cannot be eliminated and restored would not be candidates. Specifically:

Trails—offer no problem generally.

Roads—obliterate entirely or revert to trails.

Cemeteries—a few pioneer graves create no problems.

Water Impoundments—if no longer in active operation and capable of maintenance without power equipment might be acceptable—no new ones.

Gas and Power Line—if they can be scheduled for removal by certain date would not be obstacle—no new ones.

Buildings—remove.

Grazing—phase out.

Logging—if recovering, okay.

Reforestation—no new projects, except to expedite recovery of specific sites.

Recreation Sites—obliterate all except most primitive which fit into master land plan.

Railroads—remove rails etc. and revert to trail.

Mines and Quarries—a single shaft is no problem, a strip-mined area or a quarry no candidate; however, a small borrow area for ballasting old road might be no obstacle.

Wildlife Habitat—would likely recover most quickly, no obstacle

SIZE

Size is less important a factor than the ability to implement a management plan that will protect, preserve and restore the area to wilderness character. There need be no maximum size limitation: unfortunately there remain few large areas in the east that could be considered candidates.

Minimum size would relate to topography, geologic and other topographic features. For example, a sub-watershed of 1,000 acres might be an excellent candidate, or a 500 acre marsh, whereas a 5,000 acre portion of pine flat might be unmanageable as a wild area. Similarly, a 1,000 acre area close to an urban concentration might have greater people-value than a comparable acreage elsewhere. Each case will have to be evaluated individually on the basis of all related factors keeping in mind that we are planning for the future.

As important as size will be the location of the area with respect to other national forest lands. Surrounding each wild area ideally there should be national forest land so managed as to filter out the general recreationist by his own choice and on which to provide necessary recreation facilities for his convenience. In this fashion the wild area would develop primarily for day use with only the backpacker who seeks no developments or conveniences electing to camp within the area. Yet those who want the conveniences can leave a developed area outside the boundary, hike into, and perhaps through the area to emerge at another developed site outside the boundary. Where adjoining land is in private ownership, there is the possibility that recreation facilities might be provided commercially on such land outside the area boundary.

We probably do not know enough about ecological processes to determine the size a wild area need be to escape wholly the influences and impacts from adjacent lands. Certainly the extent of national forest lands surrounding the wild area and the quality of their management will have a bearing on the degree to which such influences and impacts can be filtered out (like the general recreationist). Most important, ecologically, will be the restraint of people entering and using the area.

NATURAL AND ESTHETIC VALUES

Certainly natural or aesthetic values of national or regional significance or uniqueness would add to the importance of a wild area as would unusual or outstanding flora, fauna, ecologic or geolgic features. However, looking toward the day of far greater land development and specialization of uses, the wild area, protected, preserved and permitted to exist unimpeded by man will gen-

erate aesthetic and natural values of its own which are unique and significant. The purpose of the wild area system is not to present a collection of museum exhibits. Rather, wild areas will be islands of refuge from fast paced living and the opportunity to experience solitude in a natural scene largely free of man's interference, and a chance briefly to contemplate life and living uninhibited by the restraints of modern society.

DIRECTION FOR MANAGEMENT

The choices for management decisions can seldom be empirical. Good judgment in terms of the future and the individual site will come closer to determining what is right.

REMOVAL OF EVIDENCE OF MAN'S ACTIVITIES AND RESTORATION OF SITE

For the most part, allow the area to revert by natural forces. Assist these forces where appropriate. Examples:

A piece of old rock fence is just a pile of rocks—leave it alone.

A pioneer grave or two will eventually disappear—leave it alone.

Remains of a small orchard will eventually be replaced by other growing things—leave it alone.

If a railroad right of way remains, remove rails. Let roadbed revert to a trail. If RR right of way crosses a creek by masonry bridge, obliterate; if by log tressle, let it remain for foot trail use until it becomes a hazard, then remove. Logging or other remains of roads treat similarly.

Remains of a homestead: obliterate buildings, foundations and plow in root or other cellars. Some planting of native grasses and trees would expedite recovery. (Substantial experience in the B.W.C.A. of the Superior National Forest demonstrates the feasibility of this procedure.)

UTILITIES

No new utility lines.

Try to secure agreement that by date certain any existing facilities be removed. Whether that is possible or not, have right of way managed in most aesthetic and compatible manner—for wildlife perhaps. Prohibit use of commercial chemicals for vegetation control.

Include such rights of way in the designation with the announced intention that the facilities are to be eliminated as soon as practicable.

A small area dominated by a major transmission facility would hardly be a candidate for "wild" area in the first place.

USE OF MOTORIZED EQUIPMENT

None, except that which is inescapable for administration or safety. "Administration" in this context does not mean convenience, it means an important public job which cannot otherwise be accomplished. Fire, insects and disease should not be routinely considered emergencies requiring all out attack involving machinery, unless a real threat to adjoining lands. They are part of the ecological process.

TIMBER MANAGEMENT

None, no harvest, no cutting except for the occasional hazard tree over a trail or generally used camping site. No vegetative manipulation other than permitting a fire to run where ecologically desirable. Exceptions on utility rights of way as noted above.

LAND OWNERSHIP

Covered earlier.

EXTRACTION OF NONRENEWABLE RESOURCES

The goal should be *none* except for national security purposes. However, if extraction can be accomplished by operations outside the area, e.g. offset drilling, this might be permissable.

If extraction on the site can not legally be prohibited, the tightest restrictions would be enforced. Such a situation might call for re-evaluation and perhaps declassification of the area.

WILDLIFE MANAGEMENT

Wildlife is an obvious important feature of a natural and wild area. But mangement for wildlife could easily become the dominant management goal and the concept of an uninhibited ecological process be lost.

Wild areas for the most part will be relatively small. If adequate adjacent lands are controlled, the opportunities for intensive game management for rare and endangered species as well as others will be available outside the boundary. Replanting of seed stock for native wildlife and fish would be permissible. Put and take fishing or stocking game farm birds for the hunter are not practices compatible with the wild area concept. Develop the adjacent lands so as to filter out those who only seek targets for the scatter gun or a full creel of fish.

Wild areas, of course, should be open to hunting and fishing under the appropriate state and Federal laws.

GRAZING

If any commercial grazing, phase it out. If riding stock is permitted regulate rigorously. Horses raise hell with trails and are not compatible with the hiker and backpacker. Their use should be positively discouraged. Provide riding trails on adjacent lands. Filter out the recreationists principally interested in horseback riding.

FIRE CONTROL

Control fires which threaten adjacent land. Utilize managed burns where and when desirable to abet ecological processes.

INSECTS AND DISEASE

Control when in epidemic proportions and a threat to adjacent lands.

NEW MAN MADE DEVELOPMENTS

The goal would be no development whatsoever. However, as the areas will be used by people—maybe lots of them—that goal is not realistic. Any development should be limited to the minimum necessary for health and safety of the visitor and protection of the resource values for which the area was classified. The phrase "reasonably necessary" should be avoided like the plague. It means nothing but includes everything anybody might want.

Trail signs should be kept to a bare minimum. Provide good maps and add a dimension to the wild area experience. Interesting natural or cultural features can be better and more fully described on maps and other literature than on signs.

Hikers will tend to concentrate camping use at relatively few sites of particular attractiveness. A simple fire place will discourage dozens of scattered one-time camp fires. At such sites, also, primitive toilets would be in order for the same reason.

Tables should not be provided. Inevitably, some camper will construct one out of saplings and a few nails. Leave it. Others will use it rather than constructing one themselves.

As mentioned earlier, developed camp sites with the amenities would be confined to adjacent lands. When an area is so extensive as to make its crossing more than a day's good hike, and where severe changes in weather are usual, installation of a simple shelter, such as the Adirondack lean-to, might be appropriate. Its occupancy by any one individual or group should be limited. However, backpackers should be encouraged to carry their own tents adding still another dimension to the wild area experience.

Water development should not be permitted, except that a natural spring might be opened and maintained to prevent surface contamination. In dry country or seasons of drought, let the hiker tote a canteen or use disinfectants.

There are other considerations not covered in the outlined questions. Some of these are:

1. The Forest Supervisor (or District Ranger) should encourage the organization of a local group composed of activists interested deeply in the area and willing to study, analyze, evaluate and advise on wild area questions and decisions, willing to devote time and energy to active projects in the area and to influence public attitudes toward use of the area. (Some Appalachian Trail groups are prototypes.)

They can organize work parties and assist in the removal of incompatible intrusions, assist in the maintenance of trails etc.

They can stock pile fire wood at favorite camping spots and help eliminate the damage done in an ever widening circle where each camper collects his own. They can police the trails and camping spots for trash and litter, though, if use is largely by backpackers, this kind of abuse should be minimal. Visitors should be required to carry out with them waste materials and containers which are not combustible. In this connection, careful consideration should be given to the question of whether, right from the start, campfires should be prohibited and campers be required to use primus or other light weight stoves.

2. Camping spots should be regularly rotated to prevent over use, soil compaction etc. This means that any toilet facilities provided should be portable and that lean-tos, if any, be so constructed that they can be disassembled, moved and reassembled.

3. New trails should be laid out as much as possible on the contour so as to eliminate the need for substantial grading, waterbars and maintenance. Existing trails where such conditions exist should be relocated.

4. Restoration to wilderness character is the goal of the wild area system. There can be no compromise, and it must not become confused with general outdoor recreation. The concept can be described in positive terms, should be from initial consideration of any area and inculcated in the outdoor ethics and attitudes of the public user and the administrator. The decisions should always be based on the question "will this contribute to restoration of wilderness character?"

ARLINGTON, VA., *July 24, 1972.*

HON. HERMAN E. TALMADGE,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: The Izaak Walton League filed a statement for the hearing record (July 20, 1972) with respect to S. 3699 and related bills to establish a system of wild areas within the lands of the national forest system. In that statement we noted that the League was in Convention assembled on the dates of the Committee hearings and would be considering the wild area system concept and its relationship to the Wilderness Act and priorities for action.

Delegates to the Convention discussed these matters at length and adopted a resolution. A copy of the resolution is attached and we ask that it be made a part of our statement in the record.

Respectfully yours,

J. W. PENFOLD,
Special Programs Director,
The Izaak Walton League of America.

(The resolution is as follows:)

RESOLUTION NO. 20—EASTERN WILDERNESS

The Izaak Walton League of America has been a consistent supporter of the principles of wilderness preservation and of the restoration of primitive lands. There are areas of Federal Lands throughout America which should be so preserved and restored, and which in the absence of early legislative action may be lost or irretrievably impaired. There has been introduced in the United States Senate a measure, S. 3792, which would preserve 11 significant areas qualified for wilderness preservation in the Eastern region of the Nation, and several members of Congress have commendably considered important principles in the Aiken-Kyl measure for the protection and restoration of certain lands in the urbanized eastern States.

The Izaak Walton League of America assembled in Convention at Chicago, Illinois, July 19–21, 1972, hereby expresses its full support for S. 3792 and urges that the bill include additional areas of the Nation. Furthermore, the League urges that National Legislation be enacted to preserve and restore additional primitive federal lands throughout the Nation which one day may qualify for full wilderness designation and that such legislation include provisions prohibiting all forms of encroachment including impoundments, utility installations, roads, all forms of timbering and mineral exploration and extraction.

Mr. KYL. I do want to call attention to the second portion of their testimony, which provides some guidelines, some rules for the new wildland system, and I think that these are certainly worthy of serious consideration.

The Izaak Walton League, with J. W. Penfold, as special project officer, has done an excellent job on the deliberations in this matter. Their statement begins in this fashion, Mr. Chairman:

First we would like to commend the sponsors of the wild areas system legislation for their foresight and the chairman and members of the committee for acting so promptly on the legislation.

The Izaak Walton League, which celebrates its 50th birthday this year, from its beginnings has had a direct and dedicated concern with the protection and preservation of an adequate resource of wilderness. As a national, not-for-profit society, the League has been in the thick of every battle to protect and preserve wilderness.

It was at a public meeting in Duluth, in April of 1923, called by the Forest Service at the request of the League that the policy was enunciated which assured the continued roadless character of the Minnesota-Ontario boundary lakes and made possible the present day Boundary Waters Canoe Area covered into the Wilderness Act of 1964. In reality, that was the first National Forest wilderness, although the Gila in New Mexico became the first officially designated area the next year, thanks to that conservation pioneer Aldo Leopold.

Now, the Izaak Walton League then compares that early situation with what we have at the present time. They, too, say—and I am quoting here:

Consequently restoration to wilderness character is the goal of the wild area system. There can be no compromise, and it must not become confused with general outdoor recreation. The concept can be described in positive terms, should be from initial consideration of any area and inculcated in the outdoor ethics and attitudes of the public user and the administrator. The decisions should always be based on the question, Will this contribute to restoration of wilderness character?

They offer one amendment, a couple of amendments on page 4:

Section 2(a), Page 1, line 11—eliminate word "highly".

Section 3, Page 3, line 8—eliminate words "subject to" and substitute "capable of". Eliminate words "the appearance of".

Section 5(a)(1), Page t, line 12—eliminate word "highly".

Section 5(a)(3), Change to read: "—and I might say that this follows and is consistent with their other words, and this is their major revision.

There shall be no developments except those necessary for the health and safety of the visiting public and the protection of natural resources. There shall be no new roads and existing roads shall be obliterated or permitted to revert to foot trials or, if such existing roads are essential for administrative purposes, they shall be closed to public use.

There are some other less important amendments which they offer, and they conclude in this fashion:

In conclusion, we believe there are three essential steps to be taken to assure an enduring resource of wilderness in the national forests of the East and South.

1. The Department of Agriculture—Forest Service—should move promptly to identify areas which qualify under the Wilderness Act of 1964 and recommend through the President to the Congress their designation and inclusion in the Wilderness Preservation System.

2. Congress is urged to enact legislation such as S. 3699 to establish a system of wild areas to complement and supplement the Wilderness Preservation System and by restoration to wilderness character assure these benefits to the burgeoning populations of the East and South.

3. The Department of Agriculture should administratively act as quickly as possible to provide full protection for all national forest areas in the East and South which are identified as potential candidates for inclusion in the Wilderness Preservation System or the Wild Area System pending their review by Congress and action by Congress for permanent inclusion in such systems.

"We appreciate the privilege of presenting our views."

This is submitted by J. W. Penfold, special programs director, Izaak Walton League of America.

I once again call your attention to the additional comments which are included, which I think are excellent.

Senator BELLMON. Senator Aiken?

Senator AIKEN. I think it might be worthwhile to point out here that a wild area is not necessarily an area that is covered with trees 2 feet in diameter. It could be a wild area or an area of a kind which is primitive in effect. You have small trees all through the Northeast, but it contains a large amount of wildlife, wild plant life which is not found in other areas and, off the record, I would like to say that they are all covered with mosquitoes. I have never seen so many all the way from Florida to Canada.

Senator BELLMON. Senator Chiles?

Senator CHILES. I have no questions.

Senator BELLMON. Your testimony also favors S. 3699?

Mr. KYL. Yes, sir; this is correct, but I am not testifying on those specific areas under consideration.

Senator BELLMON. I notice in S. 3699, on page 2, line 16, that it is limited to areas east of the 100th meridian. The 100th meridian cuts through my State and the State of Texas. There is nothing magic about that designation. Could it perhaps be amended to include all the States precisely east of the 100th meridian?

Mr. KYL. I would have no objection to that. At the time I wrote the bill I considered several different alternatives. I considered the Missouri River as a possible boundary. But the actual line of demarcation is not a matter of importance to me. You find a few national forests in that area. There are a few.

The primary consideration is the amount of public land actually that is available for the national forest, et cetera.

Senator BELLMON. I want to know why did we limit it to just to public lands? Should there be a provision for acquiring desirable areas?

Senator AIKEN. I think the answer to that is that the National Forests can be expanded in some areas. I think they are authorized to have up to 600,000 acres, and in many instances they have less than 250,000 at the present time. But the boundaries, I believe, have to be approved by the States where they are located.

I am not sure about that but I think that is the case. I did have in mind in sponsoring this bill that there are highly desirable areas which are primitive in effect, outside the present boundaries of the national forests.

Mr. KYL. In the Eastern States, however, the public land is primarily national forest land.

Senator AIKEN. Or State land.

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Mr. KYL. Yes, and we do have about half of that land within the exterior boundaries in private ownerships. It is my contention that we will have to buy some of that private land.

On the other hand, most of the land which is not federally owned in the East is extensively developed. So far as this meridian falling in the State of Texas, it doesn't have the amount of public land because they came in from the status of a Republic, that of a Territory. It certainly is true of Oklahoma.

Senator AIKEN. May I add here that my reason for urging speed in making a decision lies in the fact that land which used to be acquired by the Forest Service used to cost from $3 to $10 an acre. It is now averaging well over $200 an acre, and it is still on the way up.

Mr. KYL. And the dollar has also decreased in value, and I don't know what kind of comparison you could have, but there is certainly an acceleration in the value of the land, as well, everywhere.

Senator AIKEN. It is accelerating everywhere. Some of that land used to sell for $5 an acre which has a view, and if it now has a view or has water of any kind, you pay a much higher price now.

Mr. KYL. I would just like to add one further sentence, Senator.

The bill which I introduced was intended as a vehicle, and I think there should be some amendments. I like the amendments which the Izaak Walton League offers here, or something like them, and in your expertise and that of the staff and the House committee, there will be some amendments and clarification of language made. But it is the idea which I am trying to sell, not a replacement for wilderness, but a supplement to it.

Thank you.

Senator AIKEN. The real purpose was to get these hearings started.

Senator BELLMON. We have certainly accomplished that objective

Thank you very much, Congressman.

Mr. KYL. Thank you.

Senator BELLMON. Our next witness is John R. McGuire, Chief, Forest Service, U.S. Department of Agriculture.

Mr. McGuire, we are glad to have you with us. I would like to suggest that since we have about a dozen additional witnesses, many who have come from some distance, I would suggest to you that you summarize your statement and your entire testimony will become part of the record. We will try to move right along in that respect.

STATEMENT OF JOHN R. McGUIRE, CHIEF, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. MCGUIRE. I will be glad to do that, Mr. Chairman.

Thank you for this opportunity to participate in your consideration of the proposed legislation relative to management of some of the wild lands found in our Eastern national forests.

For nearly 50 years the Forest Service has been indentifying and setting aside areas of wilderness character for management essentially in their natural state.

The Wilderness Act of 1964 created a system comprised initially of 54 national forest areas and provided for review of 34 other areas

as to their suitability for potential inclusion in the Wilderness System.

Senator BELLMON. Before you pass that point, you would—based on what you have said—take the position that in the area that has been developed or has roads, by that reason they would be ineligible?

Mr. MCGUIRE. We think if it has roads, and so forth, that it would be relatively unsuitable for a wilderness designation.

Senator BELLMON. You don't revert to the wilderness condition?

Mr. MCGUIRE. No, we don't. The Wilderness Act defines a place that has retained its primitive characteristics.

Senator AIKEN. You mean roads that are being used?

Mr. MCGUIRE. Right.

Senator AIKEN. Not roads that were used 150 years ago?

Senator CHILES. Have you followed the areas that have been designated, that had roads in them? Do you get any direction from the fact that the Congress has on numerous occasions, after the first act, put in the wilderness area the areas that have roads?

Mr. MCGUIRE. That is very true, Senator. The original 54 areas which were put into the system were areas which the Forest Service has set aside earlier, over a 50-year period. They were, in many cases, substantially undisturbed. They may have had some roads, and there have been other exceptions, but looking at them as a whole, they were substantially undisturbed areas. There were disturbances in them which were minor.

But when you get to the East, on the other hand, the area has been farmed or logged, not just a matter of roads. Almost the whole area is second growth, and it has gone through a great deal of changes over the years. These areas are coming back under fire protection, and in many cases we have put the roads to bed.

Senator CHILES. We have some road that trees run right through the middle of them. They are not very fashionable, but they were roads that had grown up 100 years ago.

Mr. MCGUIRE. This, however, is one of the important current issues as to whether the authors of the Wilderness Act intended to include areas that have been restored to some degree of naturalness, or whether they intended that candidate areas always be quite primitive.

Senator AIKEN. You say the authors of the Wilderness Act?

Senator BELLMON. This is new legislation.

Mr. MCGUIRE. I know that this would be new legislation. The question of what criteria is used for wilderness, that is what I was talking about.

Senator AIKEN. This is land reverted to wilderness, virtually wilderness——

Mr. MCGUIRE. Right.

Senator AIKEN. And has been unmolested perhaps since 1870.

Mr. MCGUIRE. Well, anyway, as we interpreted the Wilderness Act, there are very few areas in the East which would meet the Wilderness Act as set forth in section 2 of that act. This is under the existing legislation.

Senator CHILES. Under your interpretation.

Mr. MCGUIRE. Yes, sir.

Senator BELLMON. Does it lead you to the conclusion that we need new legislation?

Mr. MCGUIRE. We are not ready to recommend that. That is why we are having these public meetings around the country, Senator. There are a number of alternatives; among them, new legislation, and we thought we ought to sample public opinion as to how to proceed.

The issue is not, really, whether the candidate areas should be protected, but how to protect them—put them under existing legislation, the Wilderness Act, or do something administratively?

Senator KYL. I assume that you suggest to do it administratively?

Mr. MCGUIRE. No, sir. We supported the Wilderness Act and this is essential for many areas. We are not at all opposed to this legislation. The issue is what kind of legislation would it be?

Senator BELLMON. Now, the letter the Secretary sent opposes the enactment of this bill at this time.

Mr. MCGUIRE. Yes, sir.

Senator BELLMON. It does so on the basis of these public hearings you have had, and you have asked for time to consider all this testimony, and so forth. How long do you think it would take the Department? When would the Department be in a position to make a recommendation one way or the other?

Mr. MCGUIRE. We hope to complete the last of these listenings by the end of this month. We would like to have another month or two to consider all of the comments and allow the people who couldn't appear to send in their written views.

Senator AIKEN. That would mean coming back later. Some of our optimistic people think we might be able to leave here for good by the middle of August. I am not one of them but miracles have happened.

Senator BELLMON. I think with the practical effects of your actions, this would delay any action until next year.

Mr. MCGUIRE. I realize that, but, on the other hand, this is an extremely important action and I think we should allow time.

Now, in the meantime it would be possible—it is possible—and we intend to protect most of, or all of, the areas that are candidates. I don't know of any at the present time that we don't have on our protection list—the public may suggest some others.

Senator BELLMON. Well, Congressman Buchanan said that the area that he was concerned with was in line to be clear-cut shortly.

Mr. MCGUIRE. That is not the case, as far as I know. It has been cut in the past and we are not planning on cutting in this Sipsey area at the present time.

Senator BELLMON. Could you, as Chief of the Forest Service, assure the committee that no cutting will take place in these areas until we have had time to consider legislation on this?

Mr. MCGUIRE. Yes, Mr. Chairman, I can assure you that on the areas we have identified, including Sipsey, we will take no action of disturbing this land until we determine how it can be protected. There may be some other adjustments that may come up in the meetings.

Senator CHILES. When you say "Sipsey," is that the 1,500 acres that you have designated?

Mr. McGUIRE. That is the larger area that you have been talking about, the area that has the scenic area that is already under administrative protection.

Senator BELLMON. Has the Forest Service prepared a list of areas that you feel have value as wilderness areas or wild areas?

Mr. McGUIRE. This is the list that we are trying to develop.

Senator BELLMON. Unless you have such a list, how can you avoid cutting in these areas?

Mr. McGUIRE. We have in almost every area mangement plans that are made for the forest. Also in these instances where people would like to see some additional protection, many are already in our plans. So they are in our management plans and they are protected.

Senator BELLMON. Could you furnish the committee a list of the Forest Service areas that have stopped cutting, and other developments pending designation as wilderness areas?

Mr. McGUIRE. We can do that, Mr. Chairman. It may be somewhat incomplete until we have finished these meetings.

Senator BELLMON. But my point is, until you know the areas and have designated them as potential wilderness areas, how can you—inadvertently, perhaps—stop all these actions, or the selling of the timber?

Mr. McGUIRE. We make a management plan for each national forest—these give direction to the local people—to the district ranger or to the forest supervisor.

Senator BELLMON. On that basis, there are certain designated areas where no cutting is allowed?

Mr. McGUIRE. That is right. This would be a larger list than perhaps what you are considering under these bills. You see, we have a variety of areas in which cutting is not allowed. We have scenic areas, geologic areas, volcanic areas, and so on. We have set aside all kinds of areas for undisturbed management; not all for wilderness.

Senator AIKEN. If you could give us some samples of areas so we can get an idea of the general type of areas which we're working on, that would be very helpful to us.

Mr. McGUIRE. I would be glad to do that.

Senator BELLMON. With the acres, with the locations inside?

Mr. McGUIRE. Yes, sir.

(The information is as follows:)

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Washington, D.C., August 21, 1972.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation and Forestry, Committee on Agriculture and Forestry, U.S. Senate.

DEAR MR. CHAIRMAN: During the July 20 hearings of your Subcommittee on S. 3224, S. 3225, and S. 3699, I was asked to give the Subcommittee a list of areas in the eastern National Forests in which the Forest Service has stopped cutting and other development. Some are special interest areas which have outstanding historical, archeological, geological, botanical, memorial, or scenic values. Others are National Forest lands of unique ecologic value set aside for scientific study. Very few areas appear to meet the criteria of the Wilderness Act but this must await further study of the individual areas. The total list follows:

State	Number of areas	Acreage
Alabama	1	11,000
Arkansas	13	52,000
Florida	12	14,000
Georgia	13	26,000
Illinois	4	13,000
Kentucky	5	10,000
Louisiana	2	15,000
Michigan	9	65,000
Minnesota	5	3,000
Missouri	8	67,000
New Hampshire	8	70,000
North Carolina	11	33,000
Ohio	2	5,000
Pennsylvania	7	26,000
South Carolina	4	16,000
Tennessee	6	9,000
Vermont	2	15,000
Virginia	10	48,000
West Virginia	8	52,000
Wisconsin	5	24,000
Total (20)	135	564,000

Samples of these areas with acreage and location follow:

Sipsey Area, 11,000 acres, Bankhead National Forest, Ala.

Slick Rock Area, 10,000 acres, Nanthahala and Cherokee National Forests, North Carolina and Tennessee.

Laurel Fork Area, 13,000 acres, George Washington and Monongahela National Forests, Virginia and West Virginia.

Beaver Creek Area, 5,000 acres, Daniel Boone National Forest, Kentucky.

Caney Creek Area, 10,000 acres, Ouachita National Forest, Arkansas.

Cohutta Mountain Area, 20,000 acres, Chattachoochee National Forest, Georgia.

Rainbow Lake Area, 13,000 acres, Chequamegon National Forest, Wisconsin.

Tionesta Area, 4,000 acres, Allegheny National Forest, Pennsylvania.

Dolly Sods Area, 10,000 acres, Monongahela National Forest, West Virginia.

Rock Pile Mountain Area, 3,000 acres, Clark National Forest, Missouri.

Sturgeon River Area, 19,000 acres, Ottawa National Forest, Michigan.

All of the above acreages are approximations pending final survey.

Sincerely,

JOHN R. MCGUIRE, *Chief.*

Senator BELLMON. Do you have any further questions?

Senator AIKEN. No, sir.

Senator BELLMON. Thank you very much, Mr. McGuire.

Your statement will be made a part of the record.

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

Mr. Chairman and members of the committee. Thank you for this opportunity to participate in your consideration of proposed legislation relative to management of some of the wildlands found in our Eastern National Forests.

S. 3225 and S. 3699 would create systems of "wild areas" of Federally owned land in the Eastern United States to provide primitive recreation opportunities for the people living in the East. S. 3224 would designate approximately 6,000 acres within the Bankhead National Forest, Alabama, as the Sipsey Wilderness. It would also designate about 3,000 acres as the Sipsey National Recreation Area. Detailed provisions of this legislation are described in our legislative reports on the bills.

For nearly 50 years the Forest Service has been identifying and setting aside areas of wilderness character for management essentially in their natural state.

The Wilderness Act of 1964 created a system comprised initially of 54 National Forest Areas and provided for review of 34 other areas as to their suitability for potential inclusion in the Wilderness System.

Additionally, the Forest Service is in the process of identifying roadless areas within the National Forest System for future study as potential additions to the National Wilderness Preservation System.

We realize that the demand for primitive recreation opportunities is rapidly increasing in the United States and that areas with characteristics suitable to provide a primitive recreation experience are limited.

Most of the established wilderness areas and those areas under review and study are in the West, and thus do not fully meet the needs of our citizens in the East. As we interpret the Wilderness Act, few areas in the East would meet the criteria for wilderness as set forth in section 2 of that Act.

For these reasons, President Nixon, in his February 8, 1972, message on the environment, directed the Secretaries of Agriculture and the Interior to accelerate the identification of areas in the Eastern United States having wilderness potential. In response to the President's statement the Forest Service has sought the opinions of interested individuals and organziations on alternative ways to provide primitive and wild recreation areas in the Eastern United States. These alternatives include establishment of a National Forest Wild Areas System as would be provided by S. 3699, as well as other options.

We have held and will be holding 24 public listening sessions in 21 eastern States on the alternative methods of establishing, identifying, and managing such areas in the Eastern United States. These previously scheduled meetings will be completed before the end of July and we expect that a short period of time will be required to assess the opinions and suggestions brought forth at the listening sessions.

Although a system of "wild areas" would provide a meritorious approach to meeting needs for primitive recreation in the Eastern United States, we are not in a position to make a recommendation regarding S. 3225 and S. 3699 at this time. As soon as we evaluate public views and reactions to this and other options we will present our recommendations to you.

Turning specifically to the Sipsey Area involved in S. 3224, we need to consider it in the context of the Wilderness Act. That Act established the National Wilderness Preservation System, provided that additional wildernesses could be established only under the provisions of subsequent Acts, and, among other things, set forth a definition of wilderness to guide classification of lands included in the Wilderness System.

The Area which would be designated by S. 3224—except for about 400 acres in the Bee Branch Scenic Area—does not meet the criteria for wilderness set forth in the Wilderness Act.

Before acquisition for National Forest purposes, much of the proposed Sipsey area was cut over, cleared, farmed, and allowed to degenerate through erosion and poor farming practices. Generally these areas were planted to trees after they became National Forest.

Most of the proposed area has been logged for timber one or more times. Some timber harvest and subsequent planting has been done within the last 10 years. Further, the area is laced with permanent and temporary roads.

We also feel that the area is lacking in the unique characteristics and the national significance required of a national recreation area. The character of the area is such that constructed facilities would have to be the major attraction with the surrounding land base serving as a secondary attraction.

If a National Recreation Area were established by Congress, considerable expenditure of public funds would be required to develop and administer the area, since the area probably would not attract private investment capital.

Because the "Sipsey" area does not fulfill the statutory requirements for inclusion in the National Wilderness Preservation System, and because it does not have the attribute required of a national recreation area, this Department strongly recommends that S. 3224 not be enacted.

The outstanding scenic and recreation values of the 1,200-acre Bee Branch portion of this area was recognized many years ago by the Forest Service. It has been protected and dedicated as the Bee Branch Scenic Area.

Recently, with the aid of conservation-minded cooperators, we intensively studied the area proposed for wilderness. This was followed by public meetings and other methods to gauge the public feeling as to the best management for the area. The information gained of the resources through the study plus the input from the public will enable us to prescribe the most appropriate management for the area. This will be tied into the results from our public listening sessions which are currently being held to explore the alternatives for management of National Forest Eastern Wild Areas.

This completes my prepared statement. I will be glad to respond to any questions you may have.

Senator BELLMON. Our next witness is Z. Dale Wright, National Forest Products Association and Southern Forest Products Association, Holly Hill, S.C.

STATEMENT OF Z. DALE WRIGHT, CHIEF FORESTER, HOLLY HILL LUMBER CO., HOLLY HILL, S.C., REPRESENTING THE NATIONAL FOREST PRODUCTS ASSOCIATION AND THE SOUTHERN FOREST PRODUCTS ASSOCIATION

Mr. DALE WRIGHT. Good morning, Mr. Chairman. In the interest of time, I will summarize my statement, which I have preesented to you in written form.

Mr. Chairman and members of the committee, I am Dale Wright, chief forester of the Holly Hill Lumber Co., Holly Hill, S.C. I am here today on behalf of the Southern Forest Products Association and the National Forest Products Association. NFPA is a federation of 23 regional, product and species associations representing the solid wood products industry from coast to coast. The SFPA is one of the larger members of NFPA and represents the wood products industry in the South.

Our industry relies on three general sources of tree-growing lands for raw material to provide the products needed by our society: (1) commercial forest land owned by the public; (2) industry-owned lands, and (3) lands in nonindustrial ownership.

In the South alone, we last year produced 13 billion board feet of lumber, 4 billion square feet of plywood and two-thirds of the Nation's pulp and paper supply. We have a major interest in any issue that would affect timber growing and land and resource use.

We believe that the Multiple Use-Sustained Yield Act, which this committee helped shape in 1960, provides all authority and direction needed to assure maintenance of appropriate undeveloped national forest areas.

Perhaps one of the reasons another system has been advanced for primitive or wilderness recreation is that some members of the public feel that some additional guarantee is needed to assure that this particular interest and areas of high scenic value will be recognized and "preserved" by administering public agencies.

This belief arises because of misunderstanding or misinterpretation of this Multiple Use Act and the abstract nature of national forest multiple use planning. In the past the public has not been adequately informed on multiple land use planning in the national forests. There has not been any guarantee that the administering agency would not change the plan to meet a particular need with little or no public involvement.

This is no longer a valid concern since enactment of the National Environmental Policy Act. The environmental impact statements and public involvement required by the act have become integrated into the decisionmaking process. Just one example of the existing national forest program is the publication of a multiple use plan

booklet for the Ocala National Forest that is easily understood by the public.

As land managers, we are very concerned and have a great deal of interest in the allocation of land and in multiple purpose and efficient use of a limited land resource base to meet the basic needs of the eastern public.

We recognize that some segments of the eastern public want assurance that additional land in the East will be specially set aside and given a special name such as "wilderness," "primitive," "eastern wild," "forest preservation" or some other term to provide "wilderness recreation" or for "preservation use." Many areas of Federal, State, or local forest lands in the Eastern United States have already been withdrawn from multiple purpose management for wilderness or "preservation use" under Federal legislative and administrative action or State and local laws and actions.

We are basically opposed to strict "preservation" of excessive amounts of land because this would deny fulfillment of recreational and other needs of the eastern public. Strict preservation is not the most effective method of land use planning or management for the limited eastern land base. However, it is recognized that areas of high scenic value exist and their highest and best use is only for wilderness. These areas should and will be withdrawn from multiple purpose management and designated in some manner for wilderness use in the future.

Large tracts of "commercial forest land" a hundred miles or more from population centers have been taken out of commercial timber production and devoted to essentially primitive or low-density recreational purposes. The resources on these lands are said to be "preserved" which implies being unchanged forever, because they are protected from road-building, significant public entry, timber harvesting and other forest management practices. Under such "preservation" these forests are actually not preserved but are degenerating and dying from insects, disease and other natural forces, and, incidentally, this produces little or no food for wildlife.

Federal, State, and local governments have reserved more than 490 million acres for various recreational pursuits in the United States and of this, more than 68 million acres is east of the 100th meridian. Private enterprise also provides developed campgrounds and other recreational opportunities on an estimated 30 million acres when and where they are economically or esthetically justified. Much public land is devoted to undeveloped, low-density recreational use.

The Bureau of Outdoor Recreation indicates that in the United States, about 93 percent of this 490 million acres is in "primitive," "outstanding natural" and "natural environment" categories—or about 58 million acres in the East—while most of the rest is considered "high density" and "general outdoor" acreage. Based on this data, it would seem that much of the public park acreage is being used for primitive recreational use.

Recognizing multiple purpose land use and land use allocation to be a critical problem, about 5 years ago this industry first supported a national land-use policy that would provide State, Federal, and local

governments with a national policy and plan to help guide them in making land-use decisions. Several bills are presently pending before Congress that could, we believe, start this Nation in the right direction.

We are pleased to note that the basic starting point for land-use planning is already underway—that is, a multiple-use inventory to establish basic national needs for water, timber, fish, wildlife, recreation, and other resources.

On pages 8 and 9 of my written report I have mentioned four studies underway which this committee should look at before acting on the new system of land classification. These studies include national timber harvesting, national recreation needs, and evaluation of our timber needs, and environment. These studies are being concluded by the Forest Service, by the Bureau of Outdoor Recreation, and the President's Advisory Board on the Timber and the Environment.

This evening, I will attend a meeting in North Carolina of the Forest Service to consider the national plan and potential of eastern wild areas. The Forest Service is conducting these meetings throughout the South. This will be the second meeting that they will have in South Carolina. They had one last night in Greenwood.

In summary, our industry does not believe that an eastern wild area system is the best approach to land-use planning. There is already sufficient administrative authority and adequate procedures to meet any demonstrated needs. Further, enaction of this legislation will be premature pending the availability of the several studies and reviews now underway. However, if your committee decides to take action on S. 3699, we have the following comments.

Several questions ought to be considered prior to the enactment, and these are set out on page 10 of my written statement.

The definition of "Wild Area" contained in section 3 of the act is highly subjective and embraces a substantial portion of eastern national forest lands; it would even embrace any well-managed forest land prior to the regeneration harvest.

The Forest Service's current review of roadless areas for possible inclusion in the wilderness system was based on far more specific criteria. Even so, that entire review procedure and some 40 to 50 million acres of national forest lands, including an estimated 158 billion board feet of timber, are now tied up in the courts due to a suit brought by the Sierra Club and four coplaintiffs. It is our concern that such broad criteria as contained in section 3 could result in a similar lawsuit blocking access and development of eastern national forest lands.

Section 5 of the bill would prohibit commercial timber harvesting in wild areas even though commercial timber harvesting is one of the most effective means to control insects and diseases, which is an objective in the administration of wild area. There are other instances in which commercial management would enhance objectives of recreation on generally undeveloped forest lands.

Section 6 authorizes the acquisition, including condemnation, of private lands. Very little private land in this country is idle and not already involved in detailed economic plans. Cash alone is insufficient replacement for land taken by condemnation. This is especially true when productive forest land which is the basis for industrial develop-

ment is taken from the private landowner. Public agencies requiring private forest land for public projects should be required to provide for the replacement of such lands in kind by offering in exchange, similar and suitable publicly owned lands of equivalent value.

Senator BELLMON. Thank you, Mr. Wright.

Senator Chiles?

Senator CHILES. I have no questions.

Senator BELLMON. Senator Aiken?

Senator AIKEN. No, not now.

Senator BELLMON. I have a couple of questions. You claimed that cutting of certain types of timber is the best method for having good wildlife; is that correct?

Mr. DALE WRIGHT. Yes. Timber harvesting permits growth of food, for deer, for example. Where there is a complete forest you have very little or no food material for the deer and other wildlife. That has been proven in the South. The deer population has multiplied over the years many times because of timber harvesting. Timber harvesting also creates food for the birds and the small animals—such as berries.

Senator AIKEN. That statement is correct, because I have observed that since they have stopped clear cutting, the grouse have virtually disappeared. There is no feed for the deer, and they have also disappeared. Because of the abandonment of farms, there is less planting of crops and that has a lot to do with the deer disappearing.

I notice scientific forestry practices have not always given the birds and small animals a means of living. But when you cut an area clear, it comes up—berries, elderberries, blackberries, everything they can use for feed, and brush piles for the nest.

Now, that doesn't mean that I am not in favor of scientific forestry; I am simply corroborating his statement that clear cutting of forests does furnish food for wildlife.

Senator BELLMON. You also make the statement that cash alone is insufficient replacement for land taken by condemnation, and that public agencies requiring private forest land for public projects should be required to provide for the replacement of such lands and the kind of offering in exchange similar and suitable publicly owned lands of equivalent value. Where would that land come from?

Mr. DALE WRIGHT. In most cases, the land should be exchanged in kind, with the Forest Service or other land owning Federal agency in the area. I have been involved with land exchanges with the Forest Service in the Frances Marion National Forest in South Carolina.

Senator BELLMON. So you are saying, if the Forest Service is going to condemn private lands and turn them into wilderness, they should then give the private owners other lands to replace them?

Mr. DALE WRIGHT. Yes; other land for forest management, that is acceptable to the private landowner involved.

Senator BELLMON. There is only one other point that I would like to ask you about. Your statement that large tracts of commercial forest land, 100 miles or more from the population, should be taken out of the timber production—that is the very reason for consideration of this legislation. The problem in this country is that we have huge tracts of public lands, mostly in the West, and most of our population is some

distance from those areas and those of us who represent States where there are not large tracts feel considerable pressure to find areas where the public is welcome to go for recreational purposes.

In this area, there seems to be a need for wilderness areas close to population centers. Do you agree with this need?

Mr. DALE WRIGHT. We agree that there is a need for nondeveloped areas. I think it is very important that we consider areas 50 acres in some areas that would be solving some people's problem, but not all of them. This would enable them to have this feeling of being in the wilderness area.

Senator AIKEN. Do you know of any instances where the Forest Service has condemned land for acquisition against the wishes of its owners? I think it has to be condemned sometimes to clear title and things like that, but I haven't heard of any instances where condemnation has taken place. In fact, it is just the other way around, the Forest Service is urged to buy land from private owners, at a rather substantial price, of course.

Mr. JOHN HALL. As a member of the National Forest Reservation Commission you know that has broad condemnation authority. However it has rarely used that power except to clear title. Occasionally where access has been blocked, as a last resort, the Forest Service has sought condemnation.

Senator AIKEN. I have found the Forest Service extremely cooperative with the people involved in acquisitions, although in these days of recreational development, they are naturally not able to give everybody access to the national forests for the purpose they want.

In Vermont, I think they have done an excellent job in that respect, and do hold the respect of the people in the area.

Senator BELLMON. Mr. Wright, thank you very much.

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

Mr. Chairman and members of the committee, I am Dale Wright, Chief Forester of the Holly Hill Lumber Company, Holly Hill, South Carolina. I am here today on behalf of the Southern Forest Products Association and the National Forest Products Association. NFPA is a federation of 23 regional, product and species associations representing the solid wood products industry from coast to coast. The SFPA is one of the larger members of NFPA and represents the wood products industry in the South.

I appreciate the opportunity to present the views of our industry on S. 3699 to establish a Wild Area System on National Forest lands east of the 100th meridian. Our industry relies on three general sources of tree growing lands for the raw material to provide the products needed by our society: (1) commercial forest land owned by the public; (2) industry owned lands, and (3) lands in non-industrial ownership. In the South alone, we last year produced 13 billion board feet of lumber, 4 billion square feet of plywood and two-thirds of the Nation's pulp and paper supply. We have a major interest in any issue that would affect timber growing and land and resource use.

BACKGROUND OF WILD AREA PROPOSALS

Last fall at the Sierra Club-Wilderness Society Wilderness Conference in Washington, D.C., Forest Service Chief John McGuire stated that the Forest Service recognized "that there is a pressing need in the East and South for providing primitive outdoor recreation opportunities and maintaining wild land values in areas which do not meet the (Wilderness) Act's criteria for wilderness responsive to this need, we welcome discussion aimed at defining alternatives for meeting primitive recreation needs in the South and East. . . . We will solicit

the broadest possible public participation in the process of creating and managing a system which would become a heritage of wild area values for future generations."

In his 1972 Environmental Message, President Nixon directed the Secretaries of Agriculture and the Interior to accelerate the identification of areas in the Eastern United States having wilderness potential. Subsequent to this directive, the Forest Service sought public opinion on ways to maintain National Forest wild land values in the South and East. This public review is now in progress with local level "listening" sessions scheduled throughout the South and East. I participated in one such meeting last week and will attend another session tonight. One suggestion that has emerged is the concept of an eastern Wild Area System, S. 3699 embodies this concept in the form of legislation.

MULTIPLE USE CONCEPT AND LAND USE PLANNING

We believe that the Multiple Use-Sustained Yield Act, which this Committee helped shape in 1960, provides all authority and direction needed to assure maintenance of appropriate undeveloped National Forest areas.

Perhaps one of the reasons another system has been advanced for primitive or wilderness recreation is that some members of the public feel that some guarantee is needed to assure that this particular interest and areas of high scenic value will be recognized and "preserved" by administering public agencies.

This belief arises because of misunderstanding or misintepretation of the Multiple Use Act and the abstract nature of National Forest multiple use planning. In the past the public has not been adequately informed on multiple land use planning in the National Forests. There has not been any guarantee that the administering agency would not change the plan to meet a particular need with little or no public involvement.

This is no longer a valid concern since enactment of the National Environmental Policy Act. The environmental impact statements and public involvement required by the Act have become integrated into the decision-making process. Just one example of the existing National Forest program is the publication of a multple use plan booklet for the Ocala National Forest that is easily understood by the public. Land use planning on the Ocala National Forest is an excellent example of how the Forest Service and professional land managers can plan for all multiple uses including establishment of special use or preserved areas, developed recreation, timber, watershed, and fish and wildlife within existing administrative policies.

INDUSTRY POSITION

Our industry, since early this spring, has been discussing problems of land use and resource allocation associated with the concept of establishing a Wild Areas System on Eastern National Forest lands. Individually and in regional groups we have been involved in the Forest Service eastern wilderness program. As of this date, we have established an overall industry task group and held four sessions to consider the role Eastern National Forests should play in meeting future recreational and timber resource needs of our society. While we do not believe that the "System" concept is the most efficient approach to land use, the broader industry group has not yet fully developed a position on this issue. These hearings will be helpful in determining an acceptable and workable position on how the recreation needs of the Eastern public can best be met on National Forest lands.

As land managers, we are very concerned and have a great deal of interest in the allocation of land and in multiple purpose and efficient use of a limited land resource base to meet the basic needs of the Eastern public.

We recognize that some segments of the Eastern public want assurance that additional land in the East will be specially set aside and given a special name such as "wilderness", "primitive", "Eastern wild", "forest preservation" or some other term to provide "Wilderness Recreation" or for "preservation use." Many areas of Federal, state or local forest lands in the Eastern United States have already been withdrawn from multiple purpose management for Wilderness or "preservation use" under Federal legislative and administrative action or state and local laws and actions.

We are basically opposed to strict "preservation" of excessive amounts of land because this would deny fulfillment of recreational and other needs of the East-

ern public. Strict preservation is not the most effective method of land use planning or management for the limited Eastern land base. However, it is recognized that areas of high scenic value exist and their highest and best use is *only* for wilderness. These areas should and will be withdrawn from multiple purpose management and designated in some manner for wilderness use in the future.

We believe that the multiple use concept, properly applied and adequately funded, can provide harmony between various uses. However, the general Eastern public does not understand either the "preservation use" or "multiple use" concepts for various reasons. When multiple use is properly explained and implemented, the public would, for the most part, reject the concept of "preservation" or "wilderness use" in the case of lands better suited and needed for other purposes.

NATIONAL LAND USE POLICY—INVENTORY AND CAPABILITY

Our industry as well as every other citizen of the United States is dependent on a fixed land base of about 2.2 billion acres (including Alaska). Pressures on this land continue to accelerate and more and more land is being demanded for various purposes.

Land east of the 100th meridian is a particularly valuable commodity, especially in and near metropolitan areas. Land is being converted from rural classifications to provide space for urban development, transportation systems and other rights of way. In addition, land that has heretofore been available for resource development is being converted by both public and private sectors to outdoor recreational use. For the most part, these changes in land use are accomplished without regard to the ability of the land to meet several, rather than only one, economic or social needs. Large tracts of "commercial forest land" a hundred miles or more from population centers have been taken out of commercial timber production and devoted to essentially primitive or low density recreational purposes. The resources on these lands are said to be "preserved" which implies being unchanged forever, because they are protected from road building, significant public entry, timber harvesting and other forest management practices. Under such "preservation" these forests are actually not preserved but are degenerating and dying from insects, disease and other natural forces, thus having a negative effect on recreation, wildlife and watershed values in the areas. The wood that could be produced from them for homes and other wood products is rotting and increasing the probability of uncontrolled fire that could extend beyond the area's boundaries.

Federal, state and local governments have reserved more than 490 million acres for various recreational pursuits in the United States and of this more than 68 million acres is east of the 100th meridian. Private enterprise also provides developed campgrounds and other recreational opportunities on an estimated 30 million acres when and where they are economically or aesthetically justified. Much public land is devoted to undeveloped, low density recreational use. The Bureau of Outdoor Recreation indicates that in the United States, about 93 percent of this 490 million acres is in "primitive", "outstanding natural" and "natural environment" categories (or about 58 million acres in the East) while most of the rest is considered "high density" and "general outdoor" acreage. Based on this data, it would seem that much of the public park acreage is being used for primitive recreational use.

Recognizing multiple purpose land use and land use allocation to be a critical problem, about five years ago this industry first supported a National Land Use Policy that would provide state, Federal and local governments with a national policy and plan to help guide them in making land use decisions. Several bills are presently pending before Congress that could, we believe, start this nation in the right direction.

We are pleased to note that the basic starting point for land use planning is already underway—that is, a multiple-use inventory to establish basic national needs for water, timber, fish, wildlife, recreation and other resources. Such inventories should be reviewed by this Committee prior to action on a new System of land classification.

The Forest Service has underway a thorough review of possible Eastern wild areas and is conducting local public hearings on the suitability and need for

limiting mutiple use management on some of these areas. Their findings should be considered by the Committee.

The Forest Service is also in the process of updating a national survey and report published in 1964 on forest resources in the United States. This report should help to determine what the demand for forest products will be, what need there is for growing timber on commercial forest lands and what impact total withdrawal of significant portions of such lands would have on timber production for housing, general construction, pulp and paper products and other products derived from wood. This report is scheduled for publication in 1973 and the industry believes that the Congress, as well as other persons, should have the benefit of this valuable material prior to acting on legislation for a system of preserving lands that would preclude timber harvesting and most other uses.

The Bureau of Outdoor Recreation has, for the past several weeks, been conducting public forums throughout the country to find out what people believe are their needs and opportunities for outdoor recreation. The information derived from the sessions will be considered by the Department and the Bureau in preparing a Nationwide Outdoor Recreation Plan requested by Congress under public law. In developing this plan, Congress directed the Secretary of Interior to take into consideration the plans of the various Federal agencies, states and their political subdivisions and set forth the needs and demands of the public for outdoor recreation and the current foreseeable availability in the future of outdoor recreational resources to meet these needs. The plan is also to identify critical outdoor recreation problems, recommend solutions and recommend desirable actions to be taken at each level of government and by private interests. The final plan is scheduled for publication in 1973. The forest products industry again believes that this is precisely the type of data that should be available to the Congress prior to withdrawing additional land from a resource base for a use that is of minor importance to a majority of the recreationists in America.

Last September the President appointed an Advisory Panel on Timber and the Environment. The panel is to study and make recommendations on maters such as the desirable level of timber harvest on Federal lands and methods of accomplishing the harvest while ensuring adequate protection for the environment; the costs and benefits of alternative forest management programs; citizen involvement on forestry programs; timber sale procedures and the possibilities of increasing timber productivity on non-Federal lands. Their recommendations are also part of the land use situation which should be considered by the Committee.

SUMMARY

In summary, our industry does not believe that an Eastern Wild Areas System is the best approach to land use planning. There is already sufficient administrative authority and adequate procedures to meet any demonstrated needs. Further, enaction of this legislation will be premature pending the availability of the several studies and reviews now underway. However, if your Committee decides to take action on S. 3699, we have the following comments.

ISSUES IN S. 3699

S. 3699 raises several questions which ought to be considered and resolved prior to its enactment. These include:

1. How much of any one National Forest should be included in a Wild Areas System?
2. How many Wild Areas should be established in the East—based on both suitability of land for this use and its need?
3. How much commercial forest land could ultimately be included in the System and what impact would it have on wood products availability and price?
4. To what extent would basic public needs for developed outdoor recreation be hampered by a Wild Areas System?
5. To what extent would native wildlife species be affected by elimination of timber management?
6. What effect would be elimination of timber management have on the long-range maintenance of scenic values sought to be preserved?

The definition of Wild Area contained in Section 3 of the Act is highly subjective and embraces a substantial portion of Eastern National Forest lands; it

would even embrace any well managed forest land prior to the regeneration harvest.

The Forest Service's current review of roadless areas for possible inclusion in the Wilderness System was based on far more specific criteria. Even so, that entire review procedure and some 40 to 50 million acres of National Forest lands, including an estimated 158 billion board feet of timber, are now tied up in the courts due to a suit brought by the Sierra Club and four co-plaintiffs. It is our concern that such broad criteria as contained in Section 3 could result in a similar lawsuit blocking access and development of Eastern National Forest lands.

Section 5 of the bill would prohibit commercial timber harvesting in Wild Areas even though commercial timber harvesting is one of the most effective means to control insects and diseases, which is an objective in the administration of Wild Areas. There are other instances in which commercial timber management would enhance objectives of recreation on generally undeveloped forest lands.

Section 6 authorizes the acquisition, including condemnation, of private lands. Very little private land in this country is idle and not already involved in detailed economic plans. Cash alone is insufficient replacement for land taken by condemnation. This is especially true when productive forest land which is the basis for industrial development is taken from the private landowner. Public agencies requiring private forest land for public projects should be required to provide for the replacement of such lands in kind by offering in exchange, similar and suitable publicly owned lands of equivalent value.

Senator BELLMON. Our next witness—we have just been notified that the vote is going to be taking place, so we will now recess the hearing temporarily so we can go over and cast our votes. We will return in 15 minutes or less.

(Whereupon, the committee recessed at 11:05 and reconvened at 11:20 a.m.)

Senator BELLMON. The hearing will please come to order.

Our next witness is W. S. Bromley, executive vice president, American Pulpwood Association, New York, N.Y.

STATEMENT OF W. S. BROMLEY, EXECUTIVE VICE PRESIDENT, AMERICAN PULPWOOD ASSOCIATION, NEW YORK, N.Y.

Senator BELLMON. I just about overlooked you. We have been making good progress, and we do have many witnesses, and if you will make your statement in the form of a summation, we will make your entire statement a part of the record.

Mr. BROMLEY. I will do the best I can.

I am W. S. Bromley, executive vice president of the American Pulpwood Association. This is a national trade association of pulpwood producers, dealers, and consumers of pulpwood and others directly concerned with growing and harvesting pulpwood, the principal raw material used in the manufacture of pulp, paper and paper board and other products. This industry needs close to 70 million cords of pulpwood annually to supply these products to the consumers of America. This is about one third of all wood harvested from our forests each year. We are growing more pulpwood than we harvest each year now. If we were to get all that wood from Alaska those forests would keep the pulp mills running for only 7 or 8 years.

We are told by economists that the American public will demand 50 to 100 percent more pulp and paper and chemicals derived from wood products by the year 2000.

This background of our great need for more and more wood is given to explain our concern over the withdrawal of any significant area of commercial forest land from production under plans of multiple use and forest management. Our public forests contain one-third of this area now but supply only one-fifth of our requirements for pulpwood. These forests and the national forests in particular must supply a greater share of our needs in the future. We think this can be done if these forests are managed intensively on a multiple-use basis.

Senator BELLMON. You won't get unanimous agreement in this town.

Mr. BROMLEY. I understand that, sir, and if you are getting into recycling I will talk on that subject, too, because something like 23 percent of all fiber in the United States is now obtained from recycling paper. Twenty-three percent of the fresh wood going into paper comes from wood waste. So that something like 46 percent of the total fiber used in the United States is from reclaimed wood, pulp and paper products.

We feel that this is a great conservation measure. We have been doing this, and proving this as we go along. Something like 10 or 15 years ago, that percentage was as low as 5 percent. So we are making great progress in utilizing all the wood waste in the mills and in the woods. But again, this will not solve all of our problem.

If we were to improve our recyclization paper to an extent reached in World War II, when we got as high as 35 percent reclaimed fibers in our total—if we were to get that high a percentage again, we would merely keep up with the expansion of our industry. By 1985 we would still be cutting the same amount of trees as we are today.

In other words, intensive recycling of paper would merely keep up with the expansion and the demands of our public for pulp and paper products. But that is outside our subject a little bit. Except it does express our concern. Where are we going to get the trees? Where are we going to get the wood by the year 2000?

Our public forests contain one-third of this area now but supply only one-fifth of our requirements for pulpwood. I am not speaking in terms of sawlogs, pulpwood is the primary concern of our association.

The national forests in particular must supply a greater share of our needs in the future. From our point of view, we feel the national forests should be more responsive in meeting the requirements of our public and our consumers in the future. This is why we are concerned with all withdrawals of land from the timber production.

We feel that rational management of our eastern national forests should provide for primitive forest recreation. Perhaps I should give a better background of my own experience. I have been a camper for 30 to 40 years. I have been a skier, a sailor, a hiker. I have probably cruised more virgin timber than most foresters.

I have been in the virgin forests of the Lake States, and the South, what few were left in the early thirties; some of the virgin forests still remained in North Carolina. I am not speaking from lack of an appreciation of the desirable aspects of camping. In fact, I was paid to cruise virgin timber, and enjoyed the experience. Few people are

paid to enjoy the experience of "wilderness." We think rational management can and should also provide for primitive forest recreation of a "wilderness" type within eastern national forests and administered by U.S. Forest Service providing:

First, any definition of these areas should state that "they shall be restricted primarily to swampy, very rocky sites and to steep mountainous terrain which is more likely to be subject to erosion and watershed damage if subjected to heavy cutting or excessive road building." This terrain is still suitably wild today because of its character and inaccessibility.

Senator BELLMON. Mr. Bromley, let me interrupt you. From the critical standpoint, you are seemingly putting the cart in front of the horse. We are interested in areas close to where people live, where they can go for outdoor recreations. If you limited these designations to swamps or very rocky sites, or steep mountainous terrain which are subject to erosion, in many cases you are going to find these areas are rather remote.

We are trying to work out a system where the people don't have to drive 100 miles or 200 miles, or 2,000 miles.

Mr. BROMLEY. Actually, sir, I agree with you, but—in fact, I mention this point later on in my statement. We feel that more money should be spent for areas close to urban centers. The funds that are now being used to acquire areas remote from urban centers is really being misspent.

More money should be spent for acquisition of land closer to urban centers.

Senator BELLMON. Then, why do you speak to these areas which are swampy, rocky sites, and so forth?

Mr. BROMLEY. I am speaking of the areas within the national forests now and most of the area in the national forests are remote from urban centers.

Senator BELLMON. Don't you think our primary responsibility is to define these areas and find suitable areas where the people are?

Mr. BROMLEY. I agree with you on that. Yes, sir. In fact, I feel that the Federal Government and other agencies should have more of such lands closer to urban centers, and at this point they are not close enough.

Senator BELLMON. Right.

Mr. BROMLEY. Second, reasonably level forest land, easily accessible to markets should be retained in timber production and in forms of recreation and other land uses compatible with multiple uses of the forest—and certainly not for a single, wild or primitive form of use.

Third, the several Eastern States which already have vast areas of forest lands dedicated to a primitive or wilderness type of use such as New York's Adirondack Preserve, certainly do not need to set aside additional lands of this type in the adjacent or nearby national forests—unless they meet the first qualification noted above.

Fourth, any designation of "primitive forest" or "wild areas" in eastern national forests should not exceed 10 percent of the federally owned commercial forest land within the boundary of any individual na-

tional forest nor should it exceed 3 percent of the total Federal commercial forest land in national forests east of the 100th meridian.

Fifth, all designations of such areas should be subject to periodic review, say every 10 years or less to see if the use of these lands by the public warrants their continued classification and withdrawal from timber production, and further withdrawal of support of local communities due to the failure of these lands of produce income to county and State governments in lieu of taxes.

We feel that the need for a "wilderness" or "primitive forest" experience type of hiking, camping, or other use of such areas is of low priority compared to the following programs which are sorely needed to meet the needs of our eastern users of national and order forests, such as——

Senator BELLMON. Mr. Bromley, I don't want to interrupt you unnecessarily. There is another call in another 5 or 7 minutes, and I will have to leave in order to have time to get there. I would appreciate it if you could finish in that time.

Mr. BROMLEY (continuing). 1. Our Government agencies acquiring accessible open space, Greenbelt, picnic and camping areas closer to our centers of population where the need is greatest—instead of continuing to buy commercial forest lands on areas most remote from these urban centers.

2. Developing adequate access to, and facilities for, camping, hiking, overland skiing, and the like in the vast areas of public forests remote from urban centers which still have inadequate facilities or are undeveloped. To this end it would be particularly helpful if the appropriated monies from the land and water conservation fund could be authorized by Congress to be used for developing access and facilities for recreation areas—and not limited strictly to acquisition in national forests, as they are now.

3. Congress and our Government agencies—would do well to recognize and stimulate the recreational use of private forest lands managed on a mutiple-use policy. Many industrial companies are already active in this field. Nonindustrial small forest landowners would be helped in this direction by the passage of a forestry incentives bill (Such as S. 3105 and H.R. 12873) at this session of Congress.

In our opinion none of the areas already established or being considered as wilderness on Eastern National Forests qualify even under the Wilderness Act. We feel that Congress should be asked to redesignate them as wild areas or primitive forest areas and place them under administration of the U.S. Forest Service where they were before.

The designation of wilderness areas under the Wilderness Act on any National Forest lands in the east is a violation of the Weeks law under which most Eastern National Forests were established. This law clearly states that these lands were "necessary to the regulation of the flow of navigable streams or for the production of timber". Wilderness areas as such do not have sufficient access roads and trails to permit adequate fire protection, to keep them safe from severe flood conditions—and certainly do not contribute to "production of timber".

It is the position of the American Pulpwood Association that no areas east of the 100th meridian qualify as wilderness in National Forests. We would not oppose the establishment of such wilderness areas on the existing eastern Federal lands of the National Wildlife Refuge System and the National Park Service if such action has the support of the National Wildlife Foundation, the Izaak Walton League and similar wildlife groups of the Natural Resources Council.

East of the 100th meridian no areas of wilderness exist in the sense that they are defined in the ORRRC (Outdoor Recreation Resources Review Commission) Study Report No. 3. It says there should be an "area of public or Indian land available for overnight recreatiton use within the contiguous United States, (1) at least 100,000 acres in extent, (2) containing no roads usable by the public (3) ... etc.". The definition of wilderness in the Wilderness Act is by itself an obvious lowering of the standards of wilderness as defined in the ORRC report.

We feel that most of the objectives of S. 3699 and H.R. 14392 would be gained more rapidly and more effectively in the long run if these areas were established by authority of the Secretary of Agriculture and administered by the U.S. Forest Service. We would still want regulations of the Secretary to clearly define the classification and procedures to include the foregoing recommendations of this statement. It is our sincere belief that this committee should recommend administrative action be given a fair trial for at least 10 years. At the end of that period we would find that the Forest Service had accomplished what this legislation proposes. If this were not the case Congress might then see fit to apply legislative action as needed.

The Forest Service after numerous public hearings and study of the need for wild areas in Eastern National Forests—already has 20 to 30 specific sites in mind for designation. These areas of unusual scenic and "primitive" conditions were in most cases cut and logged over one or two generations ago. Under Forest Service multiple-use administration and protection they have become priceless replicas of restored wilderness in the minds of some people who forget that they might not be such fine examples of Eastern wild areas if it had not been for the long term planning and integrity of the Forest Service.

Senator BELLMON. Will they be logged again?

Mr. BROMLEY. I believe the Forest Service when they say they are planning not to touch these areas. I was a member of the Forest Service for 5 years, and I have an extremely high regard for it.

This is a matter of integrity. All of these men are career men, from the chief forester down. They are setting these aside. When they say they are protected from cutting, and from other forms of use, I believe in them.

Senator BELLMON. You said they have plans to set them aside?

Mr. BROMLEY. Yes; some areas.

Senator BELLMON. Why do you oppose having these set aside legislatively or by law? Why do you feel this should be done administratively?

Mr. BROMLEY. We have to have a distinction between the administration of these areas on National Forest against their handling in the wilderness system. This is quite detailed. I don't feel that they are

going to get adequate protection from fires, insects, and disease as wilderness areas the way it is now being handled, and the way it is spelled out in the act.

I feel the Forest Service could do a better job in retaining the intrinsic value in these wild areas in a system where they are not bound by legal restrictions.

Senator BELLMON. I am not sure I follow your reasoning, sir. It seems to me when we leave the matter up to the administrator, it all depends on the character of the individual and perhaps upon the pressures brought to bear upon him. Sometimes it is economic pressures of those who might wish to exploit the forest.

Mr. BROMLEY. I think the Secretary could write regulations which would make this extremely difficult and I feel it is most unlikely to happen for this particular type of administrative procedures under the Forest Service.

We can see no reasons or justification for withdrawing such areas from its administration by designating them as wilderness under the Wilderness Act. Nor do we see any great need for setting them up in another system as proposed by this legislation (S. 3699 and H.R. 14392.)

In fact we feel that all withdrawals of commercial forest land from multiple use management for a single use such as wilderness preservation for a small segment of our public represents a reduction of the potential ability of our national forests to serve the great majority of the public which prefers other forms of forest recreation, and consumes the forest products grown under multiple use management.

Nevertheless we urge this committee to recommend that the Secretary of Agriculture carry out the general objectives of this proposed legislation, with the qualifications we have outlined in this statement. We urge also that legislative action be taken to restore the so-called wilderness areas taken from Eastern National Forests and restore them to the administration of the Forest Service as wild areas.

We feel that legislative steps should also be taken to prevent any further withdrawals of areas from Eastern National Forests under the Wilderness Act. With the establishment of wild areas on Eastern National Forests by administrative action the special interests of the few easterners concerned with "primitive" and "wilderness" type of forest recreation should be adequately fulfilled and protected. In this way the ability of these forests to serve the more important needs of the public for other forms of forest recreation and for timber products shall be served and the forest resources concerned shall be protected and improved.

Senator BELLMON. Mr. Bromley, I am going to have to go back to the floor. Do you have anything else?

Mr. BROMLEY. I would just like to thank you for letting me give my statement, and I hope you get there in time.

Senator BELLMON. It will be necessary to recess again, and we will recess at this time until 1:30.

(Whereupon, at 11:45 a.m., the subcommittee recessed, to reconvene at 1:30 p.m., this same day.)

AFTERNOON SESSION

Senator BELLMON. We will call the hearing to order.

Our first witness is Mr. D. W. Moore, president, Southeastern Lumber Manufacturers Association, College Park, Ga.

STATEMENT OF DIRRILL W. MOORE, PRESIDENT, SOUTHEASTERN LUMBER MANUFACTURERS ASSOCIATION, COLLEGE PARK, GA.

Mr. MOORE. Thank you, sir.

Senator BELLMON. Mr. Moore, I might say that you can probably tell, this is not a good day for hearings because we have votes every 30 minutes, and I hope you will forgive the interruptions.

Mr. MOORE. I think we can live with that.

Mr. Chairman and members of the subcommittee, my name is Dirrill W. Moore, and in the interest of time we have submitted a written statement and I would make it as brief as possible with this.

I would, however, like to say that by no means do I intend to de-emphasize any part of the statement if I fail to say it here, and some of it has already been said previously.

Senator BELLMON. We will make the entire statement a part of the record.

Do you want to introduce your associates?

Mr. MOORE. Yes. This is K. G. Clemens, the field manager, and our attorney, Mr. Robert Halper.

I am from Sylacauga, Ala. I am a lumber producer and the president of the Southeastern Lumber Manufacturers Association today. I would say that there are more than 180 members in the Southeastern United States—Georgia, Alabama, Florida, North and South Carolina.

Frequently, we have appeared before congressional hearings concerning and affecting the forest industries as far as timber and prices, and the general survival of the small lumber manufacturer. We have often focused on the critical question of timber supply, and of the access of small mills to such supply as a condition to their survival.

SLMA appears here today because of its general concern over the policies affecting the national forests in the Southeast, and its particular concern about the proposed legislation that will further intensify the pressures on the available supply of timber.

Most of SLMA's members are producers without their own source of timber supply. A large number of them purchase substantial portions of their annual raw material requirements from the national forests of the Southeast. While it is safe to predict that all lumber manufacturers, large and small, oppose either administrative or legislative attempts to reduce the annual allowable cut from these national forests, the smaller producers are perhaps more adversely affected if proposals such as S. 3699 are enacted and further reduce the available supply of timber.

These hearings represent the second significant activity of the week affecting the lumber industry. Only a few days ago, the Cost of Living Council reimposed controls on exempt members of the lumber industry because of the concern over increasing lumber prices. The Forest

Service was simultaneously directed to step-up its timber sales so as to reduce the pressure on log supply that contributes to the inflationary costs of timber and lumber.

Assuming the correctness of those executive actions, the objective of S. 3699 appears to be diametrically opposed to that sought to be accomplished by the administration. Indeed, the enactment of such a bill would aggravate the unabated problem of timber supply crisis for years to come.

Mr. Chairman, the emotionalism prompted by debates as to the proper use of our national forests is well known to this committee, and to the Congress as a whole. Each attempt at legislation affecting forest policy results in highly predictable responses from preservationists and conservationists on the one hand and industry members on the other hand.

Yet, it is clear that in every proposal offered by members of the forest products industry affecting timber management and supply, and forest policy, there is an underlying recognition of the importance of the multiple-use concept that Congress has written into law, and the basic need for conservation. Unfortunately, few preservationists advocates are willing to recognize the important and essential role our Nation's forests play in providing the vital raw materials to supply our housing and other consumer needs. The proposals which are the subject of hearings today point this up. They represent, in our opinion, an unwise attempt to single out one goal without recognition of the impact it has on the timber harvesting, popular recreation, or other needs that should be satisfied by our forest policy.

SLMA does not believe that a case can be made out for the passage of a wild areas act. As I will discuss in a minute. To be most charitable, however, it is clear that a case has not yet been made out and that these hearings are at best premature for a number of reasons.

Any further consideration of legislation that will direct additional land to be withdrawn from proper timber management should await the results of the pending Forest Service investigations of particular forest areas, and its assessment of comments it receives concerning proper management of those areas.

Further consideration of S. 3699 should be delayed until an exhaustive statistical analysis of the relevant facts has been made, and convincing evidence has been offered that there is a need for further withdrawal of lands for the purposes contemplated.

Now, I would like to say here, or point out, that we are not categorically opposed to any type of legislation that would set aside these areas that a segment of our population demands. We are concerned that we could make a wrong move in this direction. It would be hard to reverse and that, in our honest opinion, there has not yet been ample investigation or reporting or—we just haven't looked over this as closely as we should to be sure that everybody's interest is appreciated and every view is heard.

There are several adverse effects to be considered if this legislation were to be passed, and most of these have been touched on by either one or the other of the people who spoke before me here today. There were some that were not brought out. One is the fact that we, as an

association, are an association of small independent lumber operators.

We don't have the benefit of a large company owned commercial-type forest and while, in my company in particular, we don't buy a foot of Federal timber off of any reservation and have no intention of doing so, it does have a sharp effect on the price of the timber that we do have to compete for.

As I noted to you before, the action of the Price Commission just this week is a result of an increasing price on stumpage which naturally affects the price of lumber. And these things would just tend to worsen that problem that we already have. I do feel that, contrary to the public belief, our Forest Service—I say, public belief—does do a good job. I think they are dedicated people and I think they try conscientiously to do a good job.

I think that if given the time, they could probably do a better job for a wilderness area or a wild area than an emotional public can do. Better than I could do.

I noted with interest, in reading one of the newspaper reports of the pending legislation here today, that one of the proponents of that legislation said—what were the words exactly—set aside land previously used by man. Hell, in a hundred years, who will know the difference? I feel that anyone would know the difference and I would say that any good forest man would know the difference.

And I speak for the southeastern United States. I don't know the problems in the Northeast or the northern part of the country, and the underlying assumption is that once you leave the land lying to waste, doing nothing to it, in a hundred years it will revert to something similar to a virgin forest, and my answer to that is hogwash; it won't. In the southeastern United States, it will revert to a blackjack oak patch, junk hardwood, things that aren't usable or practicable to anyone.

This is not something that I elected to happen, as it continually exists. If there is no reforestation proposal or practices, you won't have the beautiful scenic virgin-type timberlands or forest land that is proposed by this bill. I support, as I have previously stated, the multiple use concept and I resent being excluded by any means or any purpose.

I don't say we should all want to cut over all the Nation's timber and leave no places where it is similar to nature, and in fact I am an advocate, of wilderness experience, I like solitude, and I enjoy nothing better than to find a place as nearly untouched as possible, and go there when I have my problems and sit and do nothing, exactly nothing, and listen to nature.

But I find no problems in my section of the country or any other part of the country finding such a place. As one other person pointed out, all the large landowners provide such areas. And there are areas in the national parks. But what I am concerned about—some of these areas to be excluded from any other practice and I am concerned that 1 percent of the Nation's population do visit national forests for outdoor recreation. And, by statements furnished by these people and the management there, 4 percent of all the people going there actually avail themselves of an opportunity of the wilderness areas of those forests.

Now, you can drive your car into the last point of embarcation in one of these wilderness areas, get out and start "footing" in the rough, like you do when you go back to nature, and you can go about 200 yards off the beaten path and you will find an end to the trial and to the tracks. So I suggest that too few people are represented by this.

If there is to be such legislation, and we assume there will be in one form or another, let's be sure that the rest of the public, the lumber producers, the sportsmen, the park and recreation lovers, have just as much access and let's have a boundary and size limit set, that once we have established these things, let's do it with all the facts in and let's be sure that we don't establish one wilderness area and make the world around it a buffer zone.

I would like to say one thing in regard to the record on the other two bills, S. 3224 and S. 3225. I am probably a minority of one at this hearing from the State of Alabama in opposition to this, and I would like to make it very clear I am not in opposition to these bills in particular, only in principle, since I consider Senator Sparkman and Senator Allen as good friends of mine and I think they acted in good faith. And it is a start. But I say until we have better—a better definition, a better preparation as to when and where to establish these, that I would have to be opposed to them.

Thank you.

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

Mr. Chairman and members of the subcommittee, my name is Dirrill W. Moore. I am a lumber manufacturer from Sylacauga, Alabama, and I appear here today as President of the Southeastern Lumber Manufacturers Association. Appearing with me is K. G. Clemens, Field Manager from SLMA's College Park, Georgia, headquarters.

The Association was formed in 1962 to provide a common voice for independent lumber manufacturers in the Southeast. In this short time, it has grown to its present membership of more than 180 producers operating in Georgia, Alabama, Florida, North Carolina and South Carolina.

During this same period of time, SLMA has participated in a number of significant Congressional hearings concerning and affecting the forest industries, our Nation's forests, timber and lumber prices, and the general survival of the small lumber manufacturer. Congress over the years has expressed its concern over the survival of the independent lumber manufacturer and has dedicated much attention to the impact of various policies on small businessmen in the forest products industry. In turn, SLMA's participation in various hearings has often focused on the critical question of timber supply, and of the access of small mills to such supply as a condition to their survival. In recent years, SLMA has been a leading industry voice in identifying resaons for the wholesale disappearance of thousands of lumber producers—and has urged the establishment of meaningful set-aside policies; noted the great dependence of small business on public timber; and discussed the key relationships between log exports and timber supply, among other problems.

SLMA appears here today because of its general concern over the policies affecting the national forests in the Southeast, and its particular concern about the proposed legislation that will further intensify the pressures on the available supply of timber. Most of SLMA's members are producers without their own source of timber supply. A large number of them purchase substantial portions of their annual raw material requirements from the national forests of the Southeast. While it is safe to predict that all lumber manufacturers, large and small, oppose either administrative or legislative attempts to reduce the annual allowable cut from these national forests, the smaller producers are perhaps more adversely affected if proposals such as S. 3699 are enacted and further reduce the available supply of timber.

These hearings represent the second significant activity of the week affecting the lumber industry. Only a few days ago, the Cost of Living Council reimposed controls on exempt members of the lumber industry because of the concern over increasing lumber prices. The Forest Service was simultaneously directed to step-up its timber sales so as to reduce the pressure on log supply that contributes to the inflationary costs of timber, and lumber. Assuming the correctness of those executive actions, the objective of S. 3699 appears to be diametrically opposed to that sought to be accomplished by the Administration. Indeed, the enactment of such a bill would aggravate the unabated problem of timber supply crisis for years to come.

The price movements of both timber and lumber that led to the Council's action merely mirror the basic interplay between supply and demand. Higher and higher stumpage prices reflect a strong demand for forest products, operating on a more restricted supply of timber. The vigor demonstrated by the forest products industry today, however, can disappear quickly unless adequate provisions are made for securing necessary timber supply. Yet no single force is more important on the supply side of the equation than the national forests.

Mr. Chairman, the emotionalism prompted by debates as to the proper use of our national forests is well known to this Committee, and to the Congress as a whole. Each attempt at legislation affecting forest policy results in highly predictable responses from preservationists and conservationists on the one hand and industry members on the other hand. Yet, it is clear that in every proposal offered by members of the forest products industry affecting timber management and supply, and forest policy, there is an underlying recognition of the importance of the multiple-use concept that Congress has written into law, and the basic need for conservation. Unfortunately, few preservationist advocates are willing to recognize the important and essential role our Nation's forests play in providing the vital raw materials to supply our housing and other consumer needs. The proposals which are the subject of hearings today point this up. They represent, in our opinion, an unwise attempt to single out one goal without recognition of the impact it has on the timber harvesting, popular recreation, or other needs that should be satisfied by our forest policy.

SLMA does not believe that a case can be made out for the passage of a wild areas act, as I will discuss in a minute. To be most charitable, however, it is clear that a case has not yet been made out and that these hearings are at best premature for a number of reasons. Any further consideration of legislation that will direct additional land to be withdrawn from proper timber management should await the results of the pending Forest Service investigations of particular forest areas, and its assessment of comments it receives concerning proper management of those areas. Further consideration of S. 3699 should be delayed until an exhaustive statistical analysis of the relevant facts has been made, and convincing evidence has been offered that there is a need for further withdrawal of lands for the purposes contemplated. More significantly, these proposals should not be considered in a vacuum; they should be part of a comprehensive reappraisal of every aspect of land use in our national forests so that no decision is made on additional "wilderness" areas unless it takes into consideration the particular housing needs of the country; the adequacy of alternative timber resources; the short term supply and demand factors, the price levels of timber and lumber; the merits of our current log export policies; and the consequences of our anticipated reliance on alternative materials. It is also clear that as long as the present economic climate of controls is in effect, it is an inappropriate time to consider legislation which can have such a substantal impact on the lumber prices which are under control. In short, Congress should consider the subject of the matter outlined by the Public Land Law Review Commission and come to grips with the conflicting demands once and for all.

But SLMA is concerned not just that these proposals are premature. It categorically opposes these proposals, because a case cannot be made out for them. This is special interest legislation of the most blatant kind. In the name of conservation, proponents are attempting to lock up in perpetuity enormous areas of our Nation's forests that will not be used at all, or that will be used by an isolated and privileged few. At the same time, these areas would be removed from the possibility of development and astute timber management that all experts agree is promotive of accelerated regeneration of the forests and of wild life, and is

essential to prevent the wasting of one of our most precious assets. The fact that advocates of this legislation are free from the sometimes unwholesome label of "commercialism" and are presumably acting under the fashionable umbrella of ecology is no reason for disregarding the fact that this is special legislation.

Let us examine closely the adverse consequences which are likely to result from this legislation. A major criticism of the proposed bill is its adverse economic impact. Detrimental economic effects would be felt by the area concerned, commercial industry, consumers, the Federal Government and the national and local economy. These results all stem from the prohibition against timber harvesting and management.

1. Impact on the Forest Areas and Wildlife.—The areas selected as wild areas would be injured because of the absence of the proper timber management conducive to forest growth and wildlife. No one disputes that preservation principles inhibit the net growth of forests. The growth rate in commercial industry forests far exceeds that of unmanaged forests. The trees in an unmanaged forest become overmature and beneficial to no one. Infestations and natural disasters are uncontrollable, and result in wasting of timber resources. Furthermore, it is beyond dispute that proper timber management permits the sunlight essential to forest floor vegetation, and creates a healthy climate for wildlife. Conversely, a preservationists approach results in the disappearance of game and other wildlife.

2. Impact on the Forest Products Industry.—A major commercial industry, vital to the nation and local communities, would be severely restricted. Some 1.6 million people are employed in lumber and wood products manufacturing, or about 8.3% of all manufacturing jobs. Locking up wilderness and primitive areas deters investment planning and modernization by lumber and wood products companies and results in short range planning by communities dependent upon timber. To the small maufacturer, it can even result in plant closing. Moreover, additional withdrawal of timber areas increases the concern over the country's need to continue meeting the increased level of consumption of wood products without a substantial rise in price. These effects would be just as prevalent in any other industry deprived of its raw material resource.

3. Impact on Consumers.—The action of the Cost of Living Council this week points up the need to consider the consumers' interest in this problem. The great majority of our population want quality homes and furniture, in preference to a trip into wilderness. Yet, their demands as consumers could outstrip the shrinking timber supply that supports these demands if more timberlands are removed from production. Furthermore, housing and consumer products made from national forest timber are used every day, in sharp contrast to the occasional use made of wild areas. Without proper timber management, by the turn of the century, timber supply problems could be critical. The proposed act aggravates the problem. For example, the Forest Service is considering establishing one 40,000 acre wild area that is capable of producing 1,650,000 board feet of timber per year, or enough lumber to build 140 homes. In ten years, the combined cut would create shelter for 1,400 families, an alternative which appears more meaningful than the peace and solitude of a few who might enjoy access to an area which has no roads and no mechanical conveniences.

4. Impact on Federal Government.—The Federal Government, which owns 142 million acres of the Nation's total 759 million acres of forest land, suffers a loss in revenue when lands are withdrawn to the detriment of all taxpayers who must pay higher taxes and higher prices for the necessities of life. Injury and waste also occurs on the government-owned lands, as shown earlier, which remain wilderness areas. These adverse effects upon the Federal Government are felt by the national economy, which suffers an inflationary rise in price due to a shortage of a needed natural resource—wood.

5. Impact on Local Economy.—Finally, many regions are dependent upon income from the proper use of the natural resources of these areas. The already battered Appalachian economy would further suffer should its people be unable to utilize all available resources. The possible loss of the 25% payments from Forest Service timber sales in lieu of property taxes would also be felt. Any attempt to continue these payments in the absence of timber sales would represent a charge on the taxpaying public as a whole to subsidize the creation of wild areas.

In order to justify the further withdrawal of timberlands from management, in the face of these serious consequences, Congress should demand that clear

and convincing evidence of the need for additional wild areas is offered. However, it is clear that an almost insignificant few take advantage of these areas now considered to be wilderness or primitive. The present wild areas equal in size the States of New Hampshire, Massachusetts, Connecticut and Rhode Island; yet, Forest Service estimates indicate that they are used by less than 1% of the Nation's population. Moreover, Forest Service records indicate that very few of the total number of visitors to our forests—less than 4%—utilize the wilderness or primitive areas. The ordeals of wilderness areas deter most of the visitors seeking recreation. The overwhelming majority of the public needs, wants and utilizes accessible outdoor recreation areas, not wild areas.

Advocates of the proposed bill may claim that present wilderness areas are inaccessible to the major population centers of the East. However, the experience in the Great Smoky Mountain National Park (one of the largest wilderness areas in existence, covering 586,616 acres) confirms that the public wants developed recreational areas, and not wilderness. National Park Service officials have advised that only a minute percentage of the 7 million visitors to that park last year wandered away from trails, camping areas, and other developed sites.

Great conservationists such as Gilbert Pinchot and Theodore Roosevelt advocated the management of our national resources so as to provide the greatest good to the greatest number. Locking up large areas does not meet that conservation goal, and does violence to the spirit of the Multiple Use Act in failing to "best meet the needs of the American people." The preservationist approach looks to substitute materials such as aluminum, steel or plastics. Yet, it disregards the fact that these are produced from nonrenewable resources, and create pollution problems not caused in lumber production.

Those who advocate this legislation praise the peace and solitude of a wilderness area. Yet, how many can doubt that this feeling can be achieved in the midst of a managed 80-year old timber stand as well as in a wild area. The major difference is that the managed stand will be used beneficially by man, while the wild stand will be harvested wastefully by nature.

Our Association is not opposed to the dedication of lands to wild area use in appropriate circumstances. We believe, however, that the proposed legislation contains definitions that are extensive enough to embrace most national forest land in the South. Pressures will continue from preservationists to withdraw all such lands from timber management. Yet, this legislation is unnecessary in view of the administrative attention the Forest Service is paying to these matters, and the practical economies which makes timber harvesting impractical in many areas. Thus, SLMA believes that wild areas will be ever present, but should be confined to those tracts in which there is no other probable use of the forests.

In closing, I want to commend the Congress for introducing legislation such as S. 3105, H.R. 13809, and H.R. 8817. While such legislation, if passed and properly implemented, could increase the availability of timber stumpage, it will be many years before the beneficial impact would be felt. Yet, the demand for timber products is now. The home buyer and the furniture buyer do not want to wait. Therefore, we urge this Committee not to further aggravate the pressing timber supply problems by recommending passage of a wild areas bill.

Thank you.

Senator BELLMON. Mr. Moore, thank you for your statement and for your comments.

Let me just ask: You have mentioned the fact that you are one of those who appreciate solitude and like a place where you can go and find nature in a relatively undisturbed condition. Can you imagine the outcry to come to an elected official when such places become popular and then, perhaps, in the line of good forest management, those are opened up and cut over. The problem is that people become accustomed to going to those places, and then suddenly the beautiful trees are logged and cut and the area is cleared, and we feel the heat from it.

How do we avoid this kind of development, or should we?

Mr. MOORE. I can appreciate your point of view. I would say this: let's say, educate the public, that even though that particular area is cut over, we haven't reached a crisis. We haven't run out of timberland.

Senator BELLMON. But——

Mr. MOORE. I like to go to the woods. I do that religiously. I go on occasion to the Talladega National Forest, because the Forest Service sees fit to harvest these areas, I have had to move from my favorite area. I have no objection to that, because other people benefit from that harvest.

Senator BELLMON. Doesn't it seem reasonable to you that in these thousands or millions of acres that the National Forest has that there could be certain areas that are more desirable for the recreational use, for that exclusively, than for the multiple-use concept, which includes logging on either clear-cut or some kind of sustained yield basis?

Mr. MOORE. It seems very logical and I am not opposed to this. In fact, we will have some type of legislation. Let's be sure we put in limits and open to the number of people who use it.

And to make a personal point. I bought my piece of property to make a wilderness area out of. This can't be done by everyone, and certainly I don't intend to reflect on who is not in the set of circumstances where they can. I will, as long as I live and work, be paying on it. And I am a working man, and I am working to own a piece of property. Let the trees go on or you can cut the trees off of it. That is your part of the world, and you can do whatever you want with it. But it is worth it to me and I wonder if it would be worth it to some of these people to put their heart and soul into it, who are working hard and spend the greater part of money to own and acquire land.

I might add that on this property that I bought, in 1916, there was a mining operation closed down on it. It has been logged since that time. Today there is less harvestable timber good for anyone, but I am going to enjoy looking at it.

In the next 20 years there will be more than what has grown on it in the last 40 or 50 years. I will still have my section of it. From where I live, you can see a 3,000-acre farm. One thousand acres, which is pasture land, open and very clearly visible. The man runs 700 to 900 head of beef cattle that weigh a thousands pounds or more and they can get lost. You can't see them. And you just totally can't see them. And we are talking about 1,000 acres there.

Perhaps we are talking about too much when we say 5,000-acre minimums. Maybe we need to be talking about pockets which are 200 or whatever will accommodate the people that will use it.

Senator BELLMON. There is nothing in the bill that sets out the area for anything of this kind. I believe that you understand the concept that the authors had in mind, that we try to bring areas closer to where the population centers are.

Mr. MOORE. I have no objection to that if we limit the size and define them and contain them.

I have one objection to the language in the bill and it has been previously mentioned, and I believe Senator Aiken brought up the point that the Forest Service never used condemnation proceedings except

where needed to clear title. However, it does not in either bill say that you can't use those procedures for any reason.

Senator AIKEN. I don't recall any instances since I have been on the National Forest Reservation Commission.

Senator BELLMON. Mr. Moore, thank you very much.

Senator AIKEN. Except where the condemnation was by an agreement with the owner.

Senator BELLMON. Our next witness is Daniel A. Poole, president, Wildlife Management Institute, Washington, D.C.

STATEMENT OF DANIEL A. POOLE, PRESIDENT, WILDLIFE MANAGEMENT INSTITUTE

Mr. POOLE. Thank you, Senator. I have submitted my statement in full for the record and would just briefly mention four or five of the more important points.

Our staff has considered the several alternative courses of action that have been put forward regarding a procedure for identifying, classifying, and managing outstanding natural areas on eastern national forests. We feel there is no question of the urgency and desirability of this, and for several reasons we have concluded that the approach recommended in S. 3699 generally is the most preferable of the alternatives.

We agree with the introductory statement of the bill's authors in that there is need for designating wild areas on eastern national forests. Such authority would help correct the imbalance of the present situation which finds most national forest areas marked for special handling in sections of the country where fewest people live. We also agree that a system approach is preferable in that it would facilitate standardization of policies and administrative and management objectives. It is doubted that program uniformity could be attained if similar kinds of areas were to be authorized on an individual basis.

In our staff's opinion, a good part of the wild or natural areas that should be included in the proposed wild areas system are not wilderness in the terms that prompted our endorsement of the Wilderness Act of 1964 and subsequent support of its implementation.

On the other hand, we see no reason to exclude from wilderness designation under the 1964 act those eastern national forest areas that qualify for such classification. One of the first actions of the Forest Service under legislation of this kind should be to establish guidelines and sort out the areas that appear to qualify for wilderness classification under the 1964 act. Also, as natural restoration progresses, some of the areas initially designated as wild under the terms of S. 3699 later might qualify for wilderness designation.

Now, paradoxically, in some ways, S. 3699 appears to be stronger than the 1964 Wilderness Act, particularly with its withdrawal of lands from mining and mineral leasing, elimination of livestock grazing, and the granting of authority to condemn lands, waters, or other interests in furtherance of the purposes of the wild areas system.

In still another way, the bill also is stronger than the Wilderness

Act in that it recognizes the necessity to permit public use consistent with the ability of the area to support such use and retain its primitive, natural, and wild characteristics. Regulation of public use is among the most pressing problems confronting administrators of wilderness, national parks, wildlife refuges, and public recreation areas.

Now, we hope that this language is limited to S. 3699, that it will give the land administrator a strong hand in these problems. We do not regard this essentially as a recreation bill. We really view it as there will be a special handling of large and unspoiled areas, the few that there are along the eastern national forests.

Where recreation is going to be permitted, we think it is acceptable but we do view it as an incidental and secondary use. In our statement we outline a number of concerns, especially with the provisions of section 5 of the bill, such as the use of the word "reasonably" in terms of development, development should be reasonably necessary, and so forth. We think that that demands, or requires, a better definition.

We think this should be developed in a consistency with the bill. We are concerned about the control of the fires, insects, and disease, and, actually, these are the actual forces for the natural clearing makers. These are the forces that are responsible for the vegetation and the wild population respond positively to this vegetation and renewal.

We hope that the control of these forces wouldn't be so rigorous as to have a standup ecological reserve as a minimum.

And, finally, we think the Secretary should prepare a management plan for each unit of the wild area system in accordance with the act, utilizing a multiple multidisciplinary approach and providing for appropriate public involvement.

We believe that it should be made clear that the Forest Service's management plan should include as much of the surrounding national forest and other land outside the wild area as will in all probability be affected by or influenced by the wild area. As has been found in the West with wilderness areas, for example, recreationists are attracted to areas designated for special handling.

Authority should be granted so provision can be made for their visits, including access to them across general national forest lands. Overnight campgrounds, sanitary facilities, and water must be provided at appropriate access points outside the wild area per se, both to protect the health and safety of the visiting public and to prevent impairment of lands adjacent to and within the wild areas. Therefore, in some, if not in all cases, a larger area of national forest must be placed under a management plan which is supportive of the designated wild area.

Therefore, Mr. Chairman, we would hope that the committee will be able to move on this proposal this session.

Thank you very much.

(Mr. Poole's prepared statement is as follows:)

Mr. Chairman, I am Daniel A. Poole, president of the Wildlife Management Institute, with headquarters in Washington, D.C. The Institute is one of the older national conservation organizations, and its program has been devoted to the res-

toration and improved management of renewable natural resources in the public interest for more than sixty years.

Our staff has considered the several alternative courses of action that have been put forward regarding a procedure for identifying, classifying and managing outstanding natural areas on eastern national forests. There is no question of the urgency and desirability of this, and for several reasons, we have concluded that the approach recommended in S. 3699 generally is the most preferable of the alternatives.

We agree with the introductory statement of the bill's authors in that there is need for designating Wild Areas on eastern national forests. Such authority would help correct the imbalance of the present situation which finds most national forest acres marked for "special handling" in sections of the country where fewest people live. We also agree that a "system" approach is preferable in that it would facilitate standardization of policies and administrative and management objectives. It is doubted that program uniformity could be attained if similar kinds of areas were to be authorized on an individual basis.

By in large, eastern national forest lands are unlike those in the West. Land surface ownership is not as well blocked and half or more of the mineral rights are not owned by the Federal Government. Although some of the lands that may be affected by this bill have not been disturbed, most show evidence of man's past use. In our staff's opinion, a good part of the wild or natural areas that should be included in the proposed Wild Areas System are not wilderness in the terms that prompted our endorsement of the Wilderness Act of 1964 and subsequent support of its implementation. On the other hand, we seen no reason to exclude from wilderness designation under the 1964 Act those eastern national forest areas that qualify for such classification. One of the first actions of the Forest Service under legislation of this kind should be to establish guidelines and sort out the areas that appear to qualify for wilderness classification under the 1964 Act. Also, as natural restoration progresses, some of the areas initially designated as Wild under the terms of S. 3699 later might qualify for wilderness designation.

In some ways, S. 3699 appears to be stronger than the 1964 Wilderness Act, particularly with its withdrawal of lands from mining and mineral leasing, elimination of livestock grazing, and the granting of authority to condemn lands, waters, or other interests in furtherance of the purposes of the Wild Areas System. We are aware that some people suggest that the ban on mineral development is inadequate. But as a practical matter we cannot conceive of the federal government buying out all valid claims. Even that was not done under the Wilderness Act, nor was mineral development prohibited until after a period of years. Further, we are not concerned that enactment of this bill currently would bring two more congressional committees into wilderness-wild areas matters. The organization of Congress is not inflexible, and there already is some evidence of necessity of committee realignment.

In still another way, the bill also is stronger than the Wilderness Act in that it recognizes the necessity to permit public use "consistent with the ability of the area to support such use and retain its primitive, natural, and wild characteristics." Regulation of public use is among the most pressing problems confronting administrators of wilderness, national parks, wildlife refugees, and public recreation areas. The administrator of a Wild Area will be given a strong management directive by the retention of this language in S. 3699.

Our questions about S. 3699 pertain mostly to Section 5, particularly paragraph (a), subparagraphs (3), (4), and (5), and paragraph (b).

We are concerned about the interpretation that ultimately may be placed on the word "reasonably" in subparagraph (3). Rather than authorizing developments "reasonably necessary" for public health, safety and well-being, we believe that development should be consistent with the policy objectives outlined in Section 2(a).

On national forest lands in the East the retention of natural clearings and the creation of clearings have a very prominent part in wildlife management plans. Some of the most important game species, such as deer, wild turkey, quail and grouse, are benefitted by clearings, as are many species of birds, mammals, and other equally interesting wildlife. The annual life cycle needs of such animals, in one season or another, are closely linked with clearings. The forces listed in paragraph (a)(4)—fire, insects, and disease—are natural clearing makers. We would hope that the administrative agency is not so aggressive in its

efforts to control these forces that their beneficial effect in creating or maintaining clearings is greatly reduced. At certain times and locations, in fact, the best management of a Wild Area in terms of its ecology may be to let these natural forces proceed without interference. The management goal should be to encourage truly natural wild areas, not parks or artificial preserves. In fact, only in recent years has the National Park Service come to realize the role and importance of fire in maintaining abundance and diversity of national park flora and fauna.

Secondly, paragraph (a) (5) stipulates that "commercial'" timber harvesting shall not be permitted. We find nothing objectionable about that inasmuch as we do not expect that the designated Wild Areas would include so many acres as to significantly reduce commercial forest acreage. We do not support continuous timbering as a management option in Wild Areas.

On the other hand, deliberate felling of trees is one way to make clearings. Along with fire, insects, or disease, it also is a way to renew and create a diversity of vegetative cover that favors wildlife and plant species. At some times and places it may be desirable to remove some stands in order to encourage growth of preferred plant species. By preferred, I mean plants suited to the specific site, not those having superior economic value. We strongly urge, therefore, that the prohibition against "commercial" timbering not exclude planned cutting or mowing that may be necessary to maintain natural clearings or to deliberately create clearings in areas where such action will be beneficial to wildlife or the enhancement of plant cover. We would want such cutting done without further road construction and disruption of the soil surface and stream valleys.

I mention these points to underscore our thought that Sec. 5, paragraph (b), while of the utmost necessity, can be improved either by the insertion of language in the bill or by explanation in the committee report. As the bill stipulates, we believe it is greatly desirable that "The Secretary prepare a management plan for each unit of the wild area system in accordance with the act, utilizing a multidisciplinary approach and providing for appropriate public involvement."

We believe that it should be made clear that the Forest Service's management plan should include as much of the surrounding national forest and other land outside the Wild Area as will in all probability be affected by or influenced by the Wild Area. As has been found in the West with Wilderness Areas, for example, recreationists are attracted to areas designated for special handling. Authority should be granted so provision can be made for their visits, including access to them across general national forest lands. Overnight campgrounds, sanitary facilities, and water must be provided at appropriate access points outside the Wild Area *per se*, both to protect the health and safety of the visiting public and to prevent impairment of lands adjacent to and within the Wild Areas. Therefore, in some, if not in all cases, a larger area of national forest must be placed under a management plan which is supportive of the designated Wild Area. Commercial uses can be accommodated and services provided on these peripheral or buffer lands, but their use must be supportive of, and certainly not contradictory to, the higher purposes of the contiguous Wild Areas. Unless this management objective is made clear, we are apprehensive that merely designating key areas as wild or wilderness mainly will hasten their impairment from excessive visitation and harmful use.

We are hopeful that the committee will be able to move this proposal.

Senator BELLMON. Thank you very much, Mr. Poole.

Senator Aiken, do you have any questions?

Senator AIKEN. No. His statement was very good.

Senator BELLMON. Mr. Poole, on page 3 of your statement, you say—I believe you say that you don't believe these areas should have insect or fire control. Did I misunderstand you?

Mr. POOLE. This is a discretionary type of thing, Senator. I think probably some of the best examples we have of the necessity for administrative flexibility or discretionary authority are within the national park system. Only in the last 3 years has the Park Service come to realize, in certain areas, that it cannot merely preserve nature and let nature remain in the satus quo or vacuum that it has.

The plant renewal—the growing up, the dying, and the replacement of vegetative cover—in the absence of cutting, require that the natural forces within a forest be permitted to operate. Insects, fire, and disease are those natural forces. They are the means by which nature recycles itself. We feel that there has to be some discretion in the administration of wild areas, at least more than we have today in the wilderness system, to let these forces work. If this discretionary authority is not provided, we won't have this constant recycling that nature is capable of.

Senator BELLMON. Are you speaking out against commercial timber—are you?

Mr. POOLE. Yes.

Senator BELLMON. Are you, in this way, saying that a certain amount of harvesting is desirable?

Mr. POOLE. A certain amount in wild areas may be desirable. In some areas, you might find species that are not climax for the site, but the encouragement of the climax vegetative cover can be hastened by cutting.

In the eastern national forests clearings are very favorable to wildlife. Some species of wildlife need clearings sometime during the year. Insect life and the plantlife can grow only in a clearing, for example. Turkey broods, young grouse—this is where they get their insect life. If we are not going to permit these clearings to be maintained, in time a number of them will be reinvaded by brush and timber, and the clearings will be gone. So, as a result, a certain element of the wildlife population is going to suffer.

Senator BELLMON. Thank you very much, Mr. Poole.

Mr. POOLE. Thank you.

Senator BELLMON. Our next witness is Mr. H. D. Bennett, executive vice president, Appalachian Hardwood Manufacturers, Cincinnati, Ohio.

STATEMENT OF H. D. BENNETT, EXECUTIVE VICE PRESIDENT, APPALACHIAN HARDWOOD MANUFACTURERS, CINCINNATI, OHIO

Mr. BENNETT. Thank you, Senator.

Senator BELLMON. Mr. Bennett, if you care to do so, you may file your statement and summarize it.

Mr. BENNETT. I would like to be able to have 8 or 10 minutes and I would appreciate reading it.

Mr. Chairman, thank you for the opportunity for allowing me to present my statement here today.

I am H. D. Bennett, executive vice president of Appalachian Hardwood Manufacturers, Inc. We are a trade association of Appalachian hardwood lumber manufacturers, consumers, and landowners. Our purpose in being is to promote the use of Appalachian hardwoods in things with which man can surround himself to make a more enjoyable life.

We also promote good conservation practices in the realm of multiple use on the forest lands of the mountains. My remarks for the most part will be confined to this area. The area I am talking about

is this area right here, this area right here between Maryland and Georgia (shows map).

This area lying in the mountains between Maryland and Georgia provides, on an assured continuing basis, the finest in hardwoods to the wood-using industries of the country. It is the source of the major rivers of the East, and the playground for millions from the teeming cities surrounding the area who, during the season, transfer the crowded atmosphere of the cities into the teeming campgrounds, aerial tramways, ghost towns, scenic railroads, other recreational opportunities, and highways of the mountains.

I am a professional forester, a logger, a camper, a hiker, a hunter, and a fisherman, and I have been around the mountains in the East for the past 40 years engaged in all of these activities in varying degrees of intensity.

For the past 35 years we have been a camping familiy. We have camped from the seashore to the Rocky Mountains. Everywhere we have ever been we find the same thing. Along the main highways and near the big cities campgrounds are full to overflowing. Back in the country we find little use. In many areas even the close-by campgrounds are full only on weekends. In planning any recreational developments we must consider locations where people will use them.

During the past 40 years that I have been in the mountains, as part of my job and as a recreational pastime, I have walked the Appalachian Trail in North Carolina, Virginia, Pennsylvania, and New Hampshire. In traveling through New Hampshire we stayed at the huts, where in those days for $3 one could get dinner, a night's lodging and breakfast, and be on his way. We have walked the trail through woods, through rhododendron tunnels, through fields, over old logging roads which made the trail possible, past logging operations that we stopped to view with interest, past clear-cuts that made the beauty of the surrounding scenery available, and enjoyed it all.

Today, however, we are told that we did not enjoy it at all, and cannot enjoy it in the future unless all evidence of man is obliterated from our surroundings. This type of thinking is not in the best interests of overall forest management, or in the best interests of the vast majority of people who use our forests.

When people go into the forests in pursuit of recreational activities today, the main thing that 99 percent of them want to find is people. This is why we find the facilities along the main highways full to overflowing. This is why we find 50 people around an eight-bed Adirondback shelter along the Appalachian Trail, even though a couple of miles away on a side trail one can find complete solitude.

In a recent trip through the national parks and national forests of the mountains when I visited campgrounds and other uses, Blue Bend Campground on the Monongahela National Forest had one empty site of some 20 units in the area. Pocahontas had two occupants of about 18 units. Spruce Knob had 42 of 93 units. Leather Bark, a private campground, had 12 of 22.

In western North Carolina, Smokemont was full, two campgrounds on the Indian reservation with facilities similar to Smokemont were

half full, Horse Cove on the national forest had two occupants in about 12 units.

On the national parks where the primary purpose is supposed to be recreation, we see facilities being withdrawn from use—Chimney Rock and Round Bottom on the Smokey Mountain Park.

We also see on the national parks only 5 percent of the area with anything in the way of development. The parks should be fully developed for use, including wilderness, before de facto commercial forest land falls into wilderness on the national forests.

The national parks were originally established for recreational activities; the national forests for protection of our water, resources, and the development and management of the timber resources.

Whenever we set aside a wilderness area we remove from use what 99 percent of people usually want to find when they go into the forest. Ninety-nine percent of the visits to the forests are made to the fringes of the forest.

In our society today we see two forces working to gain control of the management of our natural resources. On the one hand, we have the preservationists; on the other, the conservationists. In each group we have sincere, dedicated people who have highly polarized points of view. When these views are charged with emotion, reason is often the first casualty. One of the most important jobs we have in our society today is that of unpolarizing the thinking of those who would manage these resources.

When we look over our forests today we see that where the conservationists, represented by the professional foresters, the lumbermen, the game managers, we have about 80 percent more timber in quality material of desirable species standing in sawtimber size trees in our mountain forests. We have 100 percent increase in game harvest and we have recreational developments compatible with these activities. When the preservationists have influenced the management of our forests we have about one-half as much timber, very little game, and very little development in the realm of needed recreational facilities.

About 25 years ago we came to the end of an era in this country—that time in which the city people and those who were just starting to move into suburbia were staying home. Suddenly they took to the road and the camping trailers, tents, boats and all kinds of recreational equipment came onto the best seller list. However, well over 90 percent of these people moved on the fringes of the forest and demanded facilities that gave them the comforts of home. We must realize that these people are able to be there only because somewhere someone cut a tree, or mined some coal or iron, or brought in an oil well.

Only through the development of our natural resources do we create wealth for the society in which we live. In all other activities we merely exchange wealth from one segment of the society to another. We have an element in our society today who is endeavoring to project into minds of those who will listen, that timber-cutting is somehow something evil, when it is a well-established fact that timber-cutting improves the forests, improves the game habitat and is completely compatible with recreational activities.

We have been at many camp grounds where sawmills were nearby and logging was going on in the surrounding hills, and log trucks coming over the roads near the camp grounds. Of course, on the national and State forests where multiple use prevails it is the rule rather than the exception and, of course, this is as it should be.

We found very few people who objected to this activity and none objected to it who understood its importance to the economy of the area and to the general welfare of the overall forest development. Timber management insures the improvement of the timber stand and assures a future supply. Timber management improves game habitat and assures ever-increasing flocks and herds in an atmosphere of survival, and improved hunting conditions. Timber management, including commercial harvest, is completely compatible with recreational activities.

In 1960 we saw the enactment of the Multiple Use Act. This act merely legalized what was already being done on the national forests as a policy. It required that equal consideration be given to the multiple-use activities of forest management, including timber, water, wildlife, recreation, grazing, and wilderness. Nowhere in the act, however, do we find a requirement for equal application and in the act we find this statement:

> The purposes of this Act are declared to be supplemental to, but not in derogation of, the puropses for which the National Forests were established as set forth in the Act of June 4, 1897.

In 1964 the Wilderness Preservation Systems Act was passed, designed to protect areas having wilderness identity. It has become pretty well established that this act was not designed to create wilderness areas in the East from de facto commercial forest land. Merely because a tract of land has been quietly growing trees for the past 50 to 75 years is no reason why it should lose its identity as timberland.

Today we have for consideration "Wilderness East," a new concept, because generally the lands of the East do not meet the spirit or the letter of the 1964 Wilderness Act. With the assurances by leaders in Congress that wilderness would not disrupt the economy of the area, and with the changing of the original bill from a negative to a positive enactment of wilderness identity, industry supported the Wilderness Systems Preservation Act. In the East we can support wilderness areas on such a basis in two ways. One, we can set aside wilderness areas on the national parks; and, two, we can set aside wilderness areas on the national forests on a rotation basis just like timberland. We should remember, however, that such areas should be provided on an identity of need basis.

A typical area we see proposed for "Wilderness East" is a 5,000 to 20,000-acre hollow, an old logging road or the remnants of an old logging railroad running along the creek, 50- to 75-year-old timber in the hollow and the remnants of a virgin stand of timber on the upper slopes and ridges. This is, in fact, de facto commercial forest land—typical of our eastern forests. Merely because an area has been quietly growing trees for the past 50 or 100 years is no reason why it should lose its identity as de facto commercial forest land.

While we have no objection to wilderness as such, we should first put them on the national parks instead of the national forests, where much more adaptable areas prevail and where recreation is supposed to be the dominant use.

In the establishment of Wilderness East areas on the national forests they should be put on a rotation basis similar to timber and other uses. This way we will see wilderness prevail along with the multiple-use concept on the forests.

Also, an item of major importance is that we need complete coordination between Government agencies involved. In the 750 million acres, an area equal to all of the States east of the Mississippi River plus five on the west bank already owned by the Federal Government, we should need no more land. In the Appalachian Hardwood Region, with over 700,000 acres already in wilderness and wilderness-type land, it should be sufficient. With our travel facilities what they are today, location is of minor importance to those who want the experience.

Professional foresters at work in the words recognize today the multiple-use aspects of forest management. They also recognize that the American home should no more be denied the warmth, character, and interest found in being surrounded by the beauty of wood, than should the hiker and recreationist be denied the beauty of the mountains.

Thank you.

Senator BELLMON. Thank you, Mr. Bennett.

Senator Aiken?

Senator AIKEN. No questions.

Senator BELLMON. Mr. Bennett, I would like to challenge you on a couple of points. I do some camping and hiking myself and you made the statement, along the main highways the camp grounds and so forth—but you made the statement that back in the country we find it in little use. I have gone back in the Rocky Mountains just as far as you can go, and the camp sites are absolutely full of people. There is no place to park.

One time we packed in for 16 miles, and this was around the lake where we set up, and others had come in, too, so it isn't just along the highways, because a lot of people like to get away.

Mr. BENNETT. A lot of the people like to get back, but a very small percent like to do this. We have been out in Colorado; we have been in Woodlawn Park, where we have gone on up the river and beyond, and there was nobody there. However, I stated at the start my remarks cover the Appalachian hardwood region.

Senator BELLMON. Your experience is different from mine.

Senator AIKEN. It is different from mine.

Senator BELLMON. I have been down along the Rio Grande River, and you have people parked and setting up camp practically every place they can find a level piece of ground. You can find exceptions, but we have never been anywhere in our experience where we couldn't get back far enough to camp. We have even walked to get there.

Mr. BENNETT. Just like over in West Virginia, the camp grounds are usually full of people, at least where there is water and the places where there isn't any water, those places are not verywell occupied.

Senator BELLMON. You also used the interpretation "preservation" and "conservation." Could you define those terms, what you mean by them here? What do you mean by "preservation"?

Mr. BENNETT. A conservationist is one who believes in the wise use of the land, including the mutiple use. A preservationist is one who believes in nature taking its own course.

Senator BELLMON. You say it is one who does not believe in using the land.

Mr. BENNETT. Not the natural resources.

Senator BELLMON. Do you consider a recreational use not to be a useful purpose at all?

Mr. BENNETT. Yes, that is a use. That is part of the multiuse; using doesn't create wealth for the society. It merely takes from one source and gives to another. You have to develop the natural resources to create wealth.

Senator BELLMON. That is a matter of opinion, I think.

Mr. BENNETT. Well, I do not see how it could be. [Laughter.]

Senator BELLMON. You say also that you have no objection to wilderness, as such. They ought to be put in the national parks rather than the national forests. Our parks are largely in the West and the large majority of the people are in the East. What we are trying to do is to get wilderness closer to the people so they don't have to travel to Colorado or Wyoming.

Mr. BENNETT. They do not have to travel to Colorado or Wyoming. The Appalachian National Parks are the most heavily used in the country. There are 500,000 acres in the Smoky National Mountain Park area, 200,000 in the Shenandoah National Park, 130,000 acres on the north side of Fontana Lake in North Carolina that could be set aside for wilderness, and 65,000 acres to the northwest of Mount Guyot, that could be set aside for the same purpose, and 112,000 acres on the Shenandoah Park.

Senator BELLMON. But you have these very large tracts which would still be a long drive from where the people are. My State of Oklahoma has less than 3 percent of its land in the public domain, and much of that is covered by water. We need lands closer to Oklahoma where the people are—Oklahoma, and Tulsa, where people can get away from the pressures of the population.

Mr. BENNETT. Half of the population of the United States is within a day's drive of the Appalachian area hardwood region.

Senator BELLMON. A day's drive is quite a penalty for some to pay to get away from the city.

Mr. BENNETT. Most people who seek a wilderness experiment are willing to take it. I live in Cincinnati, and within the Cincinnati area there is a 1,500-acre city forest that they call Mount Airy Forest. On Sundays, you can't find a place to go to have a picnic, all sites are occupied.

Senator BELLMON. That is the purpose.

Senator AIKEN. That demonstrates the need.

Mr. BENNETT. The woods are all around them, but the people rarely use the trails. They sit at the picnic tables and the trails are all over this forest, and you rarely find anybody walking along them.

Senator BELLMON. Anything further?

Senator AIKEN. No.

Senator BELLMON. Thank you very much.

Our next witness is Miss Alix S. Schnee, manager, Washington Office, Trout Unlimited.

A VOICE. I believe she filed her statement.

Senator BELLMON. We will call Mrs. Abigail Avery, Lincoln Center, Mass., and Thomas Deans, North Conway, N.H., representing the Appalachian Mountain Club.

Mrs. Avery, do you have a statement that you care to make?

Mrs. AVERY. Do you have a copy of it?

Mr. BELLMON. Yes.

STATEMENT OF MRS. ABIGAIL AVERY, CHAIRMAN, CONSERVATION COMMITTEE, APPALACHIAN MOUNTAIN CLUB, LINCOLN, MASS., AND THOMAS S. DEANS, ASSOCIATE EXECUTIVE DIRECTOR, APPALACHIAN MOUNTAIN CLUB, GORHAM, N.H.

Mrs. AVERY. My name is Mrs. Abigail Avery, of Lincoln, Mass. I am presently chairman of the Conservation Committee of the Appalachian Mountain Club, serving as a volunteer in that capacity. John Perry, president of the club, regrets that he cannot get away from business obligations to be here himself, and delegated me to come in his place.

With me is Tom Deans, associate executive director of the club. He heads the staff at the AMC's northern New England regional office, in Pinkham Notch, Gorham, N.H. Together, we represent the club.

The AMC has several reasons for feeling it was important to have us here today to present the viewpoint of the club.

First, club members are active outdoor people. They enjoy many outdoor activities, both on club-sponsored trips and independently, in the White Mountain National Forest of New Hampshire and Maine, and to a lesser extent in other eastern and southern national forests.

They know from firsthand experience some of the wild areas referred to in the bill we are considering today, S. 3699. This has been true since the club's founding nearly 100 years ago. By now we have nearly 16,000 members who live mostly in the New England States—New York, New Jersey, and Pennsylvania.

The pressures upon the White Mountains have changed markedly in the last century but club members, their friends and the public at large still go there for the same basic reasons—to find respite from civilized life and the joy of outdoor recreation. The club is not a Johnny-come-lately to the field of concern for the open space country where such activities are carried out. It has historically taken positions supporting careful management, rather than exploitation, of the land we hike, canoe, ski, and snowshoe through.

The second reason we are here today is because the club has a substantial investment in facilities within the White Mountain National Forest bounds. Our northern New England regional office is at Pinkham Notch Hut, in the heart of the forest. Here we provide many services for the general public, such as meals, overnight accommoda-

tions, information, and advice on travel through the mountains—to over 200,000 people last year.

Over 30,000 additional people visited our eight mountain huts, reached only by foot trail, and 20 back-country shelters and tentsites, maintained by the club. Tom Deans and his staff know the forest well, and the problems of environmental protection.

The third reason we're here is the result of observations gained through our burgeoning outdoor education program. The general public is asking for more and more information, both in formal programs, such as mountain leadership courses, and teacher training workshops on the outdoors, and more informally, wherever we meet people in the mountains. Increasingly questions concern travel into the back country—into wild areas such as we are considering here today—where to go, what to carry, where to put a pup tent, and similar questions.

With this background in mind, the club has reviewed the proposed legislation, S. 3699, and we speak now in opposition to this bill. This does not mean that we oppose protection of the wild areas referred to in the bill. Far from it. But we believe there may well be true wilderness, as defined in the Wilderness Act of 1964, within the boundaries of the White Mountain National Forest in New Hampshire and Maine, which the club knows well, and within the Green Mountain National Forest in Vermont.

We believe the review procedures set up by the Wilderness Act should be given a chance to operate here, so that Congress can determine whether given areas do in fact qualify under that act. If they do, then inclusion in our wilderness system would be the best way to protect the wilderness qualities of the areas. We believe protection would be stronger than would be afforded under the proposed bill.

For example, one of the proposals we question in S. 3699 is the latitude allowed for interpretation as to what constitutes acceptable public use. I quote here "Public use shall be permitted consistent with the ability of the area to support such use and retain its primitive natural and wild characteristics."

This is not as protective of wilderness values as, for instance, the section of the Wilderness Act entitled "Prohibition of Certain Uses." Wilderness as it exists in the East needs all the protection we can afford it, by law. We shall have more to say about the problems resulting from increasing use of the back country as we see it in the White Mountain National Forest and elsewhere, later in this statement.

Senator BELLMON. Mrs. Avery, I am going to have to leave.

Mrs. AVERY. You will have to leave?

Senator BELLMON. This is a vote, but the way we operate is from the time of the buzzer, we have 15 minutes until we have to be there. At the present time, you may have 7 or 8 minutes, so you may continue.

Mrs. AVERY. So, if I read fast, I might be able to get through this and give time to Tom to make his statement.

We recommend that the Forest Service demonstrate true concern for the necessity of protecting wilderness values before it is too late along the following lines:

First, as rapidly as possible, with highest priority, areas with wilderness potential under the Wilderness Act should be studied, identified,

and recommended to the President and to Congress for action. We would like to point out that often true wilderness can be found not where scenic values are greatest not in well-known sections, but in the backwash of undeveloped land, where no one goes except the wilderness buff. We believe there may be several such areas in the White Mountain National Forest.

Second, the Forest Service should study and identify other wild areas with natural, primitive, and wild characteristics, and see that they are protected by classification already available to the Forest Service Administration.

Let me now turn to some important factors which the Appalachian Mountain Club feels must be considered here in the Northeast when planning both for wilderness areas under the Wilderness Act and for any national forest areas which the Service has designated as primitive, natural, scenic, or wild.

First is the need. We need protected wild lands, particularly wilderness as spelled out in the Wilderness Act here in the East. Many people in Eastern cities have neither the time nor the money to travel to where such wilderness is in greater abundance, in the West. Scientists need outdoor laboratories of Eastern wilderness for observation and study. Future genertations need to be able to see at firsthand what Eastern wilderness must have been like before civilization arrived.

Second, there are problems of management which must be faced, particularly pertinent to the East. The AMC knows, from day-to-day, on-the-spot observation, how fruitless it would be to designate an area as wilderness, and then not provide adequate management to protect it from rapid degradation. There are many problems, however, in providing good adequate management.

Senator BELLMON. Let me interupt you. Would you support the concept of S. 3699 if it required a review of potential in the wilderness system before they included it under this proposal? If it met the wilderness criteria and if they did, they would go under that system, and if they did not, go under this system?

Mrs. AVERY. I think we would want wild areas reviewed under the Wilderness Act first. I believe we would not support a system where wild areas disqualified after such review would come under S. 3699, unless that bill were strengthened to provide better protection for those wild areas. We also believe that it would lead to probable delay, and administrative problems, to have review and recommendations for the same wild areas handled by two different committees: Wilderness Act review, Interior Committee; Wild Area Act, this Agricultural Committee.

Mr. DEANS. I think our concern with this bill is that the Forest Service seems to have decided, administratively, that wilderness areas do not exist in the Eastern United States under the Wilderness Act, and, therefore, it feels that other protective means should be used. This bill is an attempt to provide such means.

Senator BELLMON. The Forest Service is not supporting this legislation.

Mr. DEANS. I understand that, but I think in the proposals announcing the listening sessions to the public it was quite clear in the way the

proposals were phrased that the Forest Service believed that there were no wilderness areas existing under the Wilderness Act in the East. Therefore they said they were studying other means of preservation in these areas.

Senator BELLMON. You may proceed, Mrs. Avery.

Mrs. AVERY. The public domain in the Northeast is limited in acreage, with many demands upon it.

The number of individuals who come to the national forests for outdoor recreation is increasing very rapidly. To serve them requires an ever-larger staff.

The forests are very accessible to centers of population, 62 million people live within 500 miles of the White Mountain National Forest.

To carry out adequate, careful planning, and management programs means that there must be adequate funding of our National Forest Service. If such management programs are not provided, the wild lands will rapidly deteriorate from the sheer impact of people.

The AMC recognizes both the need for eastern wilderness, and the difficulties of management. We try to be of service to those coming to the mountains for a wild experience. We meet all sorts. We see some in the relative comfort of car camps and our roadside Pinkham Notch Hut. Others we meet in our high mountain huts, the next step for those seeking off-road experience. We endeavor to provide service to the more rugged hikers, camping at shelters and tent platform areas in the back country.

We feel that there should be one more step—opportunity to experience some of the rewards of a true wilderness experience—minimum trails, minimum overnight facilities, minimum encroachment by man. At present such wilderness is available by chance, not by planned protection.

In order to protect and maintain the wilderness for such experience we realize restrictions may be necessary; limits will eventually have to be set. These may well mean screening of those allowed in. Is there qualified leadership? Has the party been educated in what to expect and how to act so that impact can be minimized. Numbers may have to be limited. The gentle patter of too many Vibram soled boots can wear the wilderness away. Equipment may have to be limited, campsites designated, activities curtailed—no lashing, bough-cutting, bridgebuilding, trailcutting.

The Appalachian Mountain Club pledges its help in establishing and maintaining such wilderness areas in all our programs and through continued cooperation with Forest Service personnel. We have always enjoyed a fine working partnership with the staff of the White Mountain National Forest, and would hope to continue this in the process of identifying, establishing, and managing any wilderness areas established within forest bounds.

I would now like to introduce Tom Deans, who heads our North Country office at Pinkham Notch, within White Mountain National Forest. He will summarize the club's position, and amplify points from his extensive field experience.

Senator BELLMON. I am afraid I am going to have to recess the hearing and perhaps this will be for about 15 minutes, until about 2:45, and I will be right back.

Mrs. AVERY. Thank you very much.

(Whereupon, the committee recessed at 2:30 p.m. and reconvened at 2:42 p.m.)

Senator BELLMON. The hearing will come back to order.

Mr. Deans, do you have a statement to make.

Mr. DEANS. Mr. Chairman, if I may summarize the position of the Appalachian Mountain Club, I will do so.

First, the Appalachian Mountain Club is opposed at this time to the passage of Senate bill S. 3699. Second, the Appalachian Club feels that there are areas in the Eastern National Forests worthy of consideration under the provisions of the 1964 Wilderness Act, and these should be identified as soon as possible. Third, the Appalachian Mountain Club would encourage the Forest Service to take the administrative actions presently available to them to protect unique wilderness areas that might not qualify under the Wilderness Act, also as soon as possible. We feel S. 3699 is not needed at this time, and further confuses the issues.

There is one other comment to make here in answer to assertions I have heard today from representatives of some of the other interests here. They said wilderness areas are taking land away from the public use. I would point out to you, the Appalachian Mountain Club, which Mrs. Avery and I represent, is really in the business of outdoor recreation and activity, not for profit, not as a profit organization, but as a public service.

We operate, as a public service, many facilities in New Hampshire and in some other areas in the Northeast United States and we are really trying to provide recreational opportunities for people who want them. Wilderness designation in our part of the country should be part of such recreational opportunities. It would help us complete the full spectrum—to give people the wide range of recreational opportunities they desire.

As Mrs. Avery stated, we are within a day's drive of many millions of people. Wilderness-type land should be available, carefully controlled, for enjoyment in our part of the country.

Thank you, sir.

Senator BELLMON. Thank you, Mr. Deans.

Mrs. Avery, thank you for your contribution.

Our next witness is Mr. A. T. Wright, Alexandria, Va.

STATEMENT OF A. T. WRIGHT, ALEXANDRIA, VA.

Mr. A. T. WRIGHT. Mr. Chairman, my name is A. T. Wright of 213 Commonwealth Avenue, Alexandria, Va. I am a conservation consultant heavily involved in environmental issues and measures. Much of my work is concerned with public interest aspects of the management practices and policies of Federal agencies with respect to national forests, parks and wildlife refuges.

I am, therefore, greatly concerned about the impact of S. 3699 described as "The National Forest Wild Areas Act of 1972." I am here to oppose the creation, at this time, of a separate system of eastern wild areas which would become confused with and compete with the

National Wilderness Preservation System established by the Wilderness Act of 1964. My reasons are as follows:

1. The U.S. Forest Service states that the eastern national forests contain no areas whatsoever which qualify for entry into the wilderness system. The scope of this sweeping position is indicated by the fact that the southern region of the Service contains 33 national forests in 13 States comprising 11.9 million acres. The eastern region contains 17 national forests in 12 States comprising 11 million acres. Thus in almost 23 million acres of national forest land in the East, it is alleged that none of it qualifies as wilderness.

This is an unwise assertion on the face of it and is the result of a puristic approach to wilderness which is unwarranted by the Wilderness Act or the congressional intentions behind its passage. It is my observation that those interests which are unfriendly towards the Wilderness Act or hold it in low esteem are reluctant to admit it. Instead they hide it by taking the purist route and claim that none of it qualifies.

2. The Forest Service presumes to take this position even though the Congress has had no opportunity whatsoever to consider the addition of a portion of any eastern national forest to the wilderness system. None has been presented to the Congress by the Service and apparently none will unless the Service changes its tactics.

The Service thus far has substituted its judgment for that of the Congress. The Wilderness Act specifically reserves to the Congress the right and obligation to decide what is or what is not wilderness. Until the Congress specifically accepts or rejects the inclusion of portions of eastern national forests into the wilderness system, I submit that there is no basis for the Service's position.

Moreover, there is every reason to believe that the Congress would approve a number of such areas, perhaps as many as a score of them. I further submit that the passage of S. 3699 would place the Congress in an untenable position with the American public. Such an action would be widely interpreted and understood to be congressional agreement with the Forest Service that no areas in eastern national forests qualify as wilderness. This is unthinkable because it is untrue.

The end result of this legislation, if passed, is that the use of the Wilderness Act with respect to eastern national forests will have been nullified. The American people, particularly those in the East, will have been effectively denied the use of a wilderness resource bearing the protection of the Wilderness Act against usages and development which are detrimental to the public's need for a few areas totally unmanaged and undeveloped.

3. While the proponents of S. 3699 will claim that the bill will permit areas which do not qualify as wilderness to regenerate to a condition where they do qualify, it seems abundantly clear that the degree of management latitude left to the Forest Service in this bill is such that it is unlikely that any so-called wild area will ever achieve a condition where the Service would admit that it did qualify and propose it to the Congress.

This is what it is all about. The Service wishes to manage eastern national forests without the restrictions of the Wilderness Act and it

requires no great perception to see that wild areas would rarely, if ever, be promoted to wilderness. And, as stated above, if this legislation is passed, the application of the Wilderness Act will be made almost impossible, thus thwarting the will of the Congress and the American people by reason of the Service's inaccurate and misleading interpretation of the act.

4. I would also bring to the committee's attention that the Forest Service course of conduct is a far cry from that of the National Park Service and the U.S. Bureau of Sport Fisheries and Wildlife although all three operate under the same Wilderness Act.

For example, in nearby Virginia—here, Mr. Chairman, by mistake there is an omission from my statement. It should read, "For example, in nearby Shenandoah National Park," the Park Service proposes 73,000 acres of wilderness in a mere 193,000-acre park. A short distance away, in the George Washington and Jefferson National Forests, totaling close to 2 million acres, the Forest Service says there isn't any.

The significant point is that the park and the two forests all have basically the same history of land use and abuse. Large portions of all three have been allowed to regenerate naturally to the extent that the forests are maturing, wildlife is abundant, the watersheds are clean and clear and wilderness conditions prevail.

5. There is strong support among Eastern people for wilderness areas. In the past, West Virginians and Alabamans secured the filing of wilderness bills for the Monongahela and Bankhead National Forests in both Houses of Congress despite Forest Service opposition. Similar efforts are underway in Arkansas, Georgia, Tennessee, North Carolina, Florida, Missouri, and Virginia.

Eastern peoples are determined not to be denied wilderness by the Forest Service and other interests unfriendly or indifferent to the Wilderness Act. The new legislative route here under consideration is unnecessary and, moreover, inadequate to meet Eastern needs. It offers little or nothing to the American people. In fact, it offers only confusion and uncertainty about which way to go. In the face of Forest Service and other opposition to the use of the Wilderness Act, citizen conservationists and organizations will be forced to seek the greatly inferior protection of S. 3699. Thus, the Service will have effectively nullified the Wilderness Act.

In closing, I wish to state that there is a need to protect areas which really don't qualify as wilderness. The regenerative forces of nature must be allowed to work effectively toward restoration. The way to do this is for the Forest Service to grant strong administrative protection until ecological recovery has been achieved for entry into the wilderness system.

Thank you for the opportunity to appear here today.

Senator BELLMON. Thank you, Mr. Wright. I notice on page 2 that you say that there is every reason to believe that Congress would approve areas in the East for inclusion in the wilderness system, perhaps as many as a score.

Do you think a score of wilderness areas would be enough for all of the areas East of the 100th Meridian?

Mr. A. T. WRIGHT. No, sir; I didn't mean to imply that, Senator. I am glad you picked me up on that. I don't mean to imply that would

suffice. I merely am trying to be reasonable and I am not saying in any way——

Senator BELLMON. Do you understand that the thrust of the bill we are considering is to try to place a reasonable number of wild area close to the population centers?

Mr. A. T. WRIGHT. No, sir.

Senator BELLMON. Not just a score of them, or one per State.

Mr. A. T. WRIGHT. Well, I had not understood that even though you have expressed that notion a number of times today, but wilderness is where you find it. If it is close to a road, that is fine. I am all for public use and support adequate public use of the wilderness areas.

What I am trying to say is that these areas are where they are, irrespective of whether or not they are close-by roads or interstate highways, or whatever.

Senator BELLMON. I have no further questions, Mr. Wright. Thank you very much.

Our next witness is Carl Holcomb, Blacksburg, Va.

STATEMENT OF CARL J. HOLCOMB, BLACKSBURG, VA.

Mr. HOLCOMB. Thank you, Mr. Chairman, for the opportunity to be here. I see that I am the last one on the list and I guess everybody has been looking for my testimony so they can get out and get on to other business.

In the interest of getting through it, I will just paraphrase some of the parts of this, and I would like to say in the very beginning that I appreciate very much the questions that have been asked, because you have tried to clarify some of the things that have been said. I think they will be very valuable to those of us who have been listening.

My name is Carl J. Holcomb and I live in Blacksburg, Va. By profession, I am a forester. My work has involved many years of experience throughout the Lake States and in the central Appalachians in forest inventory and forest management. I am presently employed as a professor of forestry at Virginia Polytechnic Institute and State University. I represent only myself and am here today concerned with the consideration of S. 3699 to areas in the Eastern national forests.

My study of the Wilderness Act does not reveal any language which eliminates wildnerness east of the 100th Meridian. In fact, each of the agencies with Wilderness Act responsibilities has found areas which they have classified as wilderness and each agency has areas either being managed under the Wilderness Act or legislation pending to add land to the system.

It would seem strange that under such circumstances there are no additional areas in the 23-plus million acres of Eastern national forests which are suitable for Wilderness Act status. As a matter of fact, there are bills now pending in the Congress recommending wilderness status for several areas within Eastern national forests.

I have spent long months cruising timber in the Lake States, Mr. Chairman, a substantial portion of it in virgin timber which no one could deny was not of wilderness caliber. I have also cruised timber in West Virginia and probably have been in as many out-of-the way

places in that State as anyone. I can say with conviction that for ruggedness, difficulty of travel, and from the standpoint of heavy timber growth this central Appalachian country is in a class by itself here in the East.

It is a matter of record that Virginia reached its peak in lumber production in the early part of the present century, as is also true of some other Appalachian States, and that by the late twenties very little original growth timber was left. From that time on, nature has made a valiant effort to erase the evidence of man's activity and in many cases is making a successful effort.

The size of the timber and old logging roads are the only major evidences on the landscape that man has been around. Forty to 60 years of nature's efforts have reclaimed this logged-over land sufficiently so that the sister agencies of the Forest Service believe—and the Congress does also—that each has areas of wilderness character.

The Congress established the wilderness preservation system after 8 years of investigation, testimony of groups of diverse opinion, dialog, and compromise characteristic of the democratic process. There is no evidence that Eastern areas were to be exempted from the systems—the contrary is true. There is no evidence that only virgin territory was to be considered—the contrary is true. Only the Congress has the authority to decide whether or not these eastern national forests have areas suitable for wilderness status.

The only voice raised against the idea of establishing wilderness areas—incorporate into the national wilderness preservation system—is the Forest Service, USDA. It flies into the faces of the Congress, the act itself, and a multitude of people who have tramped over and studied specific areas in the eastern national forests and who are much more intimately acquainted with many of the remote areas than the Forest Service administrators themselves.

There are several disadvantages of two systems of classification for the same types of areas. First of all, it means that all except an infinitismal percentage of the public land in the East may be denied wilderness status.

Second, it means that in any attempt to classify land into either system, a great deal of controversy by four committees of the Congress will be involved in deciding into which system a particular area will be placed.

In the meantime, the opinions and feelings of many groups with diverse ideas will keep areas from getting into either system. Further, the pressure for lumber and other products and uses of the forests—the national forests—will eliminate many of the areas which should be incorporated into either system.

With particular respect to the bill here under consideration, it follows in many respects the wording of the Wilderness Act itself and in the very beginning admits to the restoration of lands to the effect that many such national forest areas have been restored to a near natural condition and appear predominantly primitive and undisturbed in character, I note from the bill itself, lines 9 through 12, page 2.

On the other hand, the bill provides for development reasonably necessary for the health, safety, and well-being of the visiting public

and the protection of natural resources—lines 12 through 21, page 6—again, I quote from the bill. Does this eventually mean flush toilets, walled-up springs, manicured trails, et cetera? Does the use of motorized equipment mean one day a system of roads necessary to carry out measures to protect the health and safety of persons using the area? The language of the bill intimates that wild areas may become fairly sophisticated recreational areas.

The bill also states that commercial timber harvesting shall not be permitted. What kind of harvesting will it be? Does this mean that timber cutting for management of game in general and deer in particular is expected? And, if it is, will the timber be left to rot or will it be salvaged? Is it too much to expect that the areas cleared for deer management will not destroy the primitive or wilderness character of the land?

And, here, I would like to just ad lib a bit. Too many times I have heard here today, and I hear it so often where game management is equated with wildlife management. In other words, some—so many people feel that the only kind of game or the only kind of wildlife that should be managed is that wildlife which is hunted with a gun or bow and arrow. And I think there are large numbers of people who are interested in all of the other forms of wildlife, including deer, grouse, and a few other things that are hunted and managed for those things.

We can also manage for these other kinds of game and there is a natural kind of management. In other words, the kind of management that will leave some areas in their natural state. And there is no reason to believe, and no one can deny, that in each stage of plant succession to a climax condition there are different kinds of wildlife and the wildlife in each stage will be kinds that different ones of us will like to hunt, photograph, study, or just plain like to see.

I think it is unfortunate to equate game with wildlife. Game species include just a few species of wildlife.

Well, to get back, in short, the language of the bill will allow succeeding Forest Service administrators, if not the incumbents, to do almost anything they feel a need to do in the way of management for recreation with only commercial timber harvesting forbidden.

Mr. Chairman and members of the committee, the Congress, in its wisdom, after 8 years of agonizing controversy and hard work, passed the Wilderness Act. It has been used by each of the specified agencies and areas approved by the Congress. I do not believe that one agency should fly in the face of a system that it has so far not given the Congress an opportunity to test it east of the Rockies before recommending an alternate system for itself. A few months is too short a time for consideration and passage of the bill, when it took so long for the wilderness bill to become law. And I am sure this bill is no less controversial.

Further, it seems a most inappropriate time to be attempting to makes changes in the national wilderness preservation system with the mass of important legislation calling for the concentrated efforts of the Congress and the public—the war in Southeast Asia, the forthcoming political campaign, and the hoped-for early adjournment.

82-090—72——6

It took 8 years of intense effort to forge the Wilderness Act. Let's give it a chance to work before altering it.

I thank you very much for the opportunity to be here.

Senator BELLMON. Mr. Holcomb, thank you for a very fine statement. It will be fully considered as we work on the legislation.

Mr. HOLCOMB. Thank you.

Senator BELLMON. There being no further witnesses, that concludes the hearings.

The hearings are recessed until 10 o'clock tomorrow morning.

(Whereupon, at 3 p.m., the subcommittee was adjourned, to reconvene at 10 a.m., on Friday, July 21, 1972.)

WILD AREAS IN THE NATIONAL FORESTS

FRIDAY, JULY 21, 1972

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

The subcommittee met pursuant to notice in room 324, Old Senate Office Building, at 10 a.m., Hon. James B. Allen presiding.

Present: Senators Bellmon and Aiken.

Also present: Senator Allen.

Senator ALLEN (presiding). The committee will please come to order. There is a quorum of the subcommittee present and we will go ahead.

I welcome as the first witness my distinguished senior colleague, Senator Sparkman. I must say that this is a first in our experience where I have had the honor of presiding over a subcommittee and to have as the witness the very distinguished senior senator from Alabama.

So I do welcome you, Senator Sparkman, to the hearing, and we look forward to your testimony. I note that two of the bills before us were introduced jointly by you and by me. So it might be that we will have an interesting session of the subcommittee during your testimony.

STATEMENT OF HON. JOHN SPARKMAN, A U.S. SENATOR FROM THE STATE OF ALABAMA

Senator SPARKMAN. Thank you, Mr. Chairman.

I was going to mention the fact that I am not the only sponsor of these bills. The chairman is a cosponsor. I may say when I saw that you are going to preside, I remarked to you a minute ago, one of the things I learned back when I was practicing law is never to argue with the judge when he is with you, when he is agreeing with you. So I hope I won't have to argue with you too much this morning.

I do appreciate the opportunity of appearing and testifying on this bill. You know, of course, that we introduced these bills a long time ago but that we have spent considerable time in trying to work out a completely agreeable solution of this thing as among the interested parties, and I think we have come to that point.

I want to express my appreciation to you and to the members of the subcommittee, and to the full committee, because I hope to discuss

this with some of the others, for their fine efforts in helping to improve the environment and protecting it from further damage.

Of course, this committee knows of the priority that should be placed on preserving our areas of ecological, historical, and scenic importance. For this reason, I am pleased that this subcommittee is conducting these hearings today and that I have been afforded an opportunity to testify before you.

More and more people today are seeking places to relax and refresh themselves amidst the natural beauty of our Nation's forests. Yet, even as we are becoming more aware and appreciative of our country's splendid natural resources, they are rapidly disappearing. Only a few small portions of our once vast wildernesses remain, and many of these areas, left unprotected by law, will no doubt be lost to future generations.

In the Eastern United States lie may areas which, although essentially wild and showing little trace of man's handiwork, cannot be protected under the Wilderness Act of 1964 because they do not qualify as virgin lands. Yet these areas have been for the most part restored, by man or by nature, to their primitive state and contain many features of scenic, educational or ecological value.

S. 3224 and S. 3225, by establishing a system of wild areas in United States national forests and using the Sipsey Wilderness Area as a prototype, would afford these lands the protection which they so badly need and deserve. The system to be established would provide for the restoration and preservation of their natural treasures.

By prohibiting such urban intrusions as timber harvesting, unnecessary use of motor vehicles, and undue road building or construction within the wild areas, the system would preserve the delicate balance of natural ecology and the areas' wild character. The bills also provide for such restoration as may be necessary to assure that these areas will be saved for centuries of future Americans to enjoy.

The prototype for these areas would be the Sipsey Wilderness Area and Sipsey National Recreation Area in the Bankhead National Forest, encompassing in total approximately 9,000 acres. Situated—I think I should say for the record, Mr. Chairman, although it is not necessary to say it to you—this region lies in the Bankhead National Forest in Alabama.

Situated in the middle of the most heavily populated area of Alabama and within a day's drive of most of the Eastern United States, the woods and canyons of the Sipsey River area provide an excellent opportunity for recreation and relaxation in a secluded and unconfined atmosphere. There is abundant space for camping, hiking or mere solitude in a primitive setting, while fishermen and boaters will enjoy the beautiful Sipsey River.

This area is more than just a recreation area, however. It is scientifically and ecologically both interesting and valuable, for it is here that the three major land masses east of the Rocky Mountains meet and overlap. This immensely varied combination of soils, water, and climate provides a total environment which offers the essential living conditions for a range of plant and animal life far in excess of that

found almost anywhere else in the Eastern United States. Massive sandstone bluffs provide natural protection for many rare and unusual types of vegetation.

Appearing unexpectedly in the cool, verdant canyons are a variety of northern flora which blend harmoniously with native camelias, magnolias, and Alabama's largest tulip poplar tree. Also to be found are many large, vigorous hemlock trees which reach their southernmost limit here.

The same unique geological conditions which make possible an extremely large variety of plant life, allow for an abundance of animal life. The area has been known for its plenitude of game animals since Indian times. It is the home of at least 25 of 53 species and subspecies of southwestern mammals, and current scientific studies may well disclose others. Many reptile and amphibious species, such as the red milk snake and the seal salamander, have been recorded here far from their previously known ranges.

In short, this area is indeed exceptional. Its ecological importance cannot be questioned, and its scientific value is becoming more obvious as studies reveal more of its wonders. Surely, it is worthy of preservation and the type of protection which can only be provided by law.

The Southern and Eastern States have by far a majority of the people of this country, but in the past these States have been sadly lacking in areas for outdoor recreation in beautiful natural surroundings. The most significant factors in support of these two bills are that they will provide for the preservation of ecologically important areas and will make these areas available for the enjoyment of persons throughout the heavily urbanized Eastern and Southern States.

There has been much talk of bringing the parks to the people, and this legislation will make a great contribution to this effort. Thousands of acres of beautiful forest will be made available, within a short distance of the homes of millions of Americans, for responsible recreational use.

The need for this legislation can be seen in the tremendous growth in the use of our national parks in recent years and the resulting problems caused by too few parks for too many people. For these reasons, I urge the subcommittee's approval of these two bills, as a continuation of its fine efforts in preserving our environment.

Senator ALLEN. Thank you, Senator Sparkman.

Now, as I understand it, the two areas embraced in the two bills comprise some 6,000 acres in the wild area and some 3,000 acres in the recreation area, making a total of around 9,000 acres.

Senator SPARKMAN. That is correct.

Senator ALLEN. And there are some 178,000 total acres in the Bankhead Forest.

Senator SPARKMAN. That is correct.

Senator ALLEN. This would only be about 5 percent of that massive acreage there.

Senator SPARKMAN. This would be a very small acreage there as compared, or contrasted, to many of our big parks and areas, wilderness areas, that have been set aside in other parts of the country but you

and I know that it is certainly within our conception just about the ideal acreage for our area, even though the size is not as large as these others.

Senator ALLEN. Well now, our bills. Do they not have the support of the people of Alabama?

Senator SPARKMAN. Yes; I think they do.

Senator ALLEN. And I believe there is more Alabama interest in these bills than any two specific bills pending before the Congress.

Senator SPARKMAN. Yes. The support has been widespread and I want to say this: That while this, as I pointed out, this is not national park area or area under the supervision of the Interior, it is under the Agriculture Department, the Forest Service, I want to say the people in the Forest Service have been most cooperative and helpful in trying to get this worked out.

We thought at first, you remember, it might be possible just to qualify it under the Wilderness Act, but we found out that could not be done.

We even thought of amending the Wilderness Act so as to change its general requirements. But after much study and much work with the Forest Service personnel and with others that are interested in this, these bills have been worked out in a way that we think will provide the best solution for our area.

Senator ALLEN. Yes, sir. Well now, our State, of course, has been in the Union for 152 years or so and, as a result of the settlement of our State, it is harder for our area of the Nation to qualify under the Wilderness Act than it is for some of the Western States that have been populated for just a few decades.

Senator SPARKMAN. Well, that is true. Of course, I don't blame the States. The people just became alerted to this great national asset while they were still young and while the land was available.

Senator ALLEN. Yes, sir. But it makes it more difficult for our areas to qualify under the Wilderness Act.

And that is the theory of our legislation that this is to be set up as wild areas.

Senator SPARKMAN. Right.

Senator ALLEN. Areas that in time would develop to the point where they would have pretty well the characteristics of wilderness lands.

Senator SPARKMAN. Yes. I think that is the general proposition. It will very well meet the description even though it doesn't satisfy every technicality.

Senator ALLEN. Thank you very much.

Senator SPARKMAN. Thank you. I am sorry I am not going to be able to stay and hear the other testimony. I know we are going to have some very fine testimony from our State forester, and from interested citizens. I understand there are quite a number here who are interested in this. I have to catch a plane.

Senator ALLEN. We understand. We are sorry you are not going to be able to stay.

I note that on the agenda I am listed as the next witness but we will set aside my testimony until someone else comes to chair the hearing.

So at this time we have a fine delegation from Alabama consisting of Dr. Charles S. Prigmore, president, Alabama Conservancy; and Mrs. Mary Burks, vice president and wilderness chairman; and Mrs. Lindsay C. Smith, president-elect.

STATEMENT OF DR. CHARLES S. PRIGMORE, ALABAMA CONSERVANCY, TUSCALOOSA, ALA.

Senator ALLEN. Proceed.

Dr. PRIGMORE. Let me first indicate that in the interest of time, I will just cover several areas here and the others will cover the remaining areas. We have made a distribution of our statements.

I am going to review a bit the widespread support that the Sipsey Wilderness has had, not only in Alabama but throughout the country, and then give a definition of wilderness that I would personally endorse, and also indicate something about the need for wilderness areas in the eastern part of the United States.

Mrs. Burks will then review some of the particularly valuable characteristics of this particular wilderness, not only from a botanical and zoological point of view, but she will have something to say about the geology and archeology of the area.

And then Mrs. Smith, who is our present president, will compare these two bills for you, and so in that way we will be able to cover various aspects without repetition.

Senator ALLEN. Then, if you each wish to put a formal statement into the record, it will be placed in the record.

Dr. PRIGMORE. Yes; Mr. Chairman. We have put in our formal statements already.

Let me say, as you and the senior Senator of Alabama, Senator Sparkman, indicated earlier, there has been very widespread interest in this wilderness area over the past 3 years.

As an indication of this, let me say very quickly that over 22,000 individual citizens have signed petitions favoring this wilderness, which I think you will recognize as a rather unusual number of people to come forward and indicate their interest in a matter of this type.

Over 100 organizations have signed resolutions of support. It may be of interest that these 100 organizations have a combined membership of some 102,000 people.

I would like to turn over for the record a listing of these organizations with the address, the signing officer, and the number of members that are involved.

Senator ALLEN. Without objection, the list will be inserted into the record.

(The list is as follows:)

The following organizations signed this statement:

"We wish to urge that 11,000 acres in the Bankhead National Forest, composed of the gorges of the Sipsey River and its tributaries and of the uplands which constitute its watershed, be placed under the protection of the National Wilderness Preservation System created in 1964.

"We request that this statement be made a part of the official record of the hearing in Tuscaloosa on July 17, 1972."

Organization	Address	Signing officer	Members
United Garden Clubs of Sylacauga	806 Cherokee Dr., Sylacauga, Ala.	Mrs. D. M. King, president	125
Huntsville Chapter of Alabama Conservancy.	Post Office Box 1473, Huntsville, Ala.	James R. Alexander, president	250
Navajo Lodge Health Resort	Route 3, Box 33A, Nauvoo, Ala.	Mrs Edna Keppel, president	50
Greater Birmingham Alliance to Stop Pollution.	900 South 18 St., Birmingham, Ala.	Miss Cameron McDonald	150
Opti-Mrs. Club	600 Buckingham Dr., Montgomery, Ala.	Mrs. Valera Bush	32
Variosa Club	308 5th Ave., East Oneonta, Ala.	Amilea Porter	30
Tuscumbia Garden Club	816 Tipton Dr., Tuscumbia, Ala.	Mrs. R. E. Moore	21
Girl Scout Troop No. 532	104 Raymond St., Decatur, Ala.	Mrs. Jas. H. English, Jr.	34
Progressive Study Club	709 3d Ave., Jacksonville, Ala.	Mrs. Guy Phillips	31
Southside Garden Club	400 South Strawberry, Demopolis, Ala.	Mrs. Ben George, secretary	30
Study Club of Demopolis	1100 Fairview Dr., Demopolis, Ala.	Mrs. Charles Walton	20
Colonial Book Club	100 S. Main, Demopolis, Ala.	Mrs. John E. Rutledge	22
Mimosa Garden Club, 3d District	740 Euclid Ave., Birmingham, Ala.	Mrs. Willard Mobley	22
Sierra Club, Tuscallosa Group	3025 Green Grove Lane Tuscaloosa, Ala.	J. Earl Bailey	40
Reading Club	400 South Main, Demopolis, Ala.	Mrs. G. B. Strong	244
Beatrice Garden Club	Box 66, Beatrice, Ala.	Mrs. Claude Hardee	18
Cosmos Club	Route 1, Guntersville, Ala.	Mrs. J. L. Patterson, Jr.	19
Azalea Garden Club	Post Office Box 264, Pell City, Ala.	Mrs. J. M. McNabb	24
Izaak Walton League, Birmingham Chapter.	2309 10th Court, South Birmingham, Ala.	Mrs. Kathryn P. Clark, acting secretary.	80
Federated Garden Club, 3d District	4232 Kennesaw Dr., Birmingham, Ala.	Mrs. Wm. J. Kearney	3,000
Birmingham Audubon Society	18 Peachtree St., Birmingham, Ala.	J. Russell Bailey, Jr.	800
Exchange Club, Jackson, Ala	609 North Church St., Jackson, Ala.	Earl W. Waldrop, Sr.	54
Chattahooche Valley Natural History Club.	4459 Ritch Haven Rd., Columbus, Ga.	Kenneth Nace	130
Bass Anglers Sportsman Society	Post Office Box 3044, Montgomery, Ala.	Roy Scott, president	89,000
Board of Regar Memorial Museum of Natural History.	Post Office Box 1587, Anniston, Ala.	Arthur Von Settlemyre	11
American Association of University Women.	42 Claymont, Tuscaloosa, Ala.	Angela S. McMahon	116
Auburn Herpetologist League	c/o Department of Zoology and Entomology, Auburn University.	James Ralph Jordan, Jr.	13
Goodwater Garden Club	Goodwater, Ala.	Mrs. Christine Blair	25
League of Women Voters of Alabama.	768 Cary Dr., Auburn, Ala.	Mrs. Phyllis E. Rea	688
Mobile Bay Audubon Society	4170 Latern Lane, South Mobile, Ala.	Richard M. Johnson, president	250
Montgomery Garden Club	2031 Fernway Dr., Montgomery, Ala.	Mrs. Roquemore Knight	35
Mountain Brook High School Student Government Association.	3650 Bethune Dr., Birminghan, Ala.	Charles F. Kahn	1,200
North Alabama Conservation League	Post Office Box 1121, Huntsville, Ala.	Curtis H. Adams	3,200
Queens of Spades Garden Club	2121 Vestavia Dr., Birmingham, Ala.	Mrs. Robert Kreider	30
Twentieth Century Study Club	Route 1, Parrish, Ala.	Mrs. Elbert Deason	12
Walker County Historical Association.	2109 Highland Ave., Jasper, Ala.	Mrs. Carrie Deavours, secretary and treasurer.	20
The Wayfarers	840 Jeffery Lane, Birmingham, Ala.	Mrs. Frank R. Atkins	36
Auburn Chapter, the Alabama Conservancy.	316 Genelda Ave., Auburn, Ala.	Lee A. Barclay, Jr., vice president	150
Boni Amici Garden Club	4629 Clairmont Ave., Birmingham, Ala.	Mrs. R. L. Glazner	16
Consulting Engineers Association	942 Brown-Marx Bldg., Birmingham, Ala.	W. R. Lacefield	12

Organization	Address	Signing officer	Members
Inter-Se Club	929 Park Pl., Birmingham, Ala	Mrs. Jewel Caldwell	22
Little Garden Club	2964 Cherokee Rd., Birmingham, Ala.	Mrs. John Schuler	50
Secretaries, Internal Revenue Service.	Post Office Box 715, Birmingham, Ala.	Mrs. Ethyl Lee Adcock	30
Straw Hat Garden Club	Post Office Box 371, Decatur, Ala	Mrs. Herman Free	18
Zinnia Garden Club	2844 41 Court, North, Birmingham, Ala.	Mrs. J. H. Skelton	30
Birmingham Chapter, the Alabama Conservancy.	2408 7th Ave., South Birmingham, Ala.	Dr. R. E. Burks, Jr., president	500
Shades Valley Camera Club	1612 Colesbury Circle, Birmingham, Ala.	Helen Kittinger, vice president	52
Gardendale Literary Club	513 Parks Rd., Gardendale, Ala	Mrs. J. W. Ross	20
Duscaloosa Council on Environmental Quality.	22 Durid Hills, Tuscaloosa, Ala	Dr. Charles U. Putman, Jr	40
Southeastern Herpetological Society	605 26 Court NW., Birmingham, Ala.	Ted L. Weems	40
Total			100,842
			152
			100,994
Alabama Historical Association			1,300
			102,294

Dr. PRIGMORE. As you know, Mr. Chairman, our Governor, the Honorable George Wallace, has endorsed the wilderness publicly and in communications to the Alabama delegation to the Congress.

The Alabama Legislature has passed a joint resolution of support and that was made available to all Members of the Congress. I might say we have been extremely gratified by the wholehearted support of both of our Senators as well as the Members of the House of Representatives. We found a great deal of interest and support throughout our years of working toward this wilderness.

Practically all of the major newspapers in Alabama have gone on record editorially favoring this wilderness. That includes the largest newspapers in the State, the Birmingham News and the Birmingham Post-Herald. The regional magazine, Southern Living, published an article describing the proposed wilderness and this series including both the original article and follow-up they had triggered its largest letterwriting campaign that they have ever had from their membership, with practically all letters being in support of the wilderness.

The Forest Service itself became interested in this proposed wilderness and held field hearings in Cullman, and in Moulton, Ala., and found that over 90 percent of the 100 people who testified were strongly in favor of the wilderness, as I believe Mr. McGuire mentioned yesterday. This was held 15 months ago. I want to repeat that they held these two hearings 15 months ago and they found that roughly 95 percent of the 100 people who testified were strongly in favor of the wilderness.

I could give many reasons why the wilderness has been very popular. In view of all this popular support, one might ask, why hasn't the wilderness already been passed by the Congress and enacted into law? Senator Sparkman touched a bit on that in his testimony, and I might say that it has taken some time to attempt to work out a compromise of some positions and some thinking-through of what kind of criteria might best go into the definition of what is a wilderness.

And for the record, I would like to indicate my own feeling about an appropriate definition of a wilderness. I have included this in my written testimony but I would like to indicate it right now. It is not original with me, however. I would have to give credit to one of the Federal officials who was in the Sipsey Wilderness some months ago and talked with the forester, who has been located their for some 4 or 5 years, and who knows every foot of the wilderness because he is an employee of the U.S. Forest Service. The official asked him if one uses a definition of a wilderness that has to do with whether the original ecology of the area is still essentially unchanged, then how many acres in the proposed Sipsey Wilderness would qualify as wilderness?

The forester, Mr. Bill Buston, said that he felt approximately 5,000 acres would qualify under that definition. I think there may be less feasible working definitions than that.

Senator ALLEN. Does that mean 5,000 contiguous acres or 5,000 throughout the forest?

Dr. PRIGMORE. Well, I believe he is referring to contiguous acres because he is thinking primarily of the gorges which have been uncut, but some surrounding areas around the gorges also. And there may be some spotty areas, too. So I would have to say, I guess that one couldn't hold rigidly to a contiguous area there.

I would also like to indicate a bit of my thinking, very quickly, about the need for setting aside areas in the East. I am, in terms of my career, a professor of social work, and I am very interested in the needs of people and what people would like and need in order to live happy and productive lives, and it seems to me in the eastern part of the United States where urbanization, urban sprawl, industrialization are proceeding very rapidly as we all know, and where most of the American population lives, that it is extremely important that we think now, and not 2 years or 5 years from now, about setting aside some appropriate areas that would give an opportunity for people in the East to attain solitude, surcease from their pressures and tensions in modern, everyday living and give them an opportunity for a wilderness experience.

A lot of the poor black and poor white people in the East are not going to have an opportunity to do this. They can't really afford to go to the big wilderness areas in the West and I think if we don't set up some kind of a system here in the East in the very near future, that we may doom a considerable part of our population to live out the rest of their lives without a real opportunity for a wilderness experience.

So, in that sense, I want to commend the subcommittee for its leadership and statesmanship in trying to work out some way of reaching out for a wilderness experience for the people in the East. And I consider it, as I say in my written remarks for the record, somewhat regrettable that a few of the wilderness and conservationist groups, with the best of motivations, have held such a rigid kind of definition of wilderness on the one extreme, as sometimes the Forest Service has on the other extreme, that we have been unable to move ahead toward a moderate

kind of approach, a compromise toward attaining wilderness for wilderness areas in the East.

Personally, I would like to say, as I indicated in my written remarks, I would like to see some kind of an opportunity for a wilderness experience within easy reaching distance of every metropolitan area in the Eastern part of the United States. I would also like to see wilderness areas east of the 100th meridian under the 1964 act, and in that regard, that is why I offered my definition of wilderness, which I think is a more realistic one than to talk about areas that are completely untrammeled by man and where nobody has set foot.

But I would also like to see wild area systems such as this subcommittee has suggested and offered because I think there are many areas that would not qualify for wilderness under any stretch of the imagination.

I think the American people would like options and would like both systems. I think that does call, on the other hand, for the Forest Service to be willing to conscientiously look for wilderness that will qualify under the 1964 act in the East and at the same time I think it calls for some flexibility on the part of the conservationist groups in being willing to undertake two systems that meet somewhat different needs.

Thank you, Mr. Chairman. I defer to Mrs. Burks at this point.

Senator ALLEN. Your statement in full will be placed in the record.

(The prepared statement of Dr. Prigmore is as follows:)

It has become a cliche to say that there is no force stronger than an idea whose time has come. Yet there is perhaps no better way to introduce the subject of the proposed Sipsey Wilderness in Alabama. The people of Alabama have demanded an 11,000 acre wilderness centering on the Bee Branch in the Bankhead National Forest in a number of spectacular and dramatic ways. I apologize to the subcommittee for reviewing these ways, even briefly, since the hearing on S. 3224 and S. 3225 would not have been scheduled if the subcommittee had not been fully aware of the enormous and growing public clamor for a wilderness in Alabama. Yet other Senators may want to familiarize themselves with the evidence of support.

Over 22,000 individual citizens have signed petitions favoring this wilderness. Over 100 organizations have signed resolutions of support. Governor George Wallace has endorsed the wilderness publicly and in letters to the Alabama Congressional delegation. The Alabama Legislature has passed a joint resolution of support. Practically all the major newspapers in Alabama have gone on record editorially in favor of the Sipsey Wilderness, including the largest newspapers, the Birmingham News and the Birmingham Post-Herald. The regional magazine Southern Living published an article describing the proposed wilderness and triggered its largest letter-writing campaign from its readers, practically all being in strong support of the wilderness. The Forest Service of the U.S. Department of Agriculture held field hearings in Cullman and Moulton and found that over 90% of the 100 people who testified were strongly in favor of the wilderness.

One might well ask: Why then has the wilderness not long ago been acted upon by the Congress? In my judgment, the delay has been occasioned by the adamant positions of a handful of extremists in both the forestry and conservationist camps. The handful of extremists in the forestry ranks have claimed that no true wilderness could possibly exist east of the 100th meridian. I believe this claim, gradually being modified, is indefensible on several grounds, one being that there are already several wilderness east of the 100th meridian in some of our National Wildlife Refuges. But, more importantly, the definition of what is a wilderness in my opinion needs to be interpreted on the basis of whether the original ecology of an area is still essentially unchanged rather than whether men have walked or even lived in the area at some time in the past. This

interpretation is not my own. It was proposed by a former federal official from Alabama, indicating that he reflected the thinking of President Nixon, who put it to the forester in charge of the proposed Sipsey Wilderness. On the basis of this interpretation the forester agreed readily that over 5,000 acres in the Sipsey are true wilderness under the 1964 Act. I suspect that the forester's answer did not sit well with one or two of his extremist bosses in the Forest Service hierarchy but I think it will sit well with the public and the Congress and that should be what counts in this country.

But extremists on the other side have in my judgment been just as rigid and unresponsive. Some conservationists have been almost entirely concerned with the West and have insisted that there is no need for any legislation to protect natural areas except the Wilderness Act, on the basis that the Forest Service should interpret the act so loosely as to include all natural areas of interest or value in the East. (This position is also being modified in recent months.) But many such areas in the East may actually have suffered changes in their original ecology, and some may take many years to get back to an approximation of a pristine natural area. There is, in my opinion, logic in the Forest Service claim that a Wild Areas Act is needed to supplement the Wilderness Act. I believe the American public would like a variety of options, rather than only one category, in the protection of natural areas.

Fortunately, neither of these extremist positions is apt to prevail. It is the genius of the American system of government that debate and reflection, study and discussion, usually result in a workable compromise. It is for this reason that I feel happy that the final decision rests with the United States Congress rather than with extremists in either of the camps. I firmly believe that the weighing and deliberating that will occur in these hearings as well as in the hearings on the other side of the Capitol will result in the ultimate forging of a viable solution.

Most Americans today realize that our forests are dwindling as new cities, expansion of old cities, suburban sprawl, the flight to the countryside, and the construction of highways, airports, industry and commerce all combine to cover the land with concrete and asphalt. Most Americans want to save a few ecologically, historically or aesthetically valuable tracts of land for the enjoyment and study of future generations.

A very tough question has been whether to confine such areas to the Western United States, where most of the land is still in public ownership and relatively undeveloped. As a Professor of Social Work, it seems much better to me to set aside a large number of smaller areas in the East. Most of the American population, after all, lives in the East. Many of them cannot afford to travel to the West. It is not fair to just to restrict an opportunity for wilderness experience to the rich or to the Westerners. I believe our poor, our minority groups, our urban dwellers all need the solitude, the restfulness, the perspective, and the recreation of wilderness more than do the Westerners, many of whom already live in a relatively unpolluted and relatively open environment.

The East, therefore, needs both wilderness areas and wild areas. I support the expansion of both these forms of natural area preservation, and believe that the conservationists in Alabama share that position. I would like to see some of these areas, ranging in size from 1000 to 10,000 acres or more, within easy traveling distance of every Eastern city or large town.

I feel that the Sipsey area, under the definition of wilderness suggested above, has over 5000 acres of true wilderness and could be included under the 1964 Act as S. 3224 would accomplish. I do strongly recommend that at least 11,000 acres be set aside since a large buffer is needed to protect adequately the true wilderness in the gorges.

If the 1964 Act is not utilized for the Sipsey for some reason, a Wild Areas Act with the protections of S. 3225 would also be an acceptable solution, provided at least 11,000 acres, and preferably much more, were set aside.

I would like to close by thanking our Alabama Senators for their consistent and able support of the various bills to establish a Sipsey Wilderness. Both Senator Sparkman and Senator Allen have been vitally interested in seeing that the average Alabamian has a chance to enjoy an Alabama wilderness. They know that our wildernesses in Alabama will not require a rugged backpack or horseback trip as is the usual requirement in the Bob Marshall Wilderness in Montana, for example. In the Sipsey anyone can get from a paved road into the heart of the

wilderness in a few minutes, opening up wilderness enjoyment to practically all Alabamians.

Our Congressmen, particularly Congressman Bob Jones and Congressman Tom Bevill in whose districts the proposed wilderness lies, have shown a strong interest in the idea of a Sipsey Wilderness and the gratitude of all Alabamians will be extended to them as they take leadership in steering a bill through the House.

Our Governor, the Honorable George Wallace, has always favored the Sipsey Wilderness and can be depended upon to do all in his power to help make it a reality.

I thank the Chairman and members of the Subcommittee for the privilege of being here with you today.

STATEMENT OF MRS. MARY I. BURKS, VICE PRESIDENT AND WILDERNESS CHAIRMAN, ALABAMA CONSERVANCY, BIRMINGHAM, ALA.

Mrs. BURKS. Thank you, Senator Allen.

I feel you know a lot about what I am going to say and I will change some of my written remarks——

Senator ALLEN. That is perfectly all right. This is for the record, and I knew some of the other Senators will study it, so, even if I am familiar with it, you go right ahead.

Mrs. BURKS. All right. I am going to say a few things about the wilderness qualities. I am the wilderness chairman and I feel I must defend the wilderness qualities of this area.

We have spent a great deal of time studying this area—3 years, to be exact—and we have found it to be very beautiful; we love it very much, and our deepest wish is to preserve it. We have really given the time to it. And we have also picked the very best people of Alabama to make a scientific survey so that we would have some facts to fall back on. So I feel that our data is accurate and that you can depend on it.

Perhaps you didn't know this area was considered to be fine enough in 1935 to be considered for a national park. President Roosevelt at that time planned to expand the purchase area of the national forests to 500,000 acres and establish a national park there at the time that the Smokies were being considered, but World War II came along and this effort did not succeed.

Later, a large dam was built which backed up part of the Sipsey River and halted this effort. It is still unique enough that the national natural landmarks program is planning to designate it as a national natural landmark. Even the southeastern regional forester, Ted Schlapter, told us that it was so unusual that he didn't know how to list it. He said there was nothing else in all of the national forests of the United States quite like it. So he was just going to have to put it in a management unit, where it didn't belong.

So it is a unique area. It is very lovely and I would like to read you a little bit of a description of it because I think the people might be interested in knowing what it looks like.

I am afraid yesterday I got the impression from testimony that it was a rural slum. So perhaps I could read you a little bit about what we think it looks like.

Before 1916 the Chickasaws and Cherokees roamed here among the towering trees along the ancient paths of their ancestors. Their world still persists today, deep in the canyons of the Sipsey and its tributaries. Here, abundant water and sheltering walls enclose an island of the past. Sheer sandstone cliffs, crowned with mountain laurel and filled with rare ferns and wild flowers rear 100 feet above the steep valley slopes. Hundreds of waterfalls cascade down the rock walls or plunge to the valley floor. Numerous rock shelters occur throughout the approximately 30 miles of gorges, and monstrous boulders lie shattered at the bases of the great cliffs. Here, indeed, we found "outstanding opportunities for solitude, and the primitive, unconfined type of recreation" required by the Wilderness Act of 1964.

Now, in order to protect these very beautiful gorges, we must protect the uplands because we must protect the watersheds of the canyons if we hope to have anything in the canyons. It isn't the canyons that are in question here. It is not those 30 beautiful miles of gorges. It is the uplands that have been disturbed and questioned by the Forest Service as to their suitability.

Now, they do have dirt roads and those roads have been kept open by the Forest Service to use for their purposes. But where the roads have not been kept open by vehicles, they are just beautiful trails. Since we would like a trail system, these would qualify and could be used for the trail system.

The canyons of the proposed wilderness are not self-sufficient. They obtain their water from slope wash and subsurface seepage from the divides above. Clearcutting the uplands would flood the gorges in wet seasons and desiccate them during drought. Plants and animals dependent upon moisture would perish.

The Forest Service showed us a map, and their plan for this area is to clearcut the uplands. So if we do not save the uplands from clearcutting, we can't save the gorges.

The Forest Service made a soil study at our request in 1970 and they found that the cliff slopes and stream bottoms of the Sipsey Fork and its tributaries "represent the ultimate in hardwood sites to be found in Alabama, and in fact there are few areas in the country where the potential productivity of quality hardwoods match this management unit."

Their soil study found that 65 percent of the wilderness study area, or 7,000 acres, was "poorly suited" or "hazardous" for intensive forestry management. That is, clear-cutting and the road-building it requires. That left only 4,000 acres which might be withdrawn from pine conversion, yet the conservancy has encountered opposition to the Wilderness because of its "great size" and potential economic impact.

In fact, the economic impact of the proposed Sipsey Wilderness is so slight as to be nonexistent. It is slight because the Bankhead Forest has 178,895 acres, of which the Wilderness is only 6 percent. It is only a minute portion of the 630,000 acres of national forests in Alabama and only 1/2000 of the 22 million acres of forested land in the State. I have attached to this statement a Forest Service report on all revenues obtained from the whole Bankhead Forest during the past 4 years. These include not only moneys from timber sales, but also other sources

including utility rights of way, gas, oil, and other mineral leases. If 11,000 acres of the Sipsey were set aside, the proportional amount of revenue that might be expected from it would be only $5,500 to be divided between three counties. Therefore, there is no basis for the economic bugaboo raised by the Wilderness opponents.

We made a wilderness feasibility study, as I told you a moment ago, and have here in the record reports, including a brief summary of every one of the nine different areas that were explored. I won't at this time tell you any more than that it is a very, very fine area. There are very unusual plants there. There are all sorts of plants and all sorts of animals.

We could spent a lifetime studying it and plan to. But I will say this about it, it is like the Smokey Mountains National Park and the Florida Everglades. The Sipsey is most valuable for its unique plant community of remarkable abundance and beauty. The planned destruction of this forest to create pine plantations would constitute a national tragedy.

One of the most important reasons for establishing a wilderness or unmanaged forest is to save the gene pools of plants and animals which are often unrecognized or ignored by the commercial exploiters. Wilderness saves the flora and fauna which we do not yet have the knowledge to understand or the wisdom to appreciate. These gene pools may carry the inheritance which we must have in the future to breed survival values back into our soils, plants and animals. To destroy this area would be like burning a library before any of its books were read or even catalogued.

I think the committee must understand that we not only want to save the Sipsey because it is beautiful and the American people will enjoy it, but because its destruction was planned and this is what forced us to turn into wilderness designation, because that was the only protection open to us in 1969 when we began this effort. We feel that it truly does qualify as a wilderness and we studied it very hard to be sure before we even asked.

Because the Sipsey is unique, Alabamians have flocked to its support and to enjoyment of its beauty and peace. The deepest penetration of existing jeep trails is 2½ miles, which reaches the heart of the proposed wilderness. I am sure you have heard about wilderness lockups. Two and one-half miles is a very short distance. As a matter of fact, I have seen parents with babies on their backs, little girls about this big (indicating), and even this big; middle aged hunters, even the proverbial little old ladies in tennis shoes like me, in fact, all of the people who feel the need to regain physical, mental, and spiritual health in the beautiful outdoors.

One Boy Scout has said it for all of us:

> Of all the trails I have ever been on, the one near the Sipsey River was the most beautiful and exciting one ever. The historical trails with their marble monuments and elaborate statutes cannot compare with the natural beauty of this area. I could hike this trail thousands of times and I know I would discover something new every time.

There were hundreds of these little boys, and we have a long statement where they say all of the things that they found there.

We must preserve the Sipsey, its gorges and uplands, for all Americans now and forever. We ask this committee to place 11,000 acres in the Wilderness Preservation System as provided in S. 3224 because we believe that this area does qualify.

Thank you.

Senator ALLEN. Thank you very much. It is a pleasure to have you appear before the subcommittee.

(The prepared statement of Mrs. Burks is as follows:)

Senator Eastland and members of the committee, my appearance before the Subcommittee today is the culmination of three years of unremitting effort to obtain a Wilderness in the Bankhead National Forest in Northwest Alabama. Therefore this is indeed a high point in my life.

Gentlemen, the proposed wilderness is no inaccessible fastness deep in the desert or high on a mountain peak. Instead it is the essence of the warm, familiar, eastern deciduous forest that many of you no doubt loved as boys—the "woods" where you met at the swimming hole, swung on the grape vines and loafed in the shade.

WILDERNESS VALUES

Three years ago The Alabama Conservancy began a search for any remaining natural areas in Alabama which might contain virgin forest. Our hunt inevitably ended in the Bankhead National Forest where the only significant remnant of Alabama's natural heritage still remains. We found a paradise in the gorges of the Sipsey Fork of the Black Warrior River.

Before 1816 the Chickasaw and Cherokees roamed here among the towering trees along the ancient paths of their ancestors. Their world still persists today, deep in the canyons of the Sipsey and its tributaries. Here, abundant water and sheltering walls enclose an island of the past. Sheer sandstone cliffs, crowned with mountain laurel and filled with rare ferns and wildflowers rear 100 feet above the steep valley slopes. Hundreds of waterfalls cascade down the rock walls or plunge to the valley floor. Numerous rock shelters occur throughout the approximately 30 miles of gorges, and monstrous boulders lie shattered at the bases of the great cliffs. Here indeed we found "outstanding opportunities for solitude, and the primitive, unconfined type of recreation" required by the Wilderness Act of 1964.

THE WILDERNESS PROPOSAL

In November 1969 the Conservancy officially began its effort to have 11,000 acres of the Bankhead placed under the protection of the National Wilderness Preservation System after the Forest Service revealed its plans to clear cut and convert this hardwood forest to pine except in the inaccessible gorges and the 1240 acres set aside as the Bee Branch Scenic Area. Since 1969 we have unswervingly sought statutory protection as the only means to save this rare and fragile area from death by clear cutting.

The canyons of the proposed wilderness are not self-sufficient. They obtain their water from slope wash and subsurface seepage from the divides above. Clear cutting the uplands would flood the gorges in wet seasons and desiccate them during drought. Plants and animals dependent on moisture would perish.

FOREST SERVICE SOIL STUDY

The Forest Service is aware of these facts. In 1970 a team of Forest Service specialists made a soil study in the proposed wilderness and found the cliff slopes and stream bottoms of the Sipsey Fork and its tributaries "represent the ultimate in hardwood sites to be found in Alabama, and in fact there are few areas in the country where the potential productivity of quality hardwoods match this management unit." Their Soil Study found that 65 per cent of the wilderness study area, or 7000 acres, was "poorly suited" or "hazardous" for intensive forestry management, that is, clear cutting and the road building it requires. That left only 4000 acres which might be withdrawn from pine conversion, yet the Conservancy has encountered opposition to the Wilderness because of its "great size" and potential economic impact.

ECONOMIC IMPACT

In fact the economic impact of the proposed Sipsey Wilderness is so slight as to be nonexistent. Slight because the Bankhead Forest has 178,895 acres of which the Wilderness is only 6 per cent. It is only a minute portion of the 630,000 acres of National Forests in Alabama and only 1/2000 of the 22 million acres of forested land in the state. I have attached to this statement a Forest Service report on all revenues obtained from the whole Bankhead Forest during the past four years. These include not only monies from timber sales but also other sources including utility rights of way, gas, oil, and other mineral leases. If, 11,000 acres of the Sipsey were set aside the proportional amount of revenue that might be expected from it would be only $5,500 to be divided between three counties. Therefore there is no basis for the economic bugaboo raised by Wilderness opponents.

THE WILDERNESS FEASIBILITY STUDY

To support its request for wilderness with scientific findings, the Wilderness Committee of the Alabama Conservancy conducted a feasibility study during 1970 to which data is still being added. Nine field reports covering animals, plants, geology and history were made by specialists in their fields. All the researchers found the Sipsey gorges harbored a wealth of unusual plants and animals because the proposed wilderness is a meeting ground for rare flora and fauna typically found in such widely separated regions as the Appalachian Mountains, the Coastal Plain and areas to the west beyond the Mississippi.

BOTANY OF THE BANKHEAD

Botanically, Alabama is one of the richest states in the nation with approximately 2500 recognized forms of trees, shrubs, wildflowers and other vascular plants. The Bankhead is the microcosm of Alabama plant diversity because three major land divisions meet within it. The forest is located at the southern terminus of the Cumberland Plateau where it meets the Coastal Plains. The cool summer temperatures, deep shade and constant supply of moisture in the Sipsey gorges provide a southern refuge for a relic Pleistocene flora.

The botanical survey found that the proposed Sipsey Wilderness abounds in rare plants of unusual size, diversity, distribution or rarity. Alabama's largest tulip poplar tree, nearly 22 feet in circumference, is found in the Bee Branch box canyon. The Sipsey gorges are unusually rich in ferns, providing suitable situations for 36 different members of the fern family, some very rare and demanding in habitat.

The survey found that 24 plants reached their southern limits, including the Canada Hemlock and the Sweet Birch. Twelve wildflowers on the rare and endangered species list of the Forest Service grow in the proposal area. In short, like the Great Smokies National Park and the Florida Everglades, the Sipsey is most valuable for its unique plant community of remarkable abundance and beauty. The planned destruction of this forest to create pine plantations would constitute a national tragedy.

FISH, BIRDS, AND GAME

Alabama's animal life is outstanding. There are around 250 species of fish living in Alabama's freshwater streams, more than in any other area of comparable size in the United States. Many of these fish have been driven out of our major rivers by pollution, siltation, damming and ditching. Now they are found only in such rivers as the Sipsey and its tributaries, which serve as a refuge. The survey found 51 different species including bass and sunfish. In addition, two darters—previously unknown and as yet unnamed—endemic only to the wilderness area, have been discovered.

Because birds are so mobile, the ecological health of the Sipsey watershed may affect populations of birds several thousands of miles away. The Sipsey Wilderness provides a winter haven for many northern birds, shelters many additional species during migration, and attracts an unusual breeding population reaching its northern and southern nesting limits, such as the northern Whip-poor-will and the southern Chuck-will's-widow, the Scarlet Tanager and the Summer Tanager. The Wilderness supports a very pure strain of wild turkey. It provides

habitat for 80 species of woodland birds, of which 48 must have hardwoods to survive.

The Sipsey Wilderness has a full range of mammals—not only game, such as the abundant deer and squirrel, but otter, mink, beaver, raccoon, and perhaps even a mountain lion or two. We hope two, preferably of different sexes. It would be impossible to give this committee all the findings of our years of study, but I have attached brief summaries to this statement.

GENE POOLS

One of the most important reasons for establishing wilderness or unmanaged forest is to save the gene pools of plants and animals which are often unrecognized or ignored by the commercial exploiters. Wilderness saves the flora and fauna which we do not yet have the knowledge to understand or the wisdom to appreciate. These gene pools may carry the inheritance which we must have in the future to breed survival values back into our soils, plants and animals. To destroy this area would be like burning a library before any of its books were read or even catalogued.

POPULAR SUPPORT AND USE OF THE PROPOSED WILDERNESS

Because the Sipsey is unique, Alabamians have flocked to its support and to enjoyment of its beauty and peace. The deepest penetration of existing jeep trails is 2½ miles, which reaches the heart of the proposed wilderness. These short dirt roads will become leaf strewn paths in a wilderness. Old and young now enjoy them—young parents with babies on their backs, little Brownie Scouts, middle-aged hunters, even the proverbial little old ladies in tennis shoes, in fact all the people who feel the need to regain physical, mental and spiritual health in the beautiful outdoors.

One Boy Scout has said it for all of us: "Of all he trails I have ever been on, the one near the Sipsey River was the most beautiful and exciting one ever. The historical trails with their marble monuments and elaborate statues cannot compare with the natural beauty of this area. I could hike this trail thousands of times and I know I would discover something new everytime."

We must preserve the Sipsey, its gorges and uplands, for all Americans now and forever. We ask this committee to place 11,000 acres in the Wilderness Preservation System as provided in S. 3224.

(The attachments are as follows:)

SUMMARY OF THE FEASIBILITY STUDY MADE BY THE ALABAMA CONSERVANCY ON THE SIPSEY WILDERNESS

SCENIC VALUES

Some of the wildest and most beautiful scenery in the Southeast is found in the Sipsey watershed. Before 1816 the Chickasaws and Cherokees roamed here among the towering trees and deep canyons along the ancient paths of their ancestors. Their world still persists today, deep in the gorges of the Sipsey River and its tributaries. Here abundant water and sheltering walls enclose an island of the past. Sheer sandstone cliffs, crowned with mountain laurel and filled with rare ferns and wildflowers, rear 100 feet above the steep valley slopes. Hundreds of waterfalls cascade down the rock walls or plunge to the valley floors. Numerous rock shelters occur throughout the approximately 30 miles of gorges, and monstrous boulders lie shattered at the bases of the great cliffs.

BOTANICAL FINDINGS

The botanical survey found that the proposed Sipsey Wilderness abounds in rare plants of unusual size, diversity, distribution or rarity. Alabama's largest tulip poplar tree, nearly 22 feet in circumference, is found in Bee Branch box canyon. The Sipsey gorges are unusually rich in ferns, providing suitable situations for 36 different members of the fern family, some very rare and demanding in habitat.

Cool summer temperatures allow many plants to reach their southern limits in the Bankhead. The survey found 24 of these, including the Canada Hemlock and the Sweet Birch. Twelve wildflowers found on the rare and endangered list of the United States Forest Service grow in the proposal area.

Though the area is essentially a part of the Cumberland Plateau, three major land divisions meet in the vicinity of the Bankhead National Forest. The wooded divides and cool moist slopes of the Sipsey canyons provide suitable habitat for plants generally found in the Appalachian mountains with unusual occurences of plants from the Piedmont to the east, Coastal Plains to the south and also areas to the west of Alabama. The result is a unique plant community of remarkable abundance and beauty.

ICHTHYOLOGICAL STUDY

The Sipsey River and its tributaries form a refuge for many species of fish now endangered elsewhere in Alabama by pollution, siltation, damming and ditching. Fifty one different species were found including game fish such as bass and sunfish. In addition, the survey discovered two darters previously unknown and as yet unnamed, which are endemic only to the wilderness area.

ORNITHOLOGICAL SURVEYS

The bird surveys in the proposed Sipsey Wilderness have continued for the past three years. The gorges and uplands are a winter haven for many northern species, provide for many additional species during spring and fall migration, and attract a most interesting breeding population. The nesting ranges of the northern Whip-poor-will and the southern Chuck-wills-widow meet here as do those of the Scarlet Tanager and the Summer Tanager. The Wilderness supports a very pure strain of wild turkey. A total of 147 species of birds has been recorded for the Bankhead.

HERPETOLOGY

The proposed wilderness is very rich in reptiles and amphibians. The study disclosed several species not previously known to occur in Northwest Alabama. These range extensions are typical of both plant and animal life in this unique area. The Barking Treefrog, associated with Coastal Plains fauna, the Seal Salamander which occurs in the Appalachian Highlands, and the Red Milk Snake, heretofore known only in the Interior Plains, have all been found in the Sipsey Wilderness.

GAME ANIMALS AND NON-GAME MAMMALS

The vast area which became Lawrence and Winston Counties was once an animal paradise. Deer, squirrel, otter, mink, beaver, raccoon, mountain lion and bear abounded. After 1816, when this land was ceded to the United States, the white settlers in the land surrounding the wilderness rapidly cut down the trees, carved out farms, set up saw mills, burned off the woodlands and hunted the forests commercially. The inaccessible gorges of the Sipsey became a natural refuge and part of the land remained in the public domain.

By 1913, when the Alabama National Forest was established, the wildlife population of the settled areas was sadly depleted. Deer, grouse, bear and passenger pigeon were gone. In 1924 the State Department of Conservation established a 17,200 acre wildlife refuge in the national forest. The proposed wilderness of 11,000 acres is located within the former boundaries of this refuge. The forest was restocked with game animals and fish which made a splendid comeback. In 1962 the refuge was discontinued. Today there is a possibility that mountain lion may still exist in the deep reaches of the more remote canyons, since there is an abundant deer population to support them. Black bear were brought back in the 1950's, but today it is very questionable that any survive. Wilderness designation might help to restore this population.

HISTORICAL AREAS

The Wilderness is rich in historical significance. It is bounded for a short distance on the northwest by one of the first roads in Alabama, the old Byler Road, completed in 1820 and connecting the Tennessee Valley with Tuscaloosa. After Alabama's secession from the Union a turbulent period came to the hill people

of Winston and Lawrence Counties. Many Union sympathizers hid in the wilderness area to escape death or service for either side. One of the largest cavalry raids ever staged. General Wilson's raid through central Alabama with 13,500 troops, passed through the wilderness area.

ARCHAEOLOGICAL SITES

Relics of Alabama's early people are scattered throughout the Bankhead Forest and the surrounding country side. Some Indian mounds occur along the northern boundary of the forest. Arrow heads and spear points once were numerous. Along the miles of bluffs within the wilderness proposal are innumerable overhangs which probably provided shelter for primitive hunters over a period of thousands of years. Little archaeological research by qualified scientists has been attempted.

GEOLOGY AND SPELEOLOGY

The late Paleozoic Era is revealed in the limestone and sandstone strata of the wilderness. Fossils of mollusks, crinoids and other sea animals were deposited during the Mississippian Period. In the Pennsylvanian, coal was deposited in huge swamps. Many sandstone casts of the great fern trees of that period protrude from the sandstone beds of the canyon walls.

Massive flat lying sandstone beds cap the divides, and the streams have sliced through these layers forming a network of deep, shadowy canyons bordered by precipitous cliffs, some well over 100 feet high. A few of the tremendous shelters along the gorges are deep enough to be called caves and provide homes for bats.

U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Montgomery, Ala., September 9, 1971.

Mrs. ROBERT E. BURKS, Jr.,
Birmingham, Ala.

DEAR MRS. BURKS: Here is the information you requested on payments to the counties:

	Franklin	Lawrence	Winston
1968	$491	$27,677	$27,305
1969	510	28,748	28,301
1970	489	27,568	27,269
1971	808	45,566	45,075

These payments are 25% of monies received on the Bankhead National Forest. This includes collections at recreation areas, special uses such as rights-of-way for power lines and gas lines, mineral leases and oil and gas leases, in addition to the timber sales you mentioned. The amount each county receives is based on National Forest acreage in that county.

The money is paid to the State of Alabama and the State distributes it to the counties. The amount is to be made available for schools and roads.

If we can be of further assistance, please let us know.

Sincerely,

ARTHUR D. WOODY,
Forest Supervisor.

Comments by The Alabama Conservancy on the letter above:

Total paid in 1971 from all sources of revenue to the three counties having land in the Bankhead National Forest—$91,449.

Proportional amount of revenue that might be expected if the proposed wilderness were logged, exploited for minerals, etc.—$5,500.

The United States Forest Service found, in its soil study made during 1970–71, that 65% of the land in the proposed wilderness was unsuited to intensive forestry management.

Therefore logging the Wilderness could not provide the three counties as much as $1,925 since this is 35% of its proportional share of all sources of revenue.

Moreover, if S. 3224 is passed, there would be *no* loss of income. Section 9 of that bill reads as follows: "The distributive shares of the respective counties of receipts from that part of the Bankhead National Forest from which the recreation area and the wilderness area are created by this Act, as paid under the provisions of the Act of May 23, 1908, as amended (35 Stat. 260; 16 U.S.C. 500), shall not be effected by the enactment of this Act.

STATEMENT OF MRS. LINDSAY C. SMITH, PRESIDENT, ALABAMA CONSERVANCY, BIRMINGHAM, ALA.

Mrs. SMITH. Mr. Chairman, at the time that this land in the Bankhead Forest was purchased by the U.S. Forest Service, it was so steep and so rugged and so inaccessible that 2,930 acres of the 11,000-acre proposed wilderness had never been withdrawn from the public domain. This is rugged land that was not farmed. There are some inholdings around the outside edges on an older road which are not in the proposed area.

Priorities have changed a great deal because the factors that made the Sipsey worthless at the time of purchase have really given it immeasurable value now. In fact, in terms of man-hours of work and expenditure of personal funds by the Alabama Conservancy membership, I believe that the American public has already paid more to save and protect these gorges of the Sipsey than the Forest Service paid for the land in the first place.

This really graphically illustrates the change in attitude of the public toward the protection of choice natural areas.

I think now there is widespread agreement that the canyons of the Sipsey should be preserved and protected but there is still some difference of opinion as to how much acreage is needed and how it should be administered.

Now, the Alabama Conservancy favored the National Wilderness Preservation System because that was the only system giving statutory protection to natural conditions on the national forest lands. And we feel that the Sipsey is eminently qualified for inclusion in this system.

Still, there are special management classifications that the Forest Service has to provide protection of natural areas. At this time in Alabama 1,302 acres out of our 631,000 acres of national forests receive this protection. That is two-tenths of 1 percent are getting protected in their natural state.

The choice of the 11,000 acres that the conservancy requested to be included in this bill was not an arbitrary decision. The Wilderness Act prohibits roads within the area and so the location of existing roads and an unattainable private in-holding determined the boundaries.

Actually, we were very fortunate because the roads that enclosed the boundaries follow the ridge line except where they cross two creeks and therefore they included all of the watershed of the Sipsey River except where those two creeks were concerned. The only way that you can properly preserve these gorges is as Mrs. Burks has said and as the conservancy has reiterated over and over; namely, by preserving all of their watershed at the same time.

Now, the Forest Service recognized this principle when it set aside the Bee Branch Canyon. That is one of the gorges. They set it aside with its entire watershed. They knew they could not protect the canyon without the watershed and that is part of the 1,302 acres that are receiving protection. But we feel that all of these 30 miles of gorges are absolutely as qualified for wilderness and for protection as the Bee Branch. We have been in so many of them. Some of them are more wild and wonderful than Bee Branch, and are not receiving the heavy use that Bee Branch has had.

The conservancy has supported S. 3224, but we would like to bring to the attention of the subcommittee a very serious contradiction in the bill which much needs to be corrected. The bill calls for a wilderness of approximately 6,000 acres but it also says that the map for S. 3224 shows the area to be preserved and this map, which I have a copy of on my testimony—it is map No. 2—shows a wilderness of at least 11,000 acres and the conservancy has supported S. 3224 with the acreage of the map as the one that is to be used.

Senator ALLEN. Does not the bill contain a legal description?

Mrs. SMITH. No; it does not.

Dr. PRIGMORE. It just refers you to the map.

Mrs. SMITH. It says 6,000 acres and we very much hope that the subcommittee will correct the discrepancy by replacing the smaller acreage, which we feel is totally unacceptable, by the more realistic figure of 11,000 acres as shown on this map.

There is also a letter with this map saying this is the official map of the bill.

Senator ALLEN. The staff will make a note of that and that will show what we want to go by is the area shown by the map.

Mrs. SMITH. I neglected to comment on map No. 1 in my testimony. This is a map of the boundaries of this area showing the gorge area in relationship to the upland watershed land, and you will see that it will be very difficult to restrict that upland watershed land any more.

I am going to skip on to S. 3225. In contrast to S. 3224—S. 3224 deals with the single wilderness and recreation area, S. 3225 is written as a systems bill establishing wild areas in a region.

This bill proposes a Sipsey wild area of approximately 9,000 acres, as depicted on the map in the office of the Chief, U.S. Forest Service.

The problem is that the Alabama Conservancy has never been able to obtain an official map for S. 3225, and, to tell you the truth, we really don't think one exists. So we don't know what the 9,000 acres is that is proposed to be included, and we really don't feel that 9,000 acres is adequate to protect the gorge lands anyway.

If this particular means of saving the Sipsey were chosen, we feel that under this wild areas classification, because it is based on saving natural and restored land, the whole 15,000 acres shown on this map should be included within the proposal, only deleting unobtainable private holdings.

Senator ALLEN. This is map 2?

Mrs. SMITH. Yes. This would be the boundaries that include the recreation area and the wilderness. It would not include these inholding areas at all. They are omitted.

Senator ALLEN. Now, how much of the in-holding would there be coming out of the 15?

Mrs. SMITH. There is one particular spot where the boundaries turn south. There is a 120-acre in-holding in that which is almost impossible to obtain. It is right under the compass mark on the map. Do you see that?

Mrs. BURKS. Would you like me to get our map, which shows that? This is the Forest Service map.

Senator ALLEN. I believe I can make it out.

Mrs. SMITH. You see, it excludes the 120-acre tract in there. I don't see any hope of ever getting hold of that land. It is under a 33-year lease to a paper company with two succeeding periods of renewal, and at the end of that time it is deeded to Samford University in Birmingham, and I believe that the money was loaned on the land in anticipation—well, it is a very involved situation and it is too bad that it is not obtainable.

Now, there are two in-holdings within this acreage that are essential, and the owners of those two areas have agreed to swap their in-holdings for other lands of the Forest Service if, and only if, the Sipsey is made a wilderness area. The boundary area over the southwestern corner cuts off the extensive in-holdings in that area.

Senator ALLEN. Now, S. 3224 would be going the wilderness route; is that correct?

Mrs. SMITH. Yes.

Senator ALLEN. And S. 3225 would be going the wild area route?

Mrs. SMITH. That is right.

Senator ALLEN. Now, how much acreage, or how many acres would be involved under S. 3224, the wilderness route? Is that the 15,000 acres?

Mrs. SMITH. Well, it would amount to about 1,300 acres, or about 1,350. It would not include this little area.

Dr. PRIGMORE. But 11,000 would be wilderness.

Mrs. SMITH. Eleven thousand would be wilderness and 2,500 would be the recreation.

Senator ALLEN. And how much in-holdings?

Mrs. SMITH. Just the two.

Senator ALLEN. Comprising how many acres?

Mrs. SMITH. Eighty acres. That would be two 40-acre tracts that can be swapped.

Senator ALLEN. How much would be in there that you cannot obtain?

Mrs. SMITH. The same ones. Well, it is really that 120 acres that is unobtainable and it is cut out of both proposals.

Mrs. BURKS. These in-holdings are not within this area. They are on the periphery. We just gerrymandered them out.

Mrs. SMITH. Except that 120 acres. We had to pull the boundaries down to get it out.

Senator ALLEN. So there is no in-holding there?

Mrs. SMITH. That's right. There is no problem about that.

Senator ALLEN. I guess gerrymandering might be permissible in a wilderness area, but there seems to be some inhibitions against it in other areas.

Mrs. SMITH. Yes.

Senator ALLEN. Now, obviously, both bills could not pass. Which bill is your preference?

Mrs. SMITH. We prefer the wilderness bill. We have approached the people of Alabama in terms of wilderness. The bill has been passed. We know what the protections are. We are familiar with it. We think that the area is imminently qualified for it.

Dr. PRIGMORE. She means the National Preservation Act of 1964.

Mrs. SMITH. Yes. We would like to see it within that system. We think that rather than diluting it, it would be a grand addition to it.

Mrs. BURKS. Well, you see, we have been working on this 3 years, for quite awhile. Our members support the wilderness. They have never heard of a wild area, really. Even as late as this Monday, before we came up here, the Forest Service held a hearing and asked our opinion on a wilderness area. We had these 102,000 people who, no later than Monday, expressed their desire for a wilderness. I think they know what a wilderness is because we have taken our pictures and petitions, which you have seen, and circulated them all over the State and told everybody what it was.

We don't want to fool anybody about anything. We told them in detail about the uplands and the gorges.

Senator ALLEN. Now the attitude of the Forest Service in regard to the wilderness areas is not favorable?

Mrs. BURKS. We understand that and we would like to invite these gentlemen down who haven't seen the area. We feel that if they saw it, they would be like so many others in their feelings. We have taken many people from all over the country down the Sipsey gorges. We took two people from the Izaak Walton League and showed them the Sipsey, and they were simply captivated by the area.

This is the way most people are. They don't believe that Alabama has anything, because they haven't seen Alabama. But you and I know that Alabama is pretty special.

Dr. PRIGMORE. May I add a comment?

Senator ALLEN. Yes, sir.

Dr. PRIGMORE. I think part of this is a confusion of terminology and a need to understand the other fellow's point of view, and so forth.

The Forest Service has tended in the East—and this was manifested when they came into the Sipsey—to think a very, almost rigid interpretation of the Wilderness Act to mean that man hasn't set foot or left his imprints at all in the area. That is why I offered the definition earlier that the question ought to be. Is the ecology essentially unchanged?

Senator ALLEN. Would your thought be that the 15,000, as reduced, would qualify under your definition of wilderness?

Dr. PRIGMORE. No, sir; I don't think it would. She was talking about 15,000 acres in terms of the Wild Areas Act, 3225. Under 3224, we would feel, I think, that, as I indicated, the Forest Service themselves—that is the man on the scene, who knows it better than any-

body—stated honestly and with knowledge and with integrity, that at least 5,000 would qualify under that definition.

Senator ALLEN. Of this 15,000?

Dr. PRIGMORE. Of this 11,000 that we have been talking about under bill 3224.

So, I would think that if you consider there is 5,000 which even the Forest Service would conceive would qualify under that definition, that if one keeps a buffer around that, you could still get a wilderness under 3224.

Mrs. BURKS. Senator Allen, we really want to be just as fair about this as we can be. I have been in a gorge where I found an old stump. It was rotted away and filled with ferns, and mosses, and embedded in it was an old crosscut saw. Now, this to me was not an unpleasant event. The saw was probably left there by people before the 1900's. I didn't feel that this was an intrusion. To me, it was historically interesting.

But these are the sorts of things that the Forest Service feels that we can't have. I was up in a cave in one of these canyons, way deep in, and I climbed up high, and here was a little rock wall that had been built in the 1860's—the saltpeter had been used to make gunpowder. A huge hemlock tree had grown out of this wall and was towering above, and its roots were spread over the wall. And it was hard to tell if it had been made by man, really.

Now, these are manmade intrusions, but to me they are historical and interesting. I find the area is very historically interesting.

So, it is a matter of interpretation. This is not unpleasant to me. This is interesting to me, and I think to most people.

Senator ALLEN. Do you want a recreation area?

Dr. PRIGMORE. No. sir; the recreation area was originally proposed over in the House side in their bill and then later was included in S. 3224, and it was only a part of S. 3224. If the Congress, in its judgment, decides to take the S. 3225 route, then we propose a larger area of 15,000 acres with no recreation area.

Senator ALLEN. I see. Now, does that conclude your testimony?

Dr. PRIGMORE. Yes, sir.

Senator ALLEN. Well, I wish to express my very deep appreciation to all of you and to all of those that you represent, for your dedication to this work. It is quite obvious to me that it is a labor of love on the part of all of you. And I think you are marshaling public opinion behind this project and one thing that I believe the Congress is responsive to is public opinion.

We certainly feel it is the duty of Congress to listen to public opinion. We feel that you have made a great contribution to the concept of creating a wilderness area in this region, and we hope that in the not too distant future your work will fulfill your dreams.

You picked a wonderful dream to work toward and I want to express the hope that all of your dreams be as lofty as this and that all of your dreams come true.

Dr. PRIGMORE. Mr. Chairman, let me say this. If this particular dream comes true, in no small part it will be due to your interest and

that of Senator Sparkman. We appreciate all of your interest and your leadership.

Senator ALLEN. Thank you. You are most kind. I have been delighted to help.

(The prepared statement of Mrs. Smith is as follows:)

It is a real privilege and pleasure to stand before you today. A privilege, because I have never before had the honor of addressing such an august body, and a pleasure because I will have the opportunity to tell you about one of the most beautiful places imaginable, the upper gorges of the West Sipsey Fork of the Warrior River in northwest Alabama.

A walk into the deep recesses of these undisturbed canyons is like taking a trip into the dim, dark, past, into the majestic virgin hardwood forest of the Southern Appalachians that was known to the American Indian and the earliest of our explorers. It is hard to believe that such a retreat, a haven with such feelings of isolation and wildness can still be found within two hundred miles of major cities with a combined population of six millons.

At the time that this land in the Bankhead National Forest was purchased by the United States Forest Service, its steepness, ruggedness and inaccessibility combined to give it little monetary value. In fact, it was so unsuited to man's intensive use, that 2,930 acres of the 11,000 acre proposed wilderness tract had never been withdrawn from the public domain. But priorities have changed. The very factors that made the Sipsey almost "worthless" in the early days of America now give it immeasurable value. In fact, in terms of man hours of work and expenditure of personal funds by the Alabama Conservancy membership, the American people may already have spent more to protect the Sipsey area than the Forest Service paid for the land in the first place. This graphically illustrates the changing attitudes of the public towards preservation of choice natural areas.

There now is widespread agreement that the canyons of the Sipsey should be preserved and protected, but some differences of opinion still exist as to how much acreage is needed and how it should be administered.

The management system favored by the Alabama Conservancy is the National Wilderness Preservation System because this is the only system giving statutory protection to natural conditions on National Forest land. The gorges of the Sipsey need and are eminently worthy of inclusion within this great system.

Choice of the 11,000 acres requested by the Conservancy for inclusion within the National Wilderness Preservation System was not an arbitrary decision. The acreage was determined by the location of existing roads and by the existence of unobtainable private in-holdings. Fortunately, the roads enclosing the West Sipsey Fork largely follow the ridge lines and consequently the watershed of the canyons is included within the proposed acreage except where the road crosses two major tributary creeks. (And the watershed of these tributaries should be given special management by the Forest Service.) The only way to properly preserve the gorges in the Sipsey area is to protect the canyons themselves and all of their watershed. The Forest Service recognized this principle when in 1935 it set aside, as the Bee Branch Scenic Area, a single canyon and its entire watershed. Therefore the Conservancy has strenuously objected to all attempts to reduce the proposed wilderness acreage by withdrawal of upland watershed land. A look at map #1 attached to this testimony will clearly show that only the meagerest buffer zone is being requested to properly shield the gorges from unnautral intrusions.

In light of these few words of background information, I would like to discuss the two bills on the Sipsey before the Committee today.

S. 3224

The purpose of S–3224 is "to designate the Sipsey Wilderness and to establish the Sipsey National Recreation Area, Bankhead National Forest, in the State of Alabama."

Although the Alabama Conservancy has supported S–3224, we would like to bring to the attention of the Subcommittee a serious contradiction in the Bill

which needs to be corrected. S–3224 calls for a wilderness of approximately 6000 acres to be placed under the protection of the National Wilderness Preservation System established in 1964. However, S–3224 also specifies that certain lands within the Bankhead National Forest, as shown on a map entitled "Sipsey Wilderness" and on file with the Chief, U.S. Forest Service, "are hereby designated as the Sipsey Wilderness." This map for S–3224 shows approximately 11,000 acres of Wilderness, the amount originally and consistently requested by the Alabama Conservancy. A copy of this map, marked map #2, is attached to my testimony, and I hereby place it in the hearing record. Also presented for the record are copies of letters in which the United States Forest Service declares that the original of the attached map is the official map mentioned in the bill. I would like to note here that all of these 11,000 acres are in Forest Service ownership, except two forty-acre tracts, which will be given to the Forest Service in exchange for other land if and only if the Sipsey is made a Wilderness. The Conservancy hopes that the Subcommittee will correct the discrepancy in S–3224 by replacing the smaller, and totally unacceptable, written acreage figure with the 11,000 total shown on the official map.

Since S–3224 was introduced, the Conservancy has been contacted by the U.S. Forest Service and by Dr. Homer Blackstone, author of the Alabama Statewide Comprehensive Recreation Plan to discuss their concern over the location of the National Recreation Area created by this bill. The state's master plan, which has already been accepted by the Bureau of Outdoor Recreation and published by the Alabama State Department of Conservation, calls for maximum recreational developments in the Talladega National Forest with Cheaha State Park and the Skyline Drive as focal points. The state has already spent considerable funds to develop Cheaha in anticipation of additional recreational development in this area by the Forest Service.

The Forest Service has expressed grave doubts as to its ability to properly manage a recreation area adjacent to a wilderness and prefers the removal of the recreation area to a location on Smith Lake, since water recreation is in high demand in the Bankhead. Furthermore, both the Alabama master recreation plan and the Forest Service projection originally called for dispersed recreation in the Sipsey Area. According to the Forest Service definition, "Dispersed recreation activities are those which are associated with low density use, and take place throughout the forest. Typical low density activities include fishing, hunting, hiking, mountain climbing, white water canoeing, bird watching, and minimum development maping." This type of recreation is, of course, highly compatible with that of a wilderness or "wild area".

S–3225

The other Sipsey Bill, S–3225, proposes "to establish southeastern wild areas in United States national forests, with the Sipsey Wild Area in the Bankhead National Forest as a prototype."

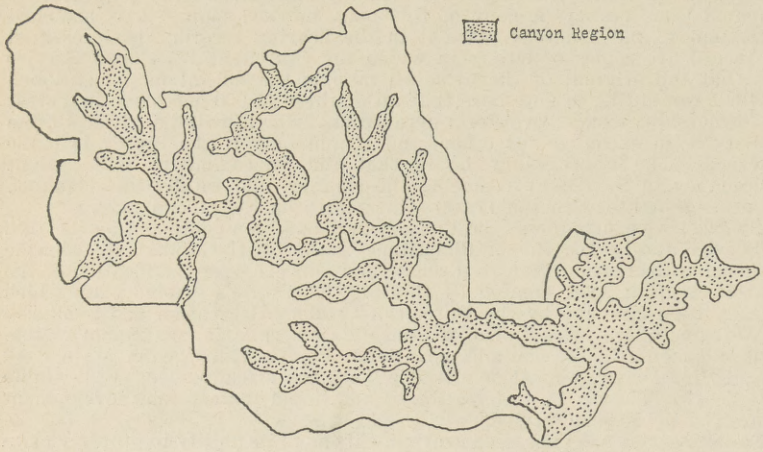
In contract to S–3224, which deals with a single Wilderness and Recreation Area, S–3225 is written as a systems bill establishing wild areas in a region. As written, S–3225 would give quite adequate protection to any unit which Congress decided to place in the system.

S–3225 proposes a Sipsey Wild Area of approximately 9,000 acres, as depicted on a map in the office of the Chief, U.S. Forest Service. The problem is that the Alabama Conservancy has never been able to obtain an official map for S–3225 and doubts that one exists. More importantly, the proposed 9,000 acres would not provide adequate watershed protection for the Sipsey canyons. In S–3225 wild areas are defined as undisturbed or restored lands of a wild character. The Conservancy urges that, if this new concept is approved by the Subcommittee, the acreage be enlarged to include the entire 15,000 acres depicted on the attached map for S–3224, removing only that portion necessary to exclude unobtainable private inholdings. We feel that this additional acreage would be eligible under the "wild areas" classification.

In closing, let me implore that the Committee approve a bill that will give adequate and lasting protection to this irreplaceable small paradise in northwest Alabama. For those of us who know the Sipsey well, there could be no other choice.

(The attachments are as follows:)

Map of Proposed Sipsey Wilderness and National Recreation Area



U.S. DEPARTMENT OF AGRICULTURE,
FOREST SERVICE,
Montgomery, Ala., April 28, 1972.

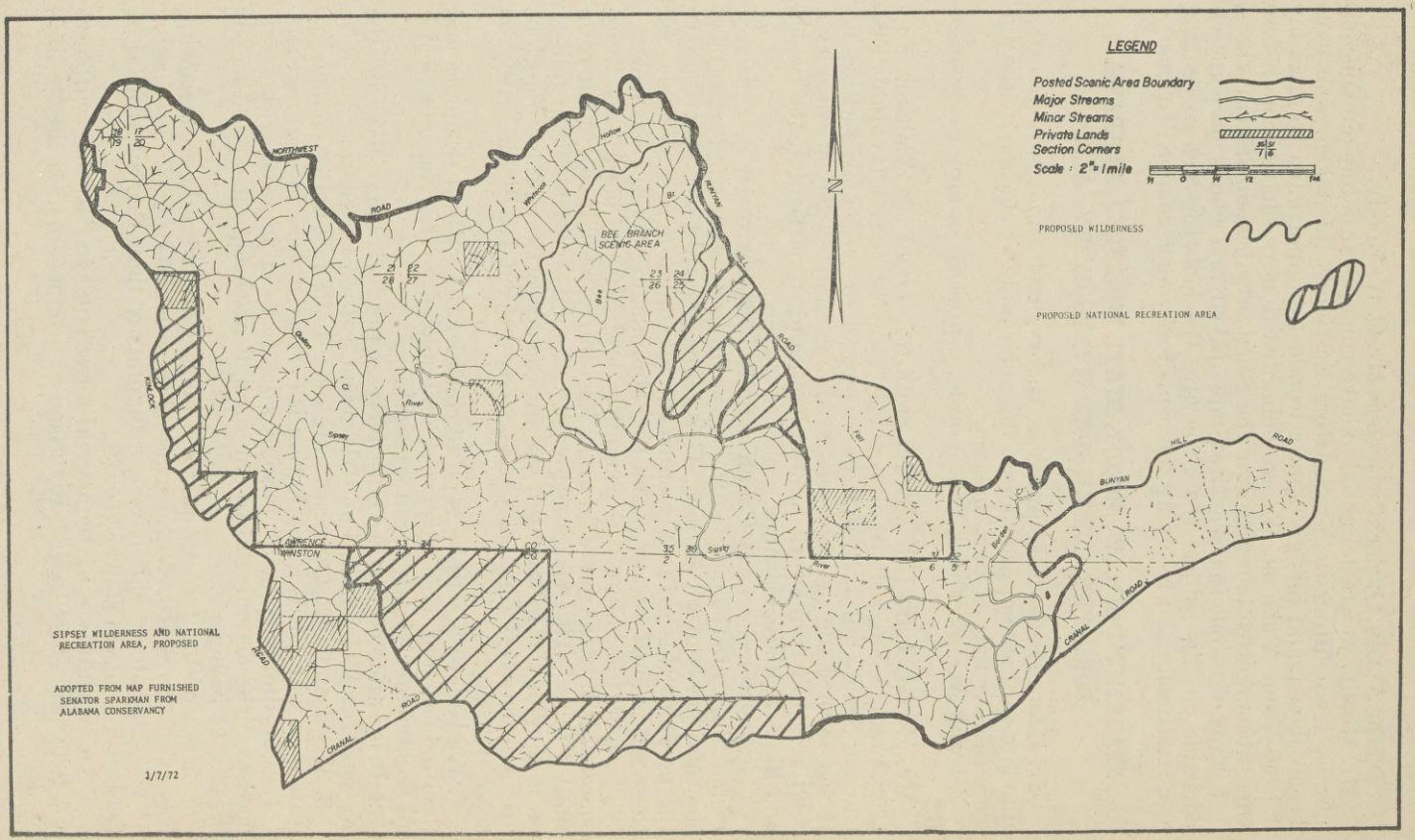
MRS. ROBERT E. BURKS, Jr.,
Vice President and Wilderness Chairman,
The Alabama Conservancy, Birmingham, Ala.

DEAR MRS. BURKS: In reply to your letter of April 25th, you are correct—the map sent to you by Mr. Bylsma is a part of Senate Bill 3224.

The proposed boundary between the Bee Branch Scenic Area and the Cullman Motorway is intended to follow the Alabama Conservancy map. At this scale, it could not be detailed as the Conservancy map.

Sincerely,

ARTHUR D. WOODY,
Forest Supervisor.


LEGEND
Posted Scenic Area Boundary
Major Streams
Minor Streams
Private Lands
Section Corners
Scale : 2" = 1 mile
PROPOSED WILDERNESS
PROPOSED NATIONAL RECREATION AREA
N
BEE BRANCH SCENIC AREA
NORTHWEST ROAD
BUNYAN HILL ROAD
LAWRENCE WINSTON
CRANAL ROAD
Sipsey River
SIPSEY WILDERNESS AND NATIONAL RECREATION AREA, PROPOSED
ADOPTED FROM MAP FURNISHED SENATOR SPARKMAN FROM ALABAMA CONSERVANCY
3/7/72

Senator ALLEN. Our next witness is Mr. C. W. Moody.

Mr. Moody, we are delighted to have you appear before our subcommittee. I am filling in for Senators Eastland and Aiken, who have been delayed, and this gives me a wonderful opportunity to greet my friends from Alabama. We are delighted that you have come before this subcommittee today to give the Senate the benefit of your views.

I know of no one in the entire State of Alabama who is more knowledgeable on this subject than you are. We look forward to hearing your testimony and receiving the benefit of your recommendations.

STATEMENT OF C. W. MOODY, STATE FORESTER, ALABAMA FORESTRY COMMISSION, MONTGOMERY, ALA.

Mr. MOODY. Senator, I appreciate it very much and it is a particular pleasure for me to appear before this subcommittee chaired by the distinguished Senator from Alabama.

Senator ALLEN. Thank you. You may proceed in any way you see fit.

Mr. MOODY. I am Bill Moody, State forester of the Alabama Forestry Commission. I shall subsequently, Senator, testify favorably concerning Senate bill 3224. The major portion of my remarks will be directed toward the deliberations of this committee as you consider a wild area bill framework for the East, and in particular, the South, and in particular, Alabama.

The Alabama Forestry Commission feels very strongly its legislated responsibility to the people of Alabama to insure that our forests meet the total needs of all citizens. These forests should also contribute to the needs of this great Nation to the maximum degree possible. All these needs must be met on an ever-diminishing forest land base.

The question before this committee and before Congress is, in essence, "Shall we have a wild areas East bill?" And, if so, "What form shall it take?" The Alabama Forestry Commission feels it incumbent on it to offer the following items for consideration as these questions are considered—I offer 14 points, Senator, and I will hit briefly on these if I may.

1. We believe it will be good to consider the natural resources and the production of our lands are the foundation to this Nation's wealth and contributes greatly to our strength.

2. It is estimated that we must increase products harvested from the Nation's forests by more than 100 percent by the year 2000.

3. Wood and forest products are one of the few major commodity groups in which this great Nation is competitive on foreign markets.

4. Any diminishing of foreign sales to meet increasing domestic needs will be detrimental to our foreign market position and to our balance of payments.

5. Much of the forecast increase must come from the fast-growing forests of the South. Withdrawal of these lands from the production of forest products will have greater impact than the withdrawal of lands in regions of slower growth.

6. Any withdrawal of commercial forest lands in the South will have a detrimental effect to the production of products to meet the Nation's needs.

7. Our forests must supply other needs of a growing population with an ever-increasing appetite for hunting, fishing, hiking, camping, and all other forms of outdoor recreation.

8. These forests must also contribute otherwise to the quality of life in our Nation in many ways, such as watershed protection, air quality, scenic beauty, mental and physical refreshment of our citizens, et cetera.

9. The preponderance of the needs of our citizens can be filled on forest lands managed according to the multiple-use concept.

10. The needs of many citizens to establish an identity with nature somewhat akin to the wilderness experience can be met in southern forests managed on long rotations of 75 to 150 years.

11. To meet the needs of the Nation for products, we are striving to achieve an average growth of 1 cord per acre per year on commercial forestlands in the South. This is equivalent to approximately 330 board-feet growth per acre per year. At present stumpage prices, this would be approximately $20 per acre per year saw timber volume. The Chief of the Forest Service has estimated that for every dollar returned to the landowner, there is an ensuing return to the economy of the State and Nation in the manufacture, remanufacture, and transport of forest products of some $15. This would indicate the potential impact caused by the withdrawal of commercial forestlands from the forest base would be $300 per acre per year. This is a legitimate figure only if commercial forests are intensively managed. Intensive management to this degree is not an attractive economic investment to most private landowners at this point. A bill previously considered and acted on favorably by this committee, S. 3105, will have a salutary effect on this situation. Genetically improved trees will allow for even higher contributions per acre in future years.

12. A shortage of the products from our forests would bring about an increase in the price of building materials with a detrimental effect on housing for the Nation's people.

13. Many unique ecological areas are found on submarginal timber-producing land. The beneficient impact for total contribution to America's needs will be enhanced when the areas selected are on noncommercial forest land.

14. Many unique ecological conditions exist on small acreages. Provisions to designate these smaller areas would be advantageous because:

(1) Smaller blocks would allow for wider distribution of such areas and make them more available to the total population.

(2) These areas could be observed from the perimeter in many instances without ecological damage.

(3) A wider range of the population such as the aged and infirmed would be able to enjoy such areas.

The above factors are stated for consideration by this committee, not to discourage the preservation of wild areas, but should be considered in any broad program designed to develop such areas in the South.

The Alabama Forestry Commission endorses the concept that the forests of this great Nation should serve all the legitimate needs of her citizens. Legitimate needs are defined as recreation, quality en-

vironment, watersheds, forest products, et cetera. Legitimate needs include those needs our citizens have for a wilderness experience.

There is an essential difference in our society between the roles played by privately owned lands and public lands. Private landowners are engaged in managing their land to meet personal objectives whether monetary, recreational, esthetic, or otherwise. We do not condone those activities of private landowners which degrade the environment or which otherwise are detrimental to society, but we defend their right as individuals in our free enterprise system to pursue their personal objectives on their land.

Private landowners are rapidly becoming more cognizant of their responsibility to practice forestry as it relates to the total good of the Nation. Attached to this statement is a position adopted by the Alabama Forestry Association concerning forestry practices. This is an association which represents forest landowners and most forest industries in the State of Alabama. Many of their members are adjusting their forestry practices as a result of this position.

Many forest industries are taking steps to preserve areas, such as wilderness areas and other small areas left in the wild state on their land.

We believe that forest lands now in public ownership should fill the legitimate needs of all citizens which are not being filled on privately owned lands. All public lands should be managed to provide their maximum contribution to all areas of legitimate forest use.

We believe that private landowners are coming to the point that they are practicing forestry in the interests of the total good of the Nation and we have attached to our statement a position by the Alabama Forest Products Association which many of their member companies and member landowners are adopting, and we believe is a tremendously responsible position and one that is good for the State of Alabama.

The Alabama Forestry Commission concludes that there are certain unique ecological conditions which should be preserved and left unmanaged for posterity, for scientific exploration and study, for gene banks for natural species, and to meet the needs of those citizens desiring wilderness areas for their use and enjoyment. The term "unique ecological conditions," however, is a subjective term. For this reason and to prevent a continuing point of controversy between those desiring wilderness areas and other citizens having needs to be filled by public forest lands, we recommend that consideration be given to establishing a ratio in the share of public lands to be devoted to the preservation of unique ecological conditions. One approach would be the ratio of the population desiring wilderness-type recreation to those citizens whose needs can be met following the multiple-use concept of forest management on public lands.

We would also recommend that consideration be given to the development of a system to monitor the use of areas set aside, and should their use not justify their existence, they be returned to the multiple-use concept.

The Alabama Forestry Commission supports Senate bill 3224 establishing the Sipsey Wilderness Area and the Sipsey National Recrea-

tion Area, as introduced by the distinguished Senators from Alabama. We believe this bill is compatible with our position as stated above and urge passage of this important legislation.

We recommend that the testimony be considered in the deliberations of this committee and this Congress because we are convinced if these factors are considered and represented in the final product, the total quality of life of the Nation's people will be enhanced.

(The attachment is as follows:)

FOREST MANAGEMENT PRACTICES RECOMMENDED BY ALABAMA FOREST PRODUCTS ASSOCIATION, ADOPTED BY BOARD OF DIRECTORS—JANUARY 7, 1972

A. Areas to be harvested by the clearcutting system should be kept as small and as narrow as practical. Large, wide clearcuts should be avoided.

B. Clearcutting should not be employed on an area adjacent to lands recently harvested by this method. The lapse of time should be sufficient for the newly established forest growth to present a pleasing appearance and afford game cover.

C. Hardwood types should be left along stream beds and drains and managed as hardwoods. Clumps of hardwood trees, including den trees and good food-producing trees, should be left in other areas.

D. The forested area along stream beds should not be clearcut but managed as uneven-aged forest.

E. Forested strips should be left along highways for their aesthetic value until such time as harvested areas behind them are tall enough for their removal.

F. Control burning should be considered at periodic intervals for hazard reduction and to encourage the growth of food plants for wildlife.

G. Streams should be kept clear of tops.

Senator ALLEN. Thank you. We appreciate your coming before the subcommittee and giving us the benefit of your views as State forester and as representing the Alabama Forestry Commission.

I know it is not under your control or management, but is a lot of timber cutting done in the Bankhead National Forest?

Mr. MOODY. Yes, sir. There is a good deal of timber cutting on the Bankhead National Forest.

Senator ALLEN. Well now, do they adopt a practice of clear-cutting? What sort of practice do they have there? Do you know?

Mr. MOODY. Senator, I believe they used clear-cutting as one of the tools for their forestry practices.

Senator ALLEN. Well now, when that is done in these uplands areas, doesn't it result in a whole lot of erosion and washing of soil down into the streams down in the gorges?

Mr. MOODY. If it is done on too steep an area, yes, sir. Clear-cutting can be done in areas that are detrimental to the environment and to the ecology of the area. But we also believe that clear-cutting is a legitimate bona fide forest practice on certain forest lands. As I said, it can be done on areas that are detrimental to the total good. In fact, the Alabama Forestry Association speaks to this, in that they say that those areas that are steep for their member people, those areas that are steep and where environmental damage would result, they recommend that clear-cutting not be accomplished. So there are some damages from clear-cutting in certain conditions.

Senator ALLEN. Well, I notice that in your testimony you spoke of the importance of meeting the needs of the people of the Nation, for more and more timber on less and less land. Isn't it a fact that the

forest areas throughout the entire country are in the path of development in the meeting of the urban needs of the people?

Mr. MOODY. Yes, sir.

Senator ALLEN. And wouldn't that indicate that something must be done, steps must be taken to preserve some of these wild areas for future generations?

Mr. MOODY. Yes, sir. I very strongly feel that we have a responsibility to establish wild areas for the reasons that I have mentioned in the testimony.

I very strongly feel that it should be done in such a way as to have the total beneficent impact on the people. That is, to consider the total impact on the economy, the products, the people's needs, and so on. It is a very fine circumstance.

Senator ALLEN. Well, many people assume that these national forests have the concept of being wilderness areas throughout but that is not correct, is it?

Mr. MOODY. No, sir. They provide tremendous raw materials for the Nation's forest products. They are one of the major suppliers of forest products to the Nation.

Senator ALLEN. But S. 3224 would allow the preservation of a small portion of the Bankhead National Forest for the enjoyment of future generations?

Mr. MOODY. Yes, sir.

Senator ALLEN. I believe the total acreage of the Bankhead National Forest is some 178,000 acres?

Mr. MOODY. Right.

Senator ALLEN. So this would be a real small percentage of that, only 5, or 6, or 7 percent of that, depending on the amount that is put in the area. So it would still leave sufficient area there for the Forest Service to carry on whatever activities they want to carry on with respect to the rest of the acreage there.

Mr. MOODY. That is correct. We would very strongly urge favorable consideration for Senate bill 3224 as being in the total best interests of the people of the State of Alabama.

Senator ALLEN. Well, do you suppose the 11,000 to 13,000 to 15,000 acres is adequate to be set aside for this purpose?

Mr. MOODY. We have not considered other areas in Alabama for this status. I would not attempt to speak to whether this is adequate or not. I have indicated in the testimony that I think consideration should be given to establishing some kind of ratio of these lands for the establishment of wilderness areas in proportion to the needs of the people.

I also strongly feel, Senator, that many communing with nature experiences, or not a wilderness experience, but many needs of our population can be met on the long-term rotations from 75 years to 155 years and this in turn leaves the product available as well as the experience of being in a relatively undisturbed area.

Senator ALLEN. But you are not recommending that for this wilderness area?

Mr. MOODY. No, sir.

Senator ALLEN. That would be completely undisturbed?

Mr. MOODY. That is correct.

Senator ALLEN. Well, in a completely undisturbed state, would it not be possible then for an area that has seen the ravages of civilization to build back to something approaching its original wilderness state?

Mr. MOODY. In the South, very quickly. It is not, to me, the same as in the West where it takes a long time for a tree to reach its maximum height because humid and rapid growing conditions of the South permits it to grow back very rapidly.

Senator ALLEN. Thank you very much.

Mr. Theodore Snyder and Mr. William Futrell, you can both testify together.

STATEMENT OF J. WILLIAM FUTRELL, MEMBER, BOARD OF DIRECTORS, SIERRA CLUB, TUSCALOOSA, ALA.

Mr. FUTRELL. Senator, I am a director of the Sierra Club and of the Alabama Conservancy; today I am speaking for the Sierra Club's board of directors and its membership.

The Sierra Club urges protection of 10,000 to 15,000 acres of the Bee Branch Sipsey area in Bankhead National Forest as wilderness under the 1964 Wilderness Act, and endorses those bills, such as Senate bill 1608 and Senator Jackson's omnibus eastern wilderness, which treat the Sipsey as wilderness.

The Bee Branch area was described to you this morning by a number of other witnesses. During the past year, Sierra Club members have established a very high use rate of the Sipsey Wilderness with overnight backpacks, day hikes, and canoe trips. Many of our members who have visited and camped in the established western wilderness areas have used these opportunities to compare and judge the wilderness quality of the Sipsey area and there is wholehearted agreement among them that this area presents the user with the experience described in the Wilderness Act of 1964.

The person going to the Sipsey is met with this experience; and I read to you the words of the Wilderness Act of 1964: He sees land which generally appears to have been affected primarily by the forces of nature with the imprint of man's works substantially unnoticeable; he sees land which has outstanding opportunities for solitude and primitive and unconfined recreation; he sees land that is of sufficient size to make practicable its preservation and use in an unimpaired condition.

You heard Chief McGuire yesterday speak about the Sipsey being crossed by a network of roads in his testimony. Well what is under discussion here is bounded by roads and is not crossed by a network of roads.

The Sipsey is a worthy companion to other areas in the Eastern Wilderness System such as Lynville Gorge, Shining Rock, St. Marks Wildlife Refuge and Breton Islands.

The U.S. Forest Service has refused to implement the Wilderness Act in the East. It has taken a position against the Wilderness Act. The U.S. Forest Service has its own standard of what is wilderness. That standard is virgin land. It is our position that the Forest Service

has misunderstood the Wilderness Act. They are applying a historical test. It is not a historical test.

The land can have been cut, it can have been mined, it can have been burned, and then if it has regenerated, if it has overgrown, then it is wilderness. If it has come back to an appearance of wilderness, and if the imprint of man's works are substantially unnoticeable, it is wilderness. It qualifies for wilderness under the Wilderness Act of 1964.

The Forest Service says the test is virginity. We reply to you the test is not virginity but chastity. It is the way the land is used today and the way it appears to be today that counts.

The proof of this proposition is the way in which other Government agencies interpret the act. The National Park Service administers Isle Royale National Park. Isle Royale used to be completely owned by an agency, by a timber company. Sixty percent of the island burned up in a big forest fire that lasted 4 weeks. The timber company didn't know what to do with its burned-over land so they sold it to the Government as a national park.

So the park service ran Isle Royale from 1938 on, and today it has grown back. It has regenerated and 90 percent-plus of Isle Royale is going into the Wilderness System. This is land that has been cut and burned over.

In Gulf Island National Seashore the park service is preparing to put Horn and Petite Bois Islands off the coast of the Mississippi into the wilderness system.

And yet, Horn Island used to have a military installation on it. The buildings have been removed. Today it appears to be a wild and virgin strand of island land.

The Bureau of Sports, Fisheries, and Wildlife applies the act differently. They have put St. Mark's Wildlife Refuge into the Wilderness System, and Blackbeard Island into the Wilderness System. St. Mark's is split by a road. On one side of the road it is wilderness and on the other side of the road it is wilderness.

It is dismaying to realize that if our southern land had been under the administration of a different agency, it would have been protected, but because it is under the protection—and I emphasize the word "protection"—of the Forest Service, we face an uphill battle for protection of it as wilderness.

More than 22,000 citizens of Alabama have signed petitions and written letters urging the Forest Service to put this area in the wilderness area.

The Sipsey is an example of land under Forest Service management that fully meets the requirements of the Wilderness Act and, therefore, should be suitably included in the Wilderness system.

At this time, we understand that the Forest Service and this committee are considering a new system of land-use classification, to be called wild areas. Last month, we received an announcement of a Forest Service hearing requesting public participation in identifying and formulating criteria for this new classification. To my dismay, the prototype designation for Alabama was the Sipsey area in the Bankhead National Forest.

When the forest supervisor for the State of Alabama called on me in my office last month and presented me with outlines of the plans for the wild area system, I asked him what other areas besides the Sipsey would be considered for such a system. He confessed that he knew of none in Alabama. In our belief and the belief of tens of thousands, the Sipsey qualifies as wilderness under the 1964 act.

Our experience with the Forest Service in its advocacy on the wild areas system is that the only areas being proposed for inclusion therein are areas which logically belong in the wilderness system. The areas proposed for inclusion are small, mostly under 30,000 acres. We recognize the need for additional land-use classifications in the Eastern United States. Mr. Moody spoke to this, I believe, very well. But there is very little point for the Forest Service to be considering a new system when it is not willing to utilize the mechanisms already available to it under the Wilderness Act of 1964.

The Forest Service has not yet complied with the Wilderness Act in the Eastern States.

The Governor of Alabama, George Wallace, ran in a number of primaries, sending the rulers of this country a message about governmental and bureaucratic intransigence. The nominee of the Democratic Party, George McGovern, picked up that same theme of bureaucratic and governmental intransigence. The chief example of bureaucratic and governmental intransigence in the State of Alabama is the U.S. Forest Service. And a candidate for President or candidate for Senate could well take up the example of Forest Service practices in the State of Alabama as an issue.

There is merit in the concept of a wild areas system. There is an urgent need to preserve and to permit restoration of lands in the East as wilderness. Several million acres need to be set aside for primitive recreational use in addition to the several hundred thousand eastern acres that belong in the wilderness system.

This is not incompatible with what was said about long-term rotation and the compatibility of recreational use with timber harvesting. However, any wild areas program developed by the Forest Service or by this committee must provide for management standards that are at least as stringent as those provided in the Wilderness Act of 1964.

We have reviewed the Forest Service's southern region's publication, "Recreation for the Future," published in January 1972, outlining the outdoor recreational needs of the southern region in the coming decades and note the increasing demands for use of outdoor areas outlined therein.

Now, speaking to Mr. Moody's point about the need for forest products, I would like to point out that there are different types of forests. There is the hardwood forest and the pine forest. What we are seeing in the Southern United States is the destruction of the southern hardwood forest. This trend is especially dramatic on private lands.

It is estimated that the hardwood forests of Louisiana will have disappeared by the year 1990. According to figure released by Richard K. Yancey, assistant director of the Louisiana Wildlife and Fisheries Commission, the hardwood forest which once comprised approxi-

mately 5½ million acres, has been cleared to an area of 3,300,000 acres in 1961. By 1969, land-clearing operations had further reduced the acreage in hardwoods to 2,500,000 acres. By 1990, the Louisiana Wildlife Commission estimates that the hardwood forests of Louisiana would, for all practical purposes, have been eliminated.

A survey taken in Arkansas under the direction of Winthrop Rockefeller, concluded that the removal of hardwoods had reached catastrophic proportions, and that unless action was taken to the contrary, that practically every privately owned wooded area in eastern Arkansas would be cleared within two decades.

Now, one of the most disturbing things I have seen in recent years is being carried out on national forest lands in the Bankhead National Forest. Here the hardwood forests are being destroyed by the application of herbicides such as 245T and 24D. And when the hardwoods are cleared away, vast acres of pine plantations are being substituted for later harvest by the paper pulp industry.

I will never forget my first trip to the Bee Branch Sipsey area. Within 10 miles of the canyons of Bee Branch, vast acres of land, reaching as far as the eye could see in all directions, had been cleared of hardwoods and knee-high pine saplings stood in their place. This is on the upland hardwood forest lands of northern Alabama. Despite these depravations, there is a lot of land surrounding the 15,000 Bee Branch Sipsey area which, though disturbed and showing the imprint of man's activities—is beautiful and can offer a primitive recreational experience. This area could well serve as a 50,000 to 60,000-acre wild area if the Forest Service was indeed sincere in its advocacy of a wild areas system.

Unless action is taken by Congress, unless specific commands are given to the Chief of the Forest Service and, more particularly, the District Supervisor of the southern region, I doubt if we will have remaining hardwood forests for public recreation in the lower South. What is called for is a major commitment of millions of acres of land for preservation and restoration as natural areas and significant portions of that, hundreds of thousands of acres, at best 15,000 of them in Alabama, should be set aside as wilderness.

The balance, we advocate, is not an unreasonable one. We are not saying that the whole Piedmont region or the Appalachian chain should become one giant wilderness. We know that most of the national forest land will eventually be logged. We understand and accept that 90 percent or more will be logged. But we feel that at least 10 percent of our forest land heritage should be set aside as natural areas, and as wilderness.

Special interest areas such as the Sipsey highlight problems. The Wild River is threatened by erosion from scars left by clearcutting at its headwaters, by herbicide spreading at its borders, and be a subordination of all values to a philosophy of cut and replant in pine for the papermills. Whatever statutory system is set up for protection of the Sipsey, the chief message that we have in common with all the other witnesses, with the Alabama conservancy, with the other organizations, is this:

Protect the land. Just those three words. There is a massive ground swell of public opinion in Alabama, that this area should be protected

and should be preserved. The duty of this committee, along with the Forest Service, the Bureau of Outdoor Recreation, and the Senate Interior Committee, which is charged with oversight of the Wilderness System, should be to protect the land.

The Forest Service needs to be charged to protect these hardwood canyons. I don't think the Forest Service would come before the Senate Interior Committee and try to sell Senator Jackson, who drafted the Wilderness bill, on this virginity principle that the Forest Service claims applies to eastern wild lands.

The Forest Service is a great institution. As a native Southerner who grew up in rural Louisiana, I know what it has done in taking ruined land and restoring it. It is an institution which has earned the gratitude of the American people. But it is wrong on this issue. And it needs to be told that it is wrong.

In conclusion, the Sierra Club endorses the inclusion of the Sipsey area in the wilderness system under the 1964 act. There is a need for a supplementary system of wild areas, but the wild area system, when established, should be done as a supplement to the wilderness system and not as a betrayal of it. The wild areas system should have management at least as strong as the Wilderness Act.

Senate bill 3699 is a mistaken approach. S. 3225 is the correct approach.

Senator ALLEN. Welcome, Senator Aiken.

Senator AIKEN. Good to see you, sir.

Mr. FUTRELL. Senator Aiken, I am a professor of law at the University of Alabama and director of the Sierra Club. I am testifying for the Sierra Club and I am saying that the Sierra Club supports inclusion of the Sipsey area as a wilderness under the 1964 act, and that we understand that there is a need perhaps for a wild areas system, but that it should be used as a supplement to the Wilderness Act and not a run-around to the Wilderness Act. We think it is being used as a runaround to the Wilderness Act.

We think the Sipsey belongs in the wilderness system. It looks like wilderness and it is.

So just in conclusion, I was saying that the Sierra Club supports bills such as S. 1608, which puts Sipsey in the wilderness system. But if the Senate Agriculture or any committee is looking toward a wild area system, we believe that S. 3699 is a mistaken approach for the reasons that Mr. Snyder will outline, but that S. 3225, by the Alabama conservancy, with its stringent protective standards, is the correct approach.

Thank you.

Senator AIKEN. I want to say I got a letter this morning from somebody in the West who was advised, apparently by the Sierra Club, that this bill S. 3699, was to set up areas for recreational development. Who was telling them that, and why? It is just the opposite. We are being crowded by recreational developments and it is necessary to set up something and do it fast to keep them from taking over everything in the East where the mass of people are located.

Now, the situation is somewhat different than it is in the West. Walking through the forests here in the East, you walk under trees most

of the way and then if you get thirsty, you can drink out of a brook or a live spring. The situation is also different, I believe, in that less than 2 percent of the national forest area of the East would qualify for a wild area anyway.

Mr. FUTRELL. Do you mean as wilderness or wild areas?

Senator AIKEN. Wilderness is the present concept.

Mr. FUTRELL. In Alabama, the 15,000 acres in the Bee Branch area comes out to a little less than 2 percent of the national forest lands in Alabama.

Senator AIKEN. You are speaking about the bill you have there?

Mr. FUTRELL. S. 3224.

Senator ALLEN. S. 3224 would put it in the wilderness system.

Senator AIKEN. We had in mind an area, say, of 500 acres, or even 1,000 acres, or 50 acres, that would qualify as a wild area that couldn't qualify under the Wilderness Act. And if we undertake to amend that at this time. I hate to think how long it would be before we wouldn't have any wild areas left.

So, we are interested in clearing up this situation. Ten years from now, or 2 years from now, we will wish we had.

Senator ALLEN. Mr. Chairman, if you would excuse me now.

Senator AIKEN. It is just the opposite of setting up recreation areas. It is trying to rescue some of our eastern forest lands before they are made into recreation areas, and there is un-Godly pressure being put on the Forest Service—in my State anyway—to let these people come in there with ski areas. They have had to turn them down, and do they ever get mad. But we have to save some of it.

Senator ALLEN. We have to give it an opportunity to return to what it was, its natural state.

Senator AIKEN. Well, most people wouldn't know what was the original anway. I have one tree on my place, a red oak tree, and it is about 7 feet in diameter and was old when the early settlers came to New England. They didn't have the nerve to tackle it, it was so old. It is estimated that it is about 600 years old. Now, that is not in any wild area except on my own place, but I want to make it clear that the purpose of S. 3699 is not to develop recreation, but to have some areas that can be kept from being developed. And the pressure is unbelievable at this time.

Senator ALLEN. Mr. Chairman, if you will excuse me. I have a statement; I had planned to testify orally, but I have to go to the Senate where I am scheduled to preside, starting at 12 o'clock, and I would like to insert my statement into the record as though given, and if you would then take over as chairman, we have gotten almost half through with the witnesses.

(The statement is as follows:)

STATEMENT OF HON. JAMES B. ALLEN, A U.S. SENATOR FROM THE STATE OF ALABAMA

Senator ALLEN. Mr. Chairman, I deeply appreciate the opportunity to appear before your subcommittee today to testify in behalf of two bills introduced by Senator Sparkman and me which would give

special protective designation to the Sipsey and Bee Branch areas of the William B. Bankhead National Forest.

Before I address myself to these measures, I would like to take a moment to pay tribute to three outstanding Alabamians who are here today to present their cases in behalf of these bills. I am, of course, speaking of Mrs. Robert E. Burks, Jr. of Birmingham, the president of the Alabama Conservancy; and Mrs. Lindsay Smith of Birmingham and Dr. Charles S. Prigmore of Tuscaloosa, both of whom are former presidents of the Alabama Conservancy.

They have come to Washington because they want you to know how deeply interested and involved they are in the preservation of Alabama's natural resources and how important it is to our people.

Mrs. Burks, Mrs. Smith, and Dr. Prigmore are Alabamians who believe in what they are doing. They are dedicated to the task of conserving and protecting the Sipsey area—its forests, waters, Gorges, wildlife, plant species, and wilderness—from consumption or destruction.

I am sure that every member of the Alabama delegation will agree that the Alabama conservancy has been the driving force behind the introduction of S. 3224 and S. 3225. This outstanding organization will continue to be a dynamic force until the preservation of the many unique scenic and recreational values of the Sipsey area has been assured.

Mr. Chairman, I shall not go into a detailed explanation of the bills, except to point out their main provisions.

One of the bills which Senator Sparkman and I have introduced—S. 3224—calls for the establishment of a Sipsey wilderness and national recreation area. The bill contemplates a wilderness area of 6,000 acres, plus a 3,000-acre national recreation area, which would be open to mass public outdoor recreation use. Let me add that this acreage constitutes only about 5-percent of the 178,000 acres which makes up the Bankhead National forest land area and about one-two thousandth of Alabama forest lands, which totals 22,000,000 acres.

The second bill—S. 3225—envisions the Sipsey area as a beginning for a system of wild areas in the southeastern United States. The system would be composed of federally-owned lands designated by the Congress as "wild areas" to be managed in a way which would protect and preserve their wild, untouched character. Unlike wilderness as described in the Wilderness Preservation Act of 1964, "wild areas" could be either undisturbed or restored to their wild character.

This bill calls for a study of all areas within the southeastern national forests which are potential wild areas for inclusion in the system, after the Sipsey area has been established as a prototype. The bill stipulates that the 9,000 acres involved in the Sipsey area should be managed to preserve or restore primitive wild conditions. No developments, including structures, roads, or timber harvesting would be permitted. And, except for valid claims, mining would be withdrawn as a use.

As we know, the U.S. Forest Service has been requesting public suggestions on a type of system which would meet the needs of people for primitive recreation in the South and East. On Monday of this

week, the Forest Service held a public meeting in Tuscaloosa, Ala., to obtain public recommendations in identifying and formulating criteria for the establishment and management of wild areas. I commend the Forest Service on these meetings and on the deep interest they have shown in their endeavor to establish a new classification of land use.

Both bills provide, and I deem this important, that the decision for any changes in management rests with the Congress after they have been designated.

Mr. Chairman, the Congress can no longer delay action to conserve and rebuild the forests of the South and East. In recent years we have come up against the stark fact that we cannot go on endlessly exploiting our natural resources without ever replacing them.

Congress has also repeatedly supported the view that no generation has the right to penalize its successors by destroying their natural resources. The purpose of the bills before us today is to reaffirm this support.

This committee, more than any other in the Congress, knows the soundness and success of test-demonstration programs.

Establishment of the Sipsey Wild Area is right in line with this time-proven concept. In other words, it is a project-to-program approach.

Mr. Chairman, I respectfully urge the passage of a bill to establish "wild areas" in the South and East with the Sipsey area being the genesis. We just cannot continue to leave the threat of development to continue to hang over this hauntingly unique area.

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

STATEMENT OF HON. JACK EDWARDS, REPRESENTATIVE IN CONGRESS FROM THE FIRST CONGRESSIONAL DISTRICT OF ALABAMA

Mr. Chairman, I come before you today to speak in favor of S. 3224 and S. 3225, with the alterations recommended by the Alabama Conservancy. These bills concern themselves with the preservation of the beautiful gorges of the West Fork of the Sipsey Fork of the Warrior River in the Bankhead National Forest.

The preservation of the Sipsey Wilderness in Alabama is a vital project and worthy of the full consideration of this committee. This area, if preserved, will mean many things to many people. To some, it will represent endless opportunities for outdoor recreation, from hiking and hunting to nature photography and camping. To some, it will provide the poetry of solitude and stillness, the chance, as Thoreau put it, "to live deliberately, to front only the essential facts of life." To some, it will mean the unexcelled scenic beauty of the thirty miles of gorges, the streams, the canyons, and the forests populated by deer and wild turkey. To some, it will mean botanical findings, to others an investment for the future, a natural legacy for Americans yet unborn.

But Mr. Chairman, whichever of the many reasons one chooses, the conclusion is the same: the Sipsey Wilderness should be preserved. I urge this committee to consider favorably the proposals of the Alabama Conservancy.

STATEMENT OF HON. WILLIAM L. DICKINSON, REPRESENTATIVE IN CONGRESS FROM THE SECOND CONGRESSIONAL DISTRICT OF ALABAMA

Mr. Chairman, it is a privilege to appear before your Subcommittee in support of legislation to preserve the Sipsey Area in the Bankhead National Forest. I

know you have received expert testimony on this subject, and I am hopeful the committee will give favorable consideration to giving statutory protection to this unique area.

There are many beautiful sights to see in this area—waterfalls, lovely flowers, canyons, rare ferns, animals and birds in their natural habitat, to name a few. However, equally as important as the aesthetic value, is the scientific value. Studies of the area reveal its suitability for research in the fields of botany, ichthyology, ornithology, herpetology, zoology, history, archaeology and speleology.

In a time when fresh water, wildlife conservation, preservation of beauty and quiet, and the awareness of our natural surroundings are uppermost in the minds of most Americans, it is certainly fitting that the Congress of the United States join in the fight to maintain at least a small part of our natural heritage. This committee has the opportunity to do just that by reporting legislation to set aside the Sipsey Area as a wilderness, and I urge you to do so.

Thank you, Mr. Chairman.

STATEMENT OF HON. WILLIAM NICHOLS, REPRESENTATIVE IN CONGRESS FROM THE FOURTH CONGRESSIONAL DISTRICT OF ALABAMA

Mr. Chairman and distinguished members of this subcommittee I appreciate the opportunity to offer testimony regarding Senate bill 3224 which is under consideration by the Senate Agriculture Committee.

Mr. Chairman, our congressional office has received many letters, petitions, telegrams and telephone calls expressing the interest of Alabama people in the preservation of the Sipsey Wilderness Area in the Bankhead National Forest. Certainly I can see how such designated wilderness area could prove quite beneficial to citizens who enjoy the natural lands of our great country.

Senate bill 3224 would set aside some 6,000 acres of the Bankhead National Forest for a wilderness area and 3,000 acres for recreational use. Such wilderness area includes the Bee Branch scenic area which is 1200 acres of primeval beauty, protected by the Forest Service for more than fifty years. This area, without doubt, is one of the most scenic spots of untouched beauty in the Southeast. The sandstone gorges of the Sipsey watershed harbor a host of rare ferns, wild orchids, unusual species of trees and other exceptional plants, deer, rare birds, turkey and numerous other wild animals abound in the forest. There are even large numbers of natural molds of ancient trees, believed to have grown here some 340 million years ago.

I would today, before your fine committee, like to go on record in support of Senate Bill 3224, establishing the Sipsey Wilderness and Sipsey National Recreational Area as introduced by the distinguished Senators from Alabama. I believe this bill will meet the needs of our citizens desiring wilderness areas for their use and enjoyment and hopefully favorable action might be taken by the Committee and the Congress on this worthwhile measure.

Again I thank you for your time.

STATEMENT OF HON. WALTER FLOWERS, REPRESENTATIVE IN CONGRESS FROM THE FIFTH CONGRESSIONAL DISTRICT OF ALABAMA

Mr. Chairman, I deeply appreciate the opportunity of appearing before this Subcommittee today to offer my comments in support of this legislation regarding the proposed Sipsey Wilderness Area in the Bankhead National Forest.

Our distinguished Senators from Alabama, Senator John Sparkman and Senator Jim Allen, the authors of the legislation being considered, and my colleagues in the House of Representatives, Honorable Robert Jones and Honorable Tom Bevill, in whose Districts the Bankhead National Forest lies, have undoubtedly gone into extensive detail concerning the need for these two bills. Therefore, I would make my testimony quite brief while offering my support to their proposals after adding some thoughts of my own.

More and more Americans are becoming aware of the importance of preserving our environment and maintaining our most scenic areas in as near as possible

their natural state. In fact, it seems essential to me that we act quickly in these matters or w may lose forever the opportunity for preservation.

As our population grows, many of these natural scenic wonders are fast disappearing. Unless we act, future generations will no doubt wonder why we did not have the foresight to protect these areas.

So I am here today to support these two bills which will indeed offer protection of a lasting nature. By establishing a system of wild areas in our United States Forests, these lands would be afforded the protection by law which they so badly need and deserve.

I know that this Subcommittee will give its careful attention to the ecological, scenic and historical importance of this area in considering this legislation. Thank you, Mr. Chairman.

STATEMENT OF HON. TOM BEVILL, REPRESENTATIVE IN CONGRESS FROM THE SEVENTH CONGRESSIONAL DISTRICT OF ALABAMA

Mr. Chairman, Members of the Subcommittee, I want to thank you for giving me this opportunity to express my interest in and support of Senate Bill 3224 and Senate Bill 3225, both of which you are considering today.

As our population increases, the demands upon our remaining unspoiled forestlands grow greater and greater.

Mr. Chairman, a lot of public attention and interest has been focused on the proposal to set aside a part of the Bankhead National Forest as a wilderness area. Much of this area under discussion is in Winston County, Alabama, which is in the District I represent.

I believe a majority of the people in my District and the entire State of Alabama feel that we should preserve, in their naturally unspoiled state, the gorges of the West Fork of the Sipsey Fork of the Warrior River which lies in the Bankhead National Forest. The legislation presently under consideration is designed to do this.

S–3224 would set aside 6000 acres of the Bankhead National Forest to be a wildnerness area and 3000 acres for recreational use. S–3225 establishes a category of National Forest land in the Southeast to be entitled "Wild Area" using the "Sipsey Wild Area" as a prototype or a model for designating and preserving parts of our National Forests in their present condition.

This wildnerness area includes the Bee Branch Scenic area, 1200 acres of primeval beauty which have been protected by the forest service for more than 50 years.

Without question, one of the most scenic areas of unspoiled beauty in the Southeast can be found in the Sipsey watershed. The sandstone gorges in the proposed wilderness area harbor a host of rare ferns, wild orchids, unusual species of trees and other exceptional plants. Deer, rare birds, turkey and numerous other wild animals abound in the forest.

Geological findings of interest include large natural molds of ancient trees believed to have grown here 340 million years ago.

Mr. Chairman, differing views exist as to the best means for protecting certain areas of the Bankhead National Forest.

In my judgment we must strike a reasonable balance between preservation of the natural beauty of this unique area and the need to provide recreational areas for public enjoyment.

This section of the Bankhead National Forest with its wealth of living natural wonders certainly must be protected from the cruch of society. Yet, we must continue to develop areas where people can escape from the pressures of urban living.

I am confident that this committee, in its wisdom, after hearing from all sides, will come up with a fair and equitable solution to this problem.

I support the proposals before you, recommending that this area be designated as a wilderness area under the Wilderness preservation Act of 1964 and that a category of "Wild Areas" be established in the Southeastern United States.

STATEMENT OF HON. ROBERT E. JONES, REPRESENTATIVE IN CONGRESS FROM THE EIGHTH CONGRESSIONAL DISTRICT OF ALABAMA

Mr. Chairman, I appreciate the opportunity to offer comments on the legislation being proposed for enhancement of sections of the Bankhead National Forest in Alabama. Much of the area being discussed is within Lawrence County, in the District I represent.

The question of what is to happen in the forest has provoked considerable public interest. Because of the diverse views and concepts as to just what should be done, you have a difficult task ahead of you.

Whether the Wilderness Act or some other designation is the best answer requires careful consideration. Likewise perplexing is the question of just what acreage should be removed for special education, recreational, and scientific use.

It is very clear, however, what the people of Alabama are saying. Many people have communicated with me in letters, petitions, and conversations about greater enjoyment of the Bankhead Forest.

They tell me they want more access to the forest and not more restrictions on its use.

Young children want to be able to go into the forest to learn about nature and the importance of the forest to our lives.

Retired older citizens, not as hale and hardy as in earlier days, want to visit the forest for the peace and serenity it affords.

Hard working people who have only limited time want to be able to go to the forest for a refreshing break from daily routine.

Families want top rate campgrounds so they can experience together the beauty of nature.

Hunters want access to the forest and the kind of game management that assured an abundance of wildlife.

Fishermen want to maintain the quality of the waters in the forest and encourage an increase in the number and size of fish.

Some vigorous citizens want to hike with a pack on their back to a remote campsite where they can build a fire and live a few days or weeks under primitive conditions.

Some want to float on a flat boat or canoe down the river.

Some want to examine and photograph the unique plant life in the area.

Some want an uncrowded place for a picnic.

Naturalists want to study interesting flora and fauna found deep in the forest.

Everyone wants to protect and preserve that which is unique and beautiful in the Bankhead.

A vast majority seem to want to be able to enjoy the beauty of the Bankhead within the limits of a one-day trip.

Others want a lodge to stay for a few days; some want to bring their own campers and trailers; some can afford a more leisurely trip on foot into the inner reaches of the area for an intensive natural experience.

Obviously, not every goal can be achieved for the entire area.

A factor in the solution should be a consideration of the situation within the forest.

The most unique area is the Bee Branch Canyon which contains one of the few remnants of the virgin forest which once abounded in the region. This area was recognized by the Forest Service more than 50 years ago, and it has been protected and preserved by the Forest Service since jurisdiction was first acquired.

The unusual four or five hundred acre core of this canyon is protected within the 1,200-acre drainage area and has been designated the Bee Branch Scenic Area. Undoubtedly, this would be the focus of 95 percent of the visitors to the area. This is especially true unless other facilities can be provided to divert visitors and disperse and expand their interests to other attractive sites nearby.

The Bee Branch drains into the Sipsey River which, with other branches and creeks, also offers interesting natural areas. Much of the Sipsey basin has received attention and has been withdrawn from timber harvesting pending consideration of legislation.

Most of the acreage has been within the Black Warrior Wildlife Management Area.

As is the case in much of the Southern forests, the area was cultivated for crops before it came under Forest Service protection. With Forest Service management, a considerable amount of re-forestation has taken place. Some open fields, roads, and ruins remain.

Although the beauty of the Bee Branch area has only recently received publicity and the number of visitors has been far less than what might be expected, press reports indicate the area is already showing the worse marks of man—drink cans, paper, and other disgusting litter.

Other reports indicate that fossils, rocks, and artifacts are being removed, ferns and other plants taken, trees marred by knife cuts, and delicate flora being trampled.

Unfortunately, the same problems are being reported in the vast Wilderness areas of the Western states where considerably few people are within easy reach of the virgin areas.

In view of the Western experience, it is questionable that the Wilderness designation can provide the kind of protection necessary to preserve the fragile and delicate balance of life within the Bee Branch Canyon.

It would seem some program is needed to minimize the wear and tear this unique area might expect with large numbers of visitors. Rustic and unobstrusive trails might be developed to guide the visitors into the area and act as a restraint on unbridled trampling in this unusual area while at the same time allowing access to the old and the young, the strong as well as the physically weak.

The Alabama Conservancy, an organization which has been interested in the preservation of the area, has sponsored legislation in the Alabama Legislature which might be a possibility for the Bee Branch. The Conservancy has sought development of the Alabama Trails System through highly scenic and unspoiled areas of the state. Their proposal for trails would include such things as toilets, shelters, drinking water, camp sites, picnic tables and parking areas.

Hopefully, areas outside the Bee Branch Canyon could be designated for various other educational, recreational, and scientific activities which are sought in the forest.

Other canyons could be set aside for hiking and back-pack camping. Attractive sites could be prepared for those who use campers and trailers. A lodge and other facilities could be provided as required. A visitor center, along with trails identifying flora, could be a major nature educational facility. Parkng areas, waste disposal systems, and other facilities could be developed to service man's needs and lessen his impact on nature.

In providing for the visitors outside of the unique Bee Branch, this area could be enjoyed by all but with fewer concentrations of people. Thus, preservation would be more likely.

Whatever final proposal is reported by your Committee, it would be my hope that consideration can be given to the following potential problems:

1. Impact on hiking and camping on the delicate flora.
2. Effect of pack animals on trails and camp sites.
3. Use of firewood and unsightliness of charred stones from old camp fires.
4. Garbage disposal and its effects upon the ecosystems.
5. Disposal of human waste.
6. Selection of camp sites.
7. Effect on water quality of swimming, location of dump sites, dumping of soap water by campers.
8. Sources of water for human consumption.
9. Management for maximum mixture of wildlife.
10. Accessibility and enjoyment of the area by all of the people.

The problems of space and facilities to service the recreational requirements are severe in the Eastern half of the country where the largest concentrations of people are found.

The traffic in the Great Smoky Mountains National Park is an example of the intensive use of this resource. Foot traffic near Clingman's Dome there has eroded the Appalachian Trail so badly that hikers have worn a second, and in some parts, a third trail to keep from tripping over exposed tree roots.

The Park Service estimates that about 5.5 percent of the visitors to the park use the back country for hiking, backpacking and horseback riding. The impact of even that small percent is apparent when more than 140 backpackers try to

spend the night atop Mt. Le Conte at a trailside shelter designed to accommodate fourteen people.

For the other 94.5 percent of the visitors, traffic and crowding are equally depressing.

I am aware of the great challenge faced by your Committee in devising the legislative forms for proper realization of the forest resources which belong to all the people of this nation. It is my hope that these comments will be of value in your deliberations.

Senator AIKEN (presiding). Is Mr. Dickerman the next witness?

Senator ALLEN. Yes, sir; after Mr. Snyder. Mr. Futrell has just finished.

Senator AIKEN. Well, I am glad I got here before you left.

Mr. FUTRELL. You are here to hear Mr. Snyder speak about S. 3699. I have been talking about Alabama and the Sipsey.

Senator AIKEN. All right. We will progress as far as we can this afternoon.

Mr. Snyder, you are the one giving your testimony. Do you want to brief it?

STATEMENT OF THEODORE SNYDER, JR., REGIONAL VICE PRESIDENT, SIERRA CLUB, GREENVILLE, S.C.

Mr. SNYDER. Yes, sir. I will brief it.

Senator AIKEN. All right. It will all go in the record anyway and, further, I am the only member of the committee present. The other members will read it.

Mr. SNYDER. It is much to long to read.

The Sierra Club appreciates this opportunity to present testimony on Senate bill 3699.

My name is Ted Snyder. I live in South Carolina. I am regional vice president of the Sierra Club. I am making this statement for the club, at the national club level.

As you know, the Sierra Club for many years has actively promoted and supported efforts to protect primitive lands. Not only that, but the club at all levels conducts outings into such areas so its members may obtain a primitive recreation experience.

There is no doubt that there is urgent need to identify and protect many different kinds of wild lands, particularly in the East. The need is urgent and unless action is taken relatively quickly, there is going to be an emergency because of the pounding on the doors of the millions of people that want wilderness and wild land experiences.

President Nixon set the tone for that in his message on the environment, in which he directed the Secretaries of Agriculture and the Interior to accelerate their identification of Eastern United States areas having wilderness potential.

Now, the President didn't say to the Secretaries, "Go out and find me a new kind of land." He told them to go out and find him wilderness. There is no doubt that that wilderness exists here in the East. The Forest Service, if it will look, can find them on its Eastern lands. I have listed a number of those areas on page 2 of my testimony.

These are areas of presently existing lands in the East which have all the qualities of a wilderness set forth in the definition of the wilderness Act.

These areas are subject to certain bills pending in Congress. All but one of them are the subject of Senator Jackson's omnibus eastern wilderness bill, Senate 3792, which was just introduced.

These bills deserve the immediate consideration of every Member of the Congress. These areas, and many like them, could already be wilderness areas. That is, except for one thing, and that is the opposition by the Forest Service. Forest Service opposition to these areas as wilderness areas is based on their own interpretation of the Wilderness Act, which is overtechnical and highly restrictive, and unrealistic.

It completely avoids, we think, the intent of Congress. The Forest Service maintains that only virgin forests can qualify as a wilderness. It further maintains once an area has lost its virgin character, it can never be restored to wilderness no matter how long you wait. They take the extreme position that if you cut a forest and set it aside and don't touch it again for 1,000 years, it is still not wilderness again. That, we think, is completely unrealistic.

The Wilderness Act, on the other hand, recognizes that areas that have been affected by man can be wilderness. In the definition, the Wilderness Act refers to those areas that generally appear to be affected primarily by the forces of nature, with the imprints of man's work substantially unnoticeable.

Now, if you have an imprint of man's work, not matter how substantially unnoticeable, there is some prior activity in the area and the area is not virgin. So, by the very language of the act, Members of Congress in passing it anticipated there would be wilderness areas where there had been past activity.

The Wilderness Act also refers in its definition to preserving features of historical significance. We ask this honorable committee, how can you have historical features without any presence of man to make them there? The history of the Wilderness Act makes it manifestly clear that it was intended to be applied in the East as well as the West.

The Forest Service interpretation relies primarily on former timbering activities, which they point to. The land in the East is subject to a long growing season, a high moisture content, and fertile soil; with these the land will restore itself. There are many, many areas in the East that once were logged and that are now, in fact, restored. They have restored themselves.

These are areas where it takes a professional person to identify the past activities of man. I grant you that a person who has a Ph. D. in forestry may be able to analyze the area and say, oh, it has been logged. But I also tell you that the ordinary average observer, including the Ph. D. in other fields than forestry, cannot tell whether there has been any past activity of man.

We think those areas qualify as wilderness. Past practice on the part of the Forest Service shows that this has not always been their attitude. Way back in 1964, just before the Wilderness Act was passed, they created a wild area back in North Carolina, the Shining Rock Area. At the time they put it into the wild category they knew that it would soon become wilderness under the automatic clause of the Wilderness Act. Yet they knew when they put it in the wild area that

it has been logged, clear-cut, burned, and had the scar of a railroad on it.

Knowing that, and knowing the definition of the Wilderness Act, they still put it in a position where it would automatically become wilderness.

Congress itself has recognized this. For example, in the Great Swamp Wilderness which was enacted into law several years ago, there was a road right through the area, right down the middle. It was an area under consideration and Congress said to the New Jersey people, why don't you close the road? And they said, fine, we will do it, and instead of having two wilderness areas with a road through the middle of it, we will have one wilderness area with a closed road, a mark of man, I grant you, which is now restoring itself.

It is an intrusion but it didn't prevent that area from being wilderness.

So we say that there is wilderness in the East and it qualifies now. We would be much more favorably disposed to the wild area system if there had been some progress in the Eastern wilderness for the areas that do have wilderness. But there has been no such progress.

Wilderness proposals traditionally fall into the jurisdiction of the Interior Committees. With all due deference to this committee, we submit that any wild area system is properly within the jurisdiction of the Interior Committee. On reason we are opposed to Senate 3699 is because of the possible conflict between the two systems.

Over here, we are talking about one bill and over in the Interior Committee we are talking about another bill. Now, you know there is a natural tendency of people to compromise. We are afraid that the compromise will always run to the system that gives less protection and it will be a compromise away from the real values in our case, because we know that we are going to have the opposition of the Forest Service in the Interior Committee.

Senator AIKEN. I am not on the Interior Committee. I am on the Joint Committee on Atomic Energy. What is your position in regard to the use of nuclear explosions on public lands to develop oil, minerals, and gases? Do you oppose that?

Mr. SNYDER. I am not aware of the position of the Sierra Club on that question.

Senator AIKEN. I was just wondering because you do get tax-exempt contributions for maintaining the club, don't you?

Mr. SNYDER. No. sir. We should, sir, but we do not.

Senator AIKEN. You should, but you don't? Well, you are aware of where the members of the Interior Committee come from?

Mr. SNYDER. Yes, sir.

Senator AIKEN. There are none east of the 100th meridian. There is none east of the Dakotas and Oklahoma. Do you understand why that is so? Can you tell us what to do to correct it?

Because, if we are going to come under the Interior Department, we should at least have something to say about the operation of the Interior Committee. I don't like to see this develop into an issue between the Forest Service and the Interior Department. During my lifetime, I have seen that happen a couple of times.

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The first issue was in 1908 between Mr. Ballenger and Mr. Pincho. If you haven't read about that issue, I think it might be wise to do so. Then, again, there was the Teapot Dome question in 1920, which I think was blown up probably out of all proportion, but nevertheless it was important. And those things don't die down. I hope you understand the attitude of the people east of the 100th meridian, which is over half of the United States.

Mr. SNYDER. We are from east of the meridian.

Senator AIKEN. I hope you understand their attitude about not having anything to say about the use of their own lands.

Mr. FUTRELL. We are from east of the 100th meridian, both Mr. Snyder and myself. The Secretary is from east of the 100th meridian, and the users of the park system and the outdoor recreation area system which the Interior administers. Many of them are from east of the 100th meridian.

Senator AIKEN. Indeed. But we don't have any member of the Interior Committee east of the Dakotas. What would you do about that?

Mr. FUTRELL. The Senate would have to solve that. The Sierra Club would like to see that solved.

Senator AIKEN. Do you suppose you could help get some?

At the time when Puerto Rico was under the Interior Department, we did have a member of the Interior Committee from New York City. Of course, there were a few hundred thousand Puerto Rican votes at that time which I don't think had anythings to do with it, but I do hope you understand there is a difference between a wild area and a wilderness area.

You probably could hunt all over the East and you couldn't find a place where you could walk across 2 miles of sand or land of that description anywhere.

Well, anyway, I interrupted. But I do say that if this develops into a squabble, the wild areas are lost. So, if this develops into an outright war between the Interior Department and the Forest Service, we will all lose.

Go ahead.

Mr. SNYDER. The concept of a wild areas system, we think, is the correct approach, but legislation at this stage we think would be premature. First, there should be a study with public participation, of course, to determine the best way to handle those areas. Such a study could determine whether it should be an administrative system or whether we need a statutory system. The study should also identify the needs to be met and the management standards required. We would welcome such a study and would fully participate in it.

The Forest Service now has administrative authority to give protection to these areas equal to that to be afforded by this bill and there is no need for the bill when the Forest Service has the power already.

One major function, we think, of a wild areas system would be the creation of future wilderness. We think that we can grow wilderness on lands in the East in areas that are not now wilderness but in the future can afford a wilderness resource.

There are several things about the bill which I will comment on particularly. But, in general, we think that any system of manage-

ment should afford these areas protection at least equal that of the Wilderness Act. One thing, we think, is that we should have some areas to talk about. Just creating a framework of the system without any specific areas in mind is liable to leave us with a skeleton with no flesh on it. That is not without precedent.

The Wilderness Act, of course, created a number of instant wilderness areas. The national wild and scenic rivers system created a number of instant wild and scenic rivers and provided for the study of a number of others. We would think that the proper approach would be to have this bill start off with a system of immediate candidates for inclusion with provisions for review.

And this bill fails to make any provisions for the systematic review to identify all of these potential areas. We think there should be provisions requiring the Forest Service within a time period of, say, a year to inventory its lands and to come up with the potential areas for inclusion in this system.

Senator AIKEN. I think they have done that.

Mr. SNYDER. They haven't done it.

Senator AIKEN. Eight one-hundredths of 1 percent of the forest lands east of the 100th meridian and 1.4 percent of the national forest lands east of the 100th meridian qualify as wild areas.

Mr. FUTRELL. Are you reading from a Forest Service document, sir?

Senator AIKEN. Yes.

Mr. FUTRELL. Could we get a copy of that?

Senator AIKEN. I don't know. It has been prepared by the staff. Is this information from the Forest Service?

Mr. MICHAEL R. MCLEOD, Committee Counsel. Yes.

Mr. FUTRELL. Could we have a copy of it?

Mr. MCLEOD. We will make it available.

Senator AIKEN. I think we better put it in the record so that everybody can have it. But that is the percentage which would be qualified under the Wild Areas Act.

Mr. MCLEOD. Those are areas that they picked out, just as a rough estimate of areas that might qualify as wild areas under the bill we are trying to enact.

Senator AIKEN. 1.4 percent national forest land, 0.81 percent of all forest lands east of the 100th meridian. Those are the figures.

Mr. SNYDER. There are many phrases in the act which are so broad as to require more particular definition. For example, one clause provides for restoration of these areas back to their natural condition. We think that in general nature is the restorer that should be called upon and that man's restorative activities should be in the nature of abstention from restoration.

Senator AIKEN. You understand, don't you, that there is no claim that this is a perfect bill. It is subject to revision but the authors do claim that time is of the essence and we have to do something fast.

Mr. SNYDER. Yes, sir. We think the time being of the essence, that there should be some action on the wilderness that exists now under an existing piece of legislation rather than holding up on action on

the true wilderness areas awaiting the uncertain state of this bill while it winds its way through the legislative process.

We would like to see development kept to a minimum so that in going into these areas, the user would have a wilderness experience and not an experience of being confronted with activities of man, which would include no timber cutting at all, not even for the purpose of making game openings. We think commercial services should be completely prohibited and that all roads should be closed, and that there should be no roads, not even for safety purposes.

When our forefathers stepped ashore there was no safety squad backing them up, to come and rescue them if they got into trouble. We think that the wilderness user or wild land user assume the risk of his experience and that the management of it should be angled toward the majority of those users, and not toward the one in a thousand who is going to get into trouble because of his own blundering.

There are some people that you cannot protect from themselves, no matter what you do. We think that no effort should be made to protect those people.

Senator AIKEN. How would you handle forest fires?

Mr. SNYDER. We think that they should be left to burn.

Senator AIKEN. And you would do away with fire towers?

Mr. SNYDER. Fire towers, fire roads, and the like should be eliminated so that the forces of nature could prevail and control.

Mr. FUTRELL. A perfect example of that is Isle Royal National Park, which is 40 miles long and 7 miles across. It is managed by the National Park Service under the wilderness system.

Mr. SNYDER. In addition to a wild areas system, there are other lands that need to be protected in order to make a complementary system. These are natural areas, the scenic areas, those areas, as well as wild areas, need to be identified and given protection, so that we can have a full scale of outdoor areas where a wild experience can be had ranging from wilderness wild areas to picnic areas.

Thank you very much.

Senator AIKEN. Well, as the fellow says, I don't want to own all of the property in my State; I just want to own what adjoins me.

Would you restrict the area which could be held by one person of private lands?

Mr. FUTRELL. The Sierra Club has no position.

Senator AIKEN. Of course, there are lumber companies now making more money from recreation than from lumber.

Mr. SNYDER. That is right. And there is no reason they can't provide the intensive use-type recreation facilities.

Senator AIKEN. You would be willing, then, that a private person, who is well-to-do or a corporation could own all of the land they could buy and pay for?

Mr. FUTRELL. The club has no position on this, sir. The club has no position on Senate bill 3105, the forestry incentives bill that the Agricultural Committee has been working on but many conservationists in the club, such as myself, applaud the efforts in Senate bill 3105, individually. This is our individual viewpoint.

Senator AIKEN. That is very interesting. Thank you.

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

The Sierra Club urges protection of ten to fifteen thousand acres of the Bee Branch-Sipsey area in Bankhead National Forest as wilderness under the 1964 Wilderness Act—and endorses those bills such as Senate bill 1608 and Senator Jackson's Omnibus Eastern Wilderness Bill which treat the Sipsey as wilderness.

The Bee Branch-Sipsey River study area which contains 15,611 acres bordered by Forest Service roads 210, 203, 208, 224, and 26 and has long been recognized as Alabama's most undisturbed natural area. Its character is such that it should be included in the system established under the Wilderness Act of 1964. During the past years Sierra Club members have established a very high use rate of the Sipsey wilderness with overnight backpacks, day hikes and canoe trips. Many of our members who have visited and camped in the established western wilderness areas have used these opportunities to compare and judge the wilderness quality of the Sipsey area and there is wholehearted agreement among them that this area presents the user with the experience described in the Wilderness Act of 1964. It is land which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's works substantially unnoticeable; (2) has outstanding opportunities for solitude and primitive and unconfined recreation; (3) is of sufficient size to make practicable its preservation and use in an unimpaired condition; and (4) contains ecological and geological features of scientific, educational and scenic value.

The Sipsey is a worthy company to other areas in the eastern wilderness system such as Lynville Gorge, Shining Rock, St. Marks Wildlife Refuge, and Breton Islands.

More than 22,000 citizens of Alabama have signed petitions and written letters urging the Forest Service to put this area in the wilderness system.

The Sipsey is an example of lands under Forest Service management that fully meets the requirements of the Wilderness Act and therefore should most suitably be included in the wilderness system.

At this time, we understand that the Forest Service and this committee are considering a new system of land use classification to be called wild areas. Last month, we received an announcement of a Forest Service hearing requesting public participation in identifying and formulating criteria for this new classification. The Forest Service designated the Sipsey area in the Bankhead National Forest as such an area in Alabama.

When the Forest Supervisor for the state of Alabama called on me in my office last month and presented me with outlines of the plans for the wild area system, I asked him what other areas besides the Sipsey would be considered for such a system. He confessed that he knew of none in Alabama. In our belief and the belief of tens of thousands, the Sipsey qualifies as wilderness under the 1964 Act. Our experience with the Forest Service in its advocacy on the wild areas system is that the only areas being proposed for inclusion therein are areas which logically belong in the wilderness system. The areas proposed for inclusion are small, mostly under 30,000 acres. We recognize the need for additional land use classifications in the eastern United States. But there is very little point for the Forest Service to be considering a new system when it is not willing to utilize the mechanisms already available to it. The Forest Service has not yet complied with the Wilderness Act in the eastern states.

There is merit in the concept of a wild areas system. There is an urgent need to preserve and to permit restoration of lands in the east as wilderness. Several million acres need to be set aside for primitive recreational use in addition to the several hundred thousand eastern acres that belong in the wilderness system. Any wild areas program developed by the Forest Service or by this committee must give recognition to this fact and must provide for management standards that are at least as stringent as those provided in the Wilderness Act of 1964.

We have reviewed the Forest Service's Southern Regions publication, *Recreation for the Future*, published in January 1972, outlining the outdoor recreational needs of the southern region in the coming decades and note the increasing demands for use of outdoor areas outlined therein.

At the same time as these demands for use of natural areas increase on the part of the general population we note the continuing trend toward the destruction of the southern forests. These trends are especially dramatic on private lands. It is estimated that the hardwood forests of Louisiana will have dis-

appeared by the year 1990. According to figures released by Richard K. Yancey, Assistant Director of the Louisiana Wildlife and Fisheries Commission, the hardwood forest which once comprised approximately 5½ million acres had been cleared to an area of 3,300,000 acres in 1961. By 1969, land clearing operations had further reduced the acreage in hardwoods to 2,500,000 acres. This meant that hardwoods were being removed at a rate of 111,000 acres per year between 1962 and 1968. The land clearing rate shows no sign of letting up and it is estimated that the hardwood forests of Louisiana will have, for all practical purposes, been eliminated by 1990.

Another study commissioned by Governor Winthrop Rockefeller in Arkansas and the Bureau of Outdoor Recreation noted that when settlers began arriving in eastern Arkansas they found a gigantic hardwood forest. The summary of findings of the study stated, that it was revealed that the destruction of woodlands in the delta region of Arkansas had reached almost catastrophic proportions, that approximately 150,000 acres of timberland had been cleared during each of the last ten years and that less than 2 million acres of woodland remained in the entire 10 million acre hardwood region of eastern Arkansas. The report concluded that it appeared that ultimately, unless some definite and aggressive action was taken to the contrary, that practically every privately owned wooded acre in eastern Arkansas would be cleared. As one flies from Memphis to St. Louis or from St. Louis to New Orleans, one sees a denuded landscape below the plane.

One of the most disturbing things I have seen is being carried out on national forest lands in the Bankhead National Forest. Here, the hardwood forests are being destroyed by the application of herbicides such as 245T and 240 and vast acres of pine plantations are being substituted for later harvest by the paper pulp industry. I will never forget my first trip to the Bee Branch Sipsey area. Within ten miles of the canyons of Bee Branch, vast acres of land, reaching scape as far as the eye could see in all directions, had been cleared of hardwoods and knee-high pine saplings stood in their place. Despite these depravations, there is a lot of land surrounding the 15,000 Bee Branch Sipsey area which, though disturbed and showing the imprint of man's activities, is beautiful and can offer a primitive recreational experience. This area would well serve as a 50 to 60 thousand acre wild area—if the Forest Service was indeed sincere in its advocacy of a wild areas system.

Unless action is taken by Congress, unless specific commands are given to the chief of the Forest Service, and more particularly to the district supervisor of the southern region, I doubt if we will have remaining hardwood forests for public recreation in the lower south. What is called for is a major commitment of millions of acres of land for preservation and restoration as natural areas and as wilderness.

The balance we advocate is not an unreasonable one. We do not insist that the whole Piedmont region or the Appalachian chain become one giant wilderness. We know that most of the National Forest land will eventually be logged, but we feel that at least ten percent of our forest land heritage should be set aside as natural areas and as wilderness.

Special interest areas such as the Sipsey highlight problems. The wild river is threatened by erosion from scars left by clearcutting at its headwaters, by herbicide spreading at its borders, and by a subordination of all values to a philosophy of cut and replant in pine for the paper mills. Whatever statutory system is set up for protection of the Sipsey, the chief message that we have in common with all the other witnesses who appear here is: "Protect the land." There is a massive ground swell of public opinion in Alabama that this area should be protected and should be preserved. The goal of this committee, along with the Forest Service, the Bureau of Outdoor Recreation, and the Senate Interior Committee which is charged with oversight of the Wilderness System, should be—to protect the land.

The Sipsey area qualifies as wilderness but those lands in Alabama which are not suitable for protection under the Wilderness Act should be protected by a variety of means. We understand that the committee is considering Senate 3699 offered by Senators Aiken and Talmadge. The shortcomings of this bill have been outlined in the accompanying testimony by Mr. Snyder. However, we call to your attention Senate 3225 drafted by the Alabama conservancy, as a step in the right direction. It focuses on the stringent standards needed for a true "wild areas" system. In this case, the people of the Alabama Conservancy are ahead of the

professionals in the Forest Service who have come up with S. 3699, a weak bill.

To place the Sipsey area in a system governed by a weakened statute such as S. 3699 would be a betrayal of the tens of thousands of citizens who have worked for protection of their natural heritage.

In conclusion, the Sierra Club endorses inclusion of the Sipsey area in the Wilderness System under the 1964 Act. Congress needs to establish a system to regenerate and restore ravaged eastern lands which do not qualify under the Wilderness Act. If such a wild areas system were established, it should be done as a supplement to the wilderness system and not as a betrayal of it. Such a system should have management standards at least as stringent as the Wilderness Act. S. 3699 is a mistaken approach; S. 3225 is the correct approach.

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

The Sierra Club is opposed to the enactment of S. 3699.

The Sierra Club for many years has actively promoted and supported efforts to protect primitive lands. The club, at both national and local levels, sponsors and conducts outings into areas which furnish a primitive recreation experience.

There is no doubt of the need for the identification and protection of many different kinds of wild lands in the East. The need is urgent, and the demand for such lands will mount to emergency proportions unless early steps are taken to provide for them.

In terms of wild lands, the immediate need of citizens in the East is for more wilderness, under the terms of the 1964 Wilderness Act (78 Stat. 890; 16 U.S.C. 1131).

President Nixon, in his February 8, 1972, message on the environment recognized this when he stated:

"* * * But a greater effort can still be made to see that wilderness recreation values are preserved to the maximum 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."

There is no doubt that there exist in the East substantial acreages of land on the national forest which now qualify as wilderness. A partial list of them would have to include the following:

	Acres
1. Dolly Sods, Monongahela N. F., West Virginia	10,200
2. Otter Creek, Monongahela N. F., West Virginia	20,000
3. Cranberry Backcountry, Monongahela N. F., West Virginia	36,300
4. Ramsey's Draft, George Washington N. F., Virginia	6,700
5. Laurel Fork, George Washington N. F., Virginia	17,000
6. Joyce Kilmer Memorial Forest, Slickrock Creek, Citico Creek, Nantahala N. F., North Carolina and Cherokee, N. F., Tennessee	32,600
7. Cohutta Mountains, Chattahoochee N. F., Georgia and Cherokee N. F., Tennessee	62,000
8. Sipsey Gorges, Bankhead N. F., Alabama	12,000
9. Bradwell Bay, Apalachicola N. F., Florida	22,000
10. Caney Creek, Ouachita N. F., Arkansas	18,000
11. Upper Buffalo River, Ozark N. F., Arkansas	6,000
12. Whites Creek, Mark Twain N. F., Missouri	16,000

The three areas in West Virginia, Kilmer-Slickrock (but not Citico) and Sipsey are subject of individual wilderness bills now pending before the Congress.

All of these areas, except Ramsey's Draft, are included in Senator Jackson's Omnibus eastern wilderness bill, S. 3792 (Jackson; Buckley; Church; Hartke; Nelson) introduced on June 30, 1972. The individual bills, and the omnibus bill deserve your immediate consideration.

Many, if not all these areas could already be wilderness, or well on their way to wilderness designation, but for one thing. That is opposition by the U.S. Forest Service opposition to wilderness for these and other areas on eastern national forests is based on its personal interpretation of the Wilderness Act, an interpretation that is over-technical, highly restrictive, and unrealistic, and which completely avoids the intent of this Congress in passing the Wilderness Act.

The Forest Service maintains that only virgin forest can qualify for wilderness. It further maintains that wilderness qualities, once lost, can never be regained, so that areas once affected by man's activities can never be restored to a pristine condition, no matter how long they are left alone.

The Wilderness Act to the contrary recognized that areas formerly used by man could be wilderness. Thus, in the definition the act refers to wilderness as an area which "generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable." If only areas of virgin territory were to be considered, this clause had no place in the act.

The Wilderness Act in the definition also refers to this wilderness as an area which may contain features of "historical value." How, we ask, can we have historical features without the presence of man and man's activities?

The history of the Wilderness Act makes it manifestly clear that it was intended to be applied to the East as well as the West.

Ninety percent of the Forest Service's pointing to works of man rest on former timbering and activities associated with it. On the areas previously cited, the evidence of past timbering, based on an examination of the trees now growing there, can only be recognized and analyzed by a Ph. D. in forestry. Most of the areas had logging railways built in them, and today the old roadbeds remain. They are no more noticeable than the graded footpaths that would have to be built if the railroad loggers had not already done the job. These marks are even less than substantially unnoticeable; they are not at all noticeable except to the professional observer bent on disqualifying the area for wilderness.

Past practice shows that the Forest Service has not always had this hypertechnical attitude. The Shining Rock Wilderness in Pisgah National Forest, N.C., is a good example. It was designated a wild area several weeks before the passage of the Wilderness Act. This was at a time when the definition of wilderness had been set, and it was known the area would automatically become wilderness. Yet the Shining Rock Wilderness had been logged by clearcutting, to the extent that virtually no trees grew there. After being logged, it burned, and burned so hotly that the land was denuded, and even no trees can grow on most of its area. And to cap it all, the old grade of a logging railway runs its length. It is an excellent hiking trail. It is also visible for miles.

The Congress has placed many areas into the National Wilderness Preservation System that contained marks of man's activities. In the Great Swamp in New Jersey it included a road inside the wilderness, when the local authorities agreed to close it so that it could revert to wilderness. The imprint of man's work in each of the areas I have cited, like the road in the Great Swamp, and the logging in Shining Rock, is now substantially unnoticeable.

The Sierra Club would be more favorably disposed toward a wild areas proposal had there previously been a reasonable approach to the eastern wilderness that we know exists. In the absence of any move toward review of these known eastern wildernesses, we can only view S. 3699 with suspicion, as it will have the effect of diverting them away from consideration as wilderness.

Wilderness proposals have traditionally fallen into the jurisdiction of the House and Senate Interior Committees. Those committees have developed considerable experience in handling wilderness questions. We submit that any proposals for either wilderness or wilderness-type legislation, either general or specific, should properly be acted upon by the House and Senate Interior Committees.

The existence of two congressional systems of wild land protection, operating concurrently, in competition, and before different committees, would mean the death of the Wilderness Act for the East. The stated position of the Forest Service, that there is no eastern wilderness, means they would never support any wilderness proposal. This, coupled with the normal tendency to compromise, would mean in every case a compromise away from wilderness. Any bill which would have this effect does not have our support.

The Sierra Club strongly believes the 12 areas I have mentioned do qualify as wilderness, now. Our support for any wild area legislation is contingent on progress toward inclusion of these areas in the National Wilderness Preservation System, under the 1964 Wilderness Act.

At the same time we do agree that there are other areas in the East, even more numerous, that do not presently qualify as wilderness, but which deserve protection as wild lands. Such lands would include areas which, if protected, can regain wilderness qualities, as well as other natural areas, scenic areas, research

natural areas, and the like. A system of wild areas could be one way to protect a portion of these lands.

The concept of a wild areas system, we believe, is a correct approach. But, legislation to create such a system is premature at this stage.

First there should be a study, with public participation, to determine the best way to handle wild areas. Such a study would explore whether the system should be administrative entirely, or whether it should be a statutory system. The study would identify the needs to be met by the system, and the nature of management required. The Sierra Club would welcome such a study and would participate fully in it.

During the period of any study, the areas so far identified as potential wild areas should be given administrative protection. As they are identified, other potential wild areas should be added to the list of those receiving administrative protection. The proposed legislation, S. 3699, would not be necessary during this interim study period. The Forest Service now has the authority to give administrative protection equal to that afforded by this legislation. Since the bill adds no powers they do not already possess, the Forest Service could give full protection to these areas while the details of strong legislation were being studied and resolved.

The Sierra Club regards one major function of a wild areas system to be the creation of "future wilderness." Given the high rainfall and fertile soil of the East, we think the healing forces of nature, if left unaided, can erase the marks of man and restore wilderness qualities to many areas of our land.

In order for us to grow future wilderness, as well as to create areas that appear predominantly primitive, we have to let nature do the job alone. The constant grooming and tinkering envisioned in S. 3699 would be exactly what is not needed; it would be just enough to keep the areas from ever acquiring a truly primitive character. The bill under consideration would in effect create national recreation areas, under another name.

So that the Senate Agriculture Committee may know our views, we will comment on several of the provisions of S. 3699 in order to contrast them with the view of the Sierra Club.

In general, any system of wild areas should have protection at least equal to that of the Wilderness Act.

SECTION 4—ESTABLISHMENT OF AREAS

We think that any wild areas system should be started up with a number of instant wild areas. In other words, the initial legislation should create a system which contains a number of areas, whose qualities are near wilderness. There is ample precedent for this. The Wilderness Act brought in automatically those areas on the national forests classified at the time of passage as "wilderness," "wild," or "canoe." The National Wild and Scenic Rivers Act designated eight rivers for immediate inclusion in the National Wild and Scenic Rivers System and listed by name 27 others for mandatory review. There is no reason why a wild areas act would not begin the same way. Such a beginning would go a long way toward creating a favorable attitude among conservationists and other concerned citizens. In too many cases we have seen enactment of State wild and scenic rivers laws, but without any rivers; only the skeleton without any meat. We should avoid that specter by having this bill designate the initial components of the wild areas system. The review of any areas designated for mandatory review should be completed within 1 year of the passage of any act, with provision for interim administrative protection.

In order to assure that other qualifying areas are added to a wild areas system, there should be requirements for identification, with time limits for review. This should be accomplished by provision for an inventory of national forest lands to locate such areas, to be completed within a short period, say 1 year. All areas placed on the inventory should then be reviewed, the review to be completed within a longer period, say 3 years. All inventoried areas should receive complete administrative protection during the review period. Needless to say, there should be full public participation in the inventory and review processes.

Section 5(a)(1). This clause provides, among other things, for restoration of primitive, natural, and wild conditions. Restoration is a broad term. What it encompasses needs to be further defined.

Generally, nature is the only restorer needed, and she can do the job without the help of man.

Restorative activities should be held to a level that can be carried out without further damage to the area in the process. It might include such activities as plowing existing roads to speed up their regrowth in natural cover. It could include removal of iron, stone, or concrete structures when the materials can be removed on existing roads, or by helicopter. Usually wooden structures should be left to rot. Any plantings to cover scars should be of indigenous species, and areas having a native vegetative cover should not be replanted at all. No new roads should be built, and no existing roads improved to facilitate restoration.

There should be no major earthmoving done in restoration. For example, in the Forest Service brochure on Joyce Kilmer Memorial Forest-Slickrock Creek the Forest Service argued that the old railroad bed would have to be obliterated as part of any wilderness proposal. The process of attempting to restore a supposed natural contour to the land would clearly create a swath of damage equal to or greater than that caused by the original construction. Scars on the land from old road and railroad beds should be left to be healed by nature. Once the banks have grown up in trees and the rocks mossed over, they detract no more from the scenery than the graded footpaths that are commonly made in trial construction. In fact the old grades can usually be utilized for trailways, and to the average observer appear to have been built for that purpose.

Section 5(a)(3). The only developments permitted should be the construction of some trails for hikers and, where appropriate, for riding and pack stock, including bridging over unfordable streams. Any other development can only detract from the wild qualities the area would be destined to provide. Facilities for sanitation, car parking, and the like should be limited to points near but outside the borders of the wild area.

Only by keeping developments outside the wild areas can they fulfill their function of providing future wilderness to us. Developments inside the boundaries would disqualify them from even becoming wilderness.

Section (5)(a)(4). The use of motor vehicles, motorized equipment, and aircraft should be absolutely prohibited in wild areas. In the east, use of aircraft would require clearing of airstrips and landing pads in the forest, as they rarely occur naturally. Roads would have to be maintained for motor vehicles. Even the best maintained roads are still roads, and when encountered in a usable condition, take the edge off any wilderness experience.

The concern for the health and safety of wilderness and wild area users is an overzealous one. It is uncalled for in this kind of environment. Users can easily be informed they travel at their own risk, and that no rescue can be expected. Our forefathers who penetrated the wilderness from the day they first stepped ashore knew this.

Users of wild areas should know they enter at their own risk. The Government owes no further obligation. As a matter of fact, it is probably impossible to protect impetuous users from their own foolishness. In attempting to harbor these people the Forest Service is doing a disservice to the majority in order to save the 1 in 1,000 from learning a lesson from his own blundering. The order of priorities should be reversed, with the catering done to the majority of users. The others not even the Forest Service can protect from themselves. Maybe nature is trying to tell us something about them?

Likewise, the control of fire, insects, and disease should be left to nature. It is one of the advantages of having areas such as wild areas that the forces of nature can be left alone to work out their own balance. The opportunities for scientific study are also lessened if the natural forces are artificially controlled. We can learn more, I suggest, by waiting to observe the controls that nature will find for these conditions.

Section 5(a)(5). This section is good as far as it goes, but it does not go far enough. All timber harvesting, and all tree cutting, except where necessary for trail construction, should be prohibited. Tree cutting should not be allowed to create wildlife openings, or to create vistas. Such operations are as repugnant to the idea of a place where nature is dominant as is commercial logging. Both commercial and noncommercial tree cutting are expressions of the dominance of man. What we need is areas where the influence of man is downgraded, and nature is allowed to dominate.

Section 5(a)(6). Grazing, where permitted, should also be allowed to pack stock. A riding horse carries one person at a time. Pack stock can carry the gear

of several persons each. The use of pack stock can thus reduce the impact of stock on an area by a conservation of use.

Both riding and pack stock usage should be extremely limited and subject to special provisions. Most of our potential eastern wild areas are so small that a healthy person can walk anywhere in them in a day's time. Stock are convenient to some only in the extremely large areas.

It is well known that stock cause much greater damage to trails than hikers. This in turn causes much higher maintenance costs for trails used by stock. Where allowed, stock should be required to use trails specially constructed to withstand the heavier wear they occasion.

Section 5(a)(7). Commercial services should be limited to those provided by guides and packers. In their cases, their facilities should be outside the wild area boundaries. Allowing any other commercial activities inside a wild area would have the effect of destroying rather than promoting primitive recreation opportunities.

The proviso in section 5(a)(7) should be completely removed. We realize that substantially the same language appears in the Wilderness Act of 1964. We also realize that act contains many compromises.

The proviso clause here allows the President to veto and undo the will of Congress at any time. Not only can he undo the will of Congress by acting under the proviso, he can also go ahead and authorize uses that will destroy a wild area by removing its ability to provide solitude in a primitive setting.

The proviso allows the President to act without holding any hearings to sound the public sentiment. It allows the President to act not just without the advice and consent of Congress, but even without notice to it. Nor is any review by the courts of the President's ex parte decision allowed.

There can never be a need so great or so dire a necessity that there is not time to consult the wishes of the people openly, either directly or through their chosen representatives in the Congress. We say that facilities needed in the public interest in wild areas should never be authorized except in the same way the wild area itself was authorized; that is, by an act of the Congress of the United States. We should not allow to the President the power, at the stroke of a pen, to destroy centuries of the work of both men and nature.

Section 6. Acquisition of inholdings is not only desirable, it is an absolute necessity if the wild areas system is to be of significant value. Inholdings today are often characterized by small farms and mountain cabins. Tomorrow they are more likely to become resort subdivisions. Nothing could do more to ruin the sense of remoteness for a user than for him to walk into such a development. Inholdings should be acquired as early as possible to forestall such development inside any wild area, existing or proposed. The acquisition should be going on now, and should continue while the best way of protecting wild lands is under study.

Section 7. The vast bulk of wild lands in the East are purchased lands. Mining claims cannot be staked on purchased lands. On the other hand, purchased lands are subject to mining rights existing at the time of purchase. This section would leave those mining rights outstanding. The danger though is not from claims staking, it is from the exercise of "existing valid claims." By withdrawing all wild areas units from appropriation under the mining laws very little toward protecting them from mining will be accomplished.

Much more important would be a provision for acquisition of "existing valid claims." This could be done by additional language in section 7, or the addition of appropriate language in section 6.

Mining operations pose as great a threat to the experience sought by wilderness and wild areas users as do subdivisions. One mine could easily destroy an entire wild area. Full protection requires elimination of all mining claims. This means acquisition of existing mining rights as well as withdrawal from further appropriation under the mining laws.

There is another category of lands that needs to be considered for protection. This includes natural areas, research natural areas, and scenic areas. Included in this category should be areas too small to be considered for wilderness, or for wild areas. Also included should be areas that may never qualify as wilderness or as wild areas, such as formerly strip-mined lands, where the natural landscape has been totally disturbed.

There should be an immediate inventory of these areas as well. After identification, there needs to be a system of administrative or legislative protection for them.

Fitting these areas into the picture of wild lands is important. It is the way to provide for protection for every category of land that can provide an outdoor experience in a natural or near natural setting.

The Sierra Club appreciated the opportunity to present this statement and thanks the Agriculture Committee for hearing it.

Senator AIKEN. Our next witness is Ernest Dickerman, director, field services, eastern region, Wilderness Society.

Mr. Dickerman, you have been waiting here a long time. Please come forward.

STATEMENT OF ERNEST M. DICKERMAN, DIRECTOR, FIELD SERVICES, EASTERN REGION, WILDERNESS SOCIETY

Mr. DICKERMAN. How do you do? I am delighted to be here.

Senator Aiken, we have prepared two separate statements so as to keep the Sipsey wilderness from being involved in any argument about the S. 3699. And if I may, I would like to commence with our statement on S. 3699, the eastern wilderness proposal.

As I understand, you have agreed to put full statements into the record as if read, even though only portions may be read?

Senator AIKEN. That is correct.

Mr. DICKERMAN. I will excerpt portions of it.

My name is Ernest M. Dickerman, director of field services, eastern region, for the Wilderness Society. The Wilderness Society is a national conservation organization of some 75,000 members primarily concerned with the preservation and beneficial use of the wilderness and other natural areas of the country.

We appreciate the opportunity provided by this committee to appear today to express our views on the pending legislation to establish a new system for the protection of undeveloped lands on the national forests lying east of the 100th meridian. We further appreciate the desire of the sponsors of this bill to seek to extend statutory protection to wild areas on the national forests which may appear, according to some sources, not to qualify for the protection offered by the Wilderness Act of 1964. This is a highly laudable objective.

The Wilderness Society has had opportunity to examine this bill carefully, to compare it with the Wilderness Act, to review the application of the Wilderness Act by the Congress to wild areas, and in consequence of these studies to arrive at an assessment of the benefits to be gained and to be lost if the proposed bill were to be enacted into law.

The pending bill would establish a new and separate wild areas system on the eastern national forests. It would undertake to prohibit the commercial use or removal of the natural resources therein. It would result in the congressionally designed areas being administered primarily for outdoor recreation purposes.

Senator AIKEN. That, again, refers to recreation. Our intent is to preserve areas as nearly as possible in their natural state.

Mr. DICKERMAN. Agreed.

As far as they go, there is little to quarrel with about these objectives. But the protection provided to assure that nature shall be

dominant and that the natural conditions shall uninterruptedly continue, unimpaired by the works of man, is distinctly less than that provided by the Wilderness Act.

In the interest of conserving the time, Mr. Chairman, of you and the committee, I would like to move over now to page 4, the second paragraph. It would be the first full paragraph because we feel that the crux of this problem of whether a bill like S. 3699 is needed is dependent upon this attitude of the Forest Service towards the eastern national forests.

What makes it appear that a second and different system is needed in order to protect the wild lands on our eastern national forest? In our view, it arises because the U.S. Forest Service has taken it upon itself to deny that the act of Congress known as the wilderness law can be properly applied to the eastern national forests.

Senator AIKEN. Do you know if that has ever been defined in the courts or not?

Mr. DICKERMAN. No.

Senator AIKEN. That is, the Wilderness Act is interpreted as meaning an area of 5,000 acres or more and land which has never been defiled by man, and so forth? I am just wondering if the courts have ever made a decision on that definition, or whether they should.

Of course, the lawyers are now so busy with environmental matters anyway, I can understand why they haven't.

Mr. DICKERMAN. There has not been any court test on the definition of wilderness itself, and I will take that point up as we go along.

Senator AIKEN. It has been an administrative decision then?

Mr. DICKERMAN. Oh, yes; that is all.

Senator AIKEN. I was thinking of that when listening to the previous witness.

Mr. DICKERMAN. Right. The Forest Service has made up its own interpretation of the wilderness law's definition of wilderness and publicly declared that no area which has ever been logged, had roads in it, or contained any works of man can qualify for placement within the national wilderness preservation system. If one were to accept this interpretation, one might well suggest that a new statutory system is needed if we are going to preserve the choice wild areas on our eastern national forests.

Senator AIKEN. But that applies to both sides of the issue, too?

Mr. DICKERMAN. It sure could.

Senator AIKEN. The advocates of the wilderness system have also put their interpretation on it.

Mr. DICKERMAN. We will get to that as we go along.

Senator AIKEN. All right.

Mr. DICKERMAN. The Congress and the President make quite a different interpretation than the Forest Service.

But this interpretation of the definition of wilderness contained in the Wilderness Act—an interpretation unique to the Forest Service—is contrary to the reading and application of that definition by the Congress of the United States, by the President, by the Department of the Interior, the National Park Service, the Bureau of Sport Fisheries and Wildlife, and by most citizen conservation organizations—local and national.

The Congress has repeatedly placed in the National Wilderness Preservation System by legislative enactment areas which have been logged, roaded or contained the works of man. And the President and the Department of the Interior agencies have repeatedly recommended to the Congress for addition to that system areas which at some time in their past have been logged, roaded or contained works of man.

The act defines wilderness broadly, and principally in subjective terms. The concept of "virgin" or of never having been touched by man is nowhere present either in the definition or elsewhere in the law. On this point, the controlling clause in the definition—which clause the Congress has consistently applied—says that an area of wilderness is one which "generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable."

This clause was deliberately written into the definition in order that areas which have been affected by man's activities, yet which merit receiving the protection of the Wilderness Act, shall qualify therefor. The history of our eastern national forests and other eastern wild lands was well known to the framers of the act. They took care to frame a definition which would include such wild lands, whether found in the East or the West, without geographical distinction. What is needed is that the U.S. Forest Service shall apply the Wilderness Act under the same interpretation used by the Congress and the President. Then there will be no point to proposing a new statutory system of protection.

Appended to this statement is a partial list of areas which the Congress has placed in the National Wilderness Preservation System despite recognized past histories of some degree of logging, roading or works of man.

We would further point out that the wilderness law contains just one definition of wilderness; and that single definition is applied by Congress to all candidate wilderness areas without regard to East or West or to agency jurisdiction.

And, finally, we would call attention to the fact that three areas on eastern national forests—one in New Hampshire and two in North Carolina—were placed in the National Wilderness System by passage of the act on September 3, 1964. These areas were already in the Forest Service's own administrative wilderness system preceding passage of the Wilderness Act, and each had some history of logging or roading or works of man.

Particularly, the Shining Rock Wilderness on the Pisgah National Forest in North Carolina had been extensively logged, roaded and lived on by the mountaineers, but it had so far recovered its natural qualities through the restorative processes of nature—and thanks to the protection afforded by the Forest Service—that it was put into the National Wilderness Preservation System by the Congress when it passed the Wilderness Act.

It is worth pointing out that under the wilderness law it is the Congress and only the Congress who has the authority to decide whether an area shall be placed or not placed within the National

Wilderness Preservation System. For the Forest Service to presume to make a blanket judgment of exclusion for all potential wilderness areas on the eastern national forests is to presume to preempt to itself the power of the Congress.

Senator AIKEN. Doesn't the Congress also lay out the boundaries of the National Forests, beyond which it cannot expand?

Mr. DICKERMAN. That is true.

Senator AIKEN. It sets the areas for both the wilderness areas and the national forests.

Mr. DICKERMAN. I think the next sentence may perhaps be pertinent to the comment that you have offered there, Senator.

Under the provisions of the Wilderness Act, the authority of the Forest Service with respect to possible additions to the wilderness systems is limited to laying the Service's recommendations before the Congress in order that the latter may make the decision—not to attempt to deny to the Congress, the Congress' exclusive right of decision. That is to say, we can't even get these proposals before the Congress because the Forest Service blocks them and that, in effect, means the Forest Service is preventing the Congress from exercising the powers which it has just because it is Congress.

Senator AIKEN. The Forest Service cannot acquire new areas if it does not have the money to pay for them?

Mr. DICKERMAN. That is correct.

Senator AIKEN. And in some cases, we have had to expand the legal boundaries of a national park. I pointed out yesterday in my statement that only about 40 percent of the Green Mountain National Parks is within the area which Congress designated as the maximum which could be acquired.

So I would say that both the Interior Department and the Forest Service are responsible to the Congress and have to come to the Congress to get any new authority.

Mr. DICKERMAN. Certainly, what you say with respect to adding to acreage of a national forest is true but with respect to wilderness designation, only areas that are already owned by the Federal Government and are either on a national forest or national park or wildlife refuge can be considered for addition into the wilderness system, so that we don't actually face any question of the acquisition of additional areas when we are talking about putting an area of the national forest in the National Wilderness System.

Senator AIKEN. You are from Tennessee; is Lookout Mountain a national park?

Mr. DICKERMAN. It is a unit. The tip end of it is a unit in the national park system where the great battle there was fought.

Senator AIKEN. Yes; but some of it is privately owned?

Mr. DICKERMAN. Oh, yes. There is the incorporated community of Lookout Mountain up there.

Senator AIKEN. I know. They are coming into all of these areas as fast as they can. Somebody told me the definition of a true environmentalist is one who built his house in the woods yesterday.

Mr. DICKERMAN. I think you are right.

Senator AIKEN. And that is enough. We don't want any more.

Mr. DICKERMAN. It sometimes looks like that today.

Senator AIKEN. Well, it is laudable in a sense, if you feel like that. I know just how you feel.

Mr. DICKERMAN. If you got there, you should stay.

There is approximately one page more to the statement which I would like to read if I may.

As a practical matter, two separate legislative systems could lead to little more than confusion and stalemate. Whenever a candidate area was brought before the Congress, the discussion should not be on the merits of the proposed area but would become an argument as to which statute the area should be considered under. The situation would be further confounded because the two statutes would be administered by two different committees of the Congress, Agriculture on the one hand and Interior on the other, resulting in jurisdictional disputes.

Senator AIKEN. The Forest Service appropriations come under the Interior Subcommittee in the House and in the Senate too.

Mr. DICKERMAN. Well, there may be authorizations involved; yes.

It may be that there are some potential wilderness areas on eastern national forests deserving protection but not yet sufficiently restored by nature to qualify under the Wilderness Act. The wilderness society is strongly in favor of giving protection to such areas as and when each may be identified. In our view, the proper way to preserve such areas would be through interim administrative protection by agency or executive order. This would allow time to remove any incompatible structures and for the area to naturally recover; whereupon, in due course, it could be considered for placement in the National Wilderness Preservation System under the terms of the Wilderness Act.

There seems to be an impression in some circles that the bill here being considered would create new authority for the acquisition of lands to the national forests in the East. There also seems to be some impression that enactment of this bill could facilitate the placement in the National Wilderness Preservation System of areas on other lands outside of the national forest system. We see no basis for such impressions.

This bill as written limits, under section 2(b), its application to federally owned land within the national forest system located east of the 100th meridian. The bill contains no authority for the acquisition of new lands lying outside of areas within the proposed wild areas system. Nor does it even mention the Wilderness Act and its National Wilderness Preservation System, much less the placement of any lands therein. It is strictly a special national forests bill, limited to eastern national forests.

In conclusion, we believe that the members of this committee are truly concerned to preserve America's wilderness for the benefit of the people consistent with the policy stated in the Wilderness Act under section 2(a):

> It is hreby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness.

To promote the effective application of such policy, we urge the honorable members of the committee to reject this bill.

Thank you, Mr. Chairman.

Senator AIKEN. Your entire statement and the attachments will be included for the record.

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

Mr. DICKERMAN. My name is Ernest M. Dickerman, director of field services, eastern region, for the Wilderness Society. The Wilderness Society is a national conservation organization of some 75,000 members primarily concerned with the preservation and beneficial use of the wilderness and other natural areas of the country.

We appreciate the opportunity provided by this committee to appear today to express our views on the pending legislation to establish a new system for the protection of undeveloped lands on the national forests lying east of the 100th meridian. We further appreciate the desire of the sponsors of this bill to seek to extend statutory protection to wild areas on the national forests which may appear, according to some sources, not to qualify for the protection offered by the Wilderness Act of 1964. This is a highly laudable objective.

The Wilderness Society has had opportunity to examine this bill carefully, to compare it with the Wilderness Act, to review the application of the Wilderness Act by the Congress to wild areas, and in consequences of these studies to arrive at an assessment of the benefits to be gained and to be lost if the proposed bill were to be enacted into law.

The pending bill would establish a new and separate wild areas system on the eastern national forests. It would undertake to prohibit the commercial use or removal of the natural resources therein. It would result in the congressionally designated areas being administered primarily for outdoor recreation purposes. As far as they go, there is little to quarrel with about these objectives. But the protection provided to assure that nature shall be dominant and the natural conditions shall uninterruptedly continue, unimpaired by the works of man, is distinctly less than that provided in the Wilderness Act.

The wilderness law of 1964 is clearly stronger in the protection which it offers to preserving natural conditions. Thus, while the pending bill would prohibit commercial logging, it would allow timber removal under the guise of recreational purposes, wildlife openings, vista clearings and similar noncommercial purposes. This conflicts with the concept of preserving wilderness from future alterations by the works of man. In contrast, the Wilderness Act prohibits all cutting of timber.

The bill would permit the construction of "rustic, primitive" developments, for, among other reasons, the "well-being of the visiting public." These are vague terms which do not suggest any clearly defined limits. In any event, they could result in new construction being erected within areas that should be maintained as wilderness.

The bill's prohibition on mining appears attractive but would be ineffectual. The problem of mining on the eastern national forests lies not in the mining and mineral laws but in the fact that the mineral rights were retained by private owners who sold the land to the Fed-

eral Government. Only purchases of these rights by the Government can eliminate the mining threat.

We expressed the opinion above that the pending bill is designed primarily to serve outdoor recreation purposes. The Wilderness Society certainly is in favor of additional opportunities for outdoor recreation on public lands, whether Federal, State or municipal. There is very definitely a place for national recreation areas or similar recreation reservations established by Federal statute. However, where the preservation of wilderness and its environment uninterfered with by man is the goal, the Wilderness Act is far better designed to do the job. Going beyond a recreation concept, the wilderness law acknowledges the wisdom in man's refraining from changing every acre on this planet for his own short-term ends; acknowledges that man can learn important truths of life from studying the ways of nature uninterfered with and uninterrupted by man; and acknowledges that man in wilderness can find again the stability and the harmony of spirit so difficult for most of us to know even momentarily in the midst of today's crowded, speeding civilization. What makes it appear that a second and different system is needed in order to protect the wild lands on our eastern national forests? In our view it arises because the U.S. Forest Service has taken it upon itself to deny that the act of Congress known as the wilderness law can be properly applied to the eastern national forests.

The Forest Service has made up its own interpretation of the wilderness law's definition of wilderness and publicly declared that no area which has ever been logged, has roads on it, or contained any works of man can qualify for placement within the National Wilderness Preservation System. If one were to accept this interpretation, one might well suggest that a new statutory system is needed if we are going to preserve the choice wild areas on our eastern national forests.

But this interpretation of the definition of wilderness contained in the Wilderness Act—an interpretation unique to the Forest Service—is contrary to the reading and application of that definition by the Congress of the United States, by the President, by the Department of Interior, the National Park Service, the Bureau of Sport Fisheries and Wildlife, and by most citizen conservation organizations—local and national. The Congress has repeatedly placed in the National Wilderness Preservation System by legislative enactment areas which have been logged, roaded or contained the works of man. And the President and the Department of Interior agencies have repeatedly recommended to the Congress for addition to that system areas which at some time in their past have been logged, roaded or contained works of man.

The act defines wilderness broadly, and principally in subjective terms. The concept of "virgin" or of never having been touched by man is nowhere present either in the definition or elsewhere in the law. On this point the controlling clause in the definition—which clause the Congress has consistently applied—says that an area of wilderness is one which "generally appears" to have been affected primarily by the forces of nature, with the imprint of man's work "*substantially unnoticeable.*" (italic added) This clause was deliberately written into the definition in order that areas which have been affected by man's activities, yet which merit receiving the protection of the Wilderness

Act, shall qualify therefor. The history of our eastern national forests and other eastern wild lands was well known to the framers of the act. They took care to frame a definition which would include such wild lands, whether found in the east or the west without geographical distinction. What is needed is that the U.S. Forest Service shall apply the Wilderness Act under the same interpretation used by the Congress and the President. Then there will be no point to proposing a new statutory system of protection.

Appended to this statement is a partial list of areas which the Congress has placed in the National Wilderness Preservation System despite recognized past histories of some degree of logging, roading or works of man. We would further point out that the wilderness law contains just one definition of wilderness; and that single definition is applied by Congress to all candidate wilderness areas without regard to east or west or to agency jurisdiction. And finally we would call attention to the fact that three areas on eastern national forests—one in New Hampshire and two in North Carolina—were placed in the National Wilderness System by passage of the act on September 3, 1964. These areas were already in the Forest Service's own administrative wilderness system preceding passage of the Wilderness Act and each had some history of logging or roading or works of man. Particularly the Shining Rock Wilderness on the Pisgah National Forest in North Carolina had been extensively logged, roaded and lived on by the mountaineers, but it had so far recovered its natural qualities through the restorative processes of nature—and thanks to the protection afforded by the Forest Service—that it was put into the National Wilderness Preservation System by the Congress when it passed the Wilderness Act.

It is worth pointing out that under the wilderness law it is the Congress and only the Congress who has the authority to decide whether an area shall be placed or not placed within the National Wilderness Preservation System. For the Forest Service to presume to make a blanket judgment of excluson for all potential wilderness areas on the eastern national forests is to presume to preempt to itself the power of the Congress. Under the provisions of the Wilderness Act the authority of the Forest Service with respect to possible additions to the wilderness system is limited to laying the Service's recommendations before the Congress in order that the latter may make the decision—not to attempt to deyn to the Congress, the Congress exclusive right of decision.

As a practical matter, two separate legislative systems could lead to little more than confusion and stalemate. Whenever a candidate area were brought before the Congress, the discussion would not be on the merits of the proposed area but would become an argument as to which stuatute the area should be considered under. The situation would be further confounded because the two statutes would be administered by two different committees of the Congress, Agriculture on the one hand and Interior on the other, resulting in jurisdictional disputes.

It may be that there are some potential wilderness areas on eastern national forests deserving protection but not yet sufficiently restored by nature to qualify under the Wlderness Act. The Wilderness Society

is strongly in favor of giving protection to such areas as and when each may be identified. In our view the proper way to preserve such areas would be through interim administrative protection by agency or Executive order. This would allow time to remove any incompatible structures and for the area to naturally recover; whereupon in due course it could be considered for placement in the National Wilderness Preservation System under the terms of the Wilderness Act.

There seems to be an impression in some circles that the bill here being considered would create new authority for the acquisition of lands to the national forests in the East. There also seems to be some impression that enactment of this bill facilitates the placement in the National Wilderness Preservation System of areas on other lands outside of the national forest system. We see no basis for such impressions. This bill as written limits, under section 2(b), its application to federally owned land within the national forest system located east of the 100th meridian. The bill contains no authority for the acquisition of new lands lying outside of areas within the proposed wild area system. Nor does it even mention the Wilderness Act and its National Wilderness Preservation System, much less the placement of any lands therein. It is strictly a special national forests bill, limited to eastern national forests.

In conclusion, we believe that the members of this committee are truly concerned to preserve America's wilderness for the benefit of the people consistent with the policy stated in the Wilderness Act under section 2(a): "It is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness." To promote the effective application of such policy, we urge the honorable members of the committee to reject this bill.

Thank you, Mr. Chairman.

(The attachment to Mr. Dickerman's statement is as follows:)

A Partial List of Areas Placed in the National Wilderness Preservation System by the Congress Which Have at Some Time Been Logged, Roaded, or Contained the Works of Man

Areas have been placed in the National Wilderness Preservation System by the Congress which contained old roads, buildings and other structures and which had at one time been logged. In the examples listed below it is indicated within the parentheses whether the area is National Forest, Park or Wildlife Refuge, the state in which located, and the year placed in the NWP System.

Bob Marshall Wilderness (N.F., Montana, 9/3/64): Old Danaher Ranch lay within this Wilderness. Originally consisted of usual ranch buildings, corrals, etc. Buildings have all disappeared or been torn down deliberately.

Three Sisters Wilderness (N.F., Oregon, 9/3/64): Old dirt road leading into site of pumice deposit; still exists, visible as it winds thru the forest.

Pasayten Wilderness (N.F., Washington, 1968): Old dirt road at least five miles long, may be as much as ten miles long, still exists in Horseshoe Basin, the two wheel tracks readily visible. A large cabin still stands at a location called Spanish Camp. Used intermittently as a patrol cabin or for other administrative purposes.

Selway-Bitterroot Wilderness (N.F., Idaho-Montana, 9/3/64): Old wagon road in Fred Burr Canyon, 10 miles northwest of Hamilton.

Desoluation Wilderness (N.F., California, 1969): Two reservoirs, one built way back in 1865 and the other in 1958. Inclusion of them was hotly contested in the Congress. On the floor of the House of Representatives an amendment to

the Interior Committee bill was passed to include both reservoirs; subsequently the Senate concurred. The low-standard access road to the 1958 dam was still visible in 1969. Note: The Forest Service recommended inclusion of both dams in the wilderness, taking the position in the case of the newer 1958 dam that it was essential to Sacramento's water supply and that it could have been approved for construction under Sec. 4(d)(4)(1) which permits the President to authorize water resource structures within the Wilderness System, if the Act had been in effect at that time.

Great Swamp Wilderness (N.W. Refuge, New Jersey, 1968): An old public road, originally paved, tho by 1968 badly worn and full of chuck holes. This old road intersected the proposed wilderness, dividing it in two parts. At the request of the House Interior Committee, the county agreed to officially close the road and did so; whereupon the Committee wrote a bill for a single, undivided wilderness, including the closed road, and the Congress passed the bill.

Seney Wilderness (N. W. Refuge, Michigan, 1969): Was logged in earlier times, before being placed by Congress in the NWP System.

Shining Rock Wilderness (N.F., North Carolina, 9/3/64): This area in the course of its history had been logged and burned, and had unpaved roads in it. It was established under the Forest Service's own administrative regulations as a wilderness just a couple of months before passage of the Wilderness Act and at a time when the definition of wilderness to be written into the Wilderness Bill was known.

Boundary Waters Canoe Area (N.F., Minnesota, 9/3/64): This area had been subject to extensive logging; and as of 9/3/64 contained old dirt roads and also deteriorated small wooden dams to hold back spring freshets for the logging drives.

Senator AIKEN. I might say for clarity what I said a few minutes ago, that under the standing rules of the Senate National Forests other than those created from the public domain come under the jurisdiction of the Agriculture and Forestry Committee, and those created from public domain lands come under the Interior Committee.

Mr. DICKERMAN. We realize there is a very definite question on that point, and it came up originally, Senator Aiken when the wilderness bills were being considered before the Congress and it was recognized that there was this kind of a question. And at that time the Congress made the decision that any matters pertaining to preservation of wilderness would all be handled by the Interior Committee.

So that practice has been in effect under the Wilderness Act now for some 8 years and additionally for a number of years while the wilderness bill was being discussed.

Senator AIKEN. I don't think we have time to hear the rest of the witnesses this morning. We have quite a few left.

Mr. DICKERMAN. Could I make a few comments on the Sipsey Wilderness?

Senator AIKEN. Go ahead.

Mr. DICKERMAN. This is a short statement. I think we can cover it briefly.

The Wilderness Society has long cooperated with the Alabama conservancy in the latter's leadership role to secure the protection of the Wilderness Act for the Sipsey Wilderness on the Bankhead National Forest in Alabama. The society actively supports and fully endorses the objectives of the conservancy to place the 11,000 to 12,000-acre Sipsey Wilderness in the National Wilderness Preservation System.

The major portion of the proposed Sipsey Wilderness consists of deep gorges often faced with step rock cliffs. In the bottom of these gorges flow streams tributary to the Sipsey River. All of these gorges

are rich in plant life with an abundant assortment of tree, shrub and flower species. Because the gorges for the most part were commercially inacessible to timber operators, giant specimens of hemlock, tulip, beech and other eastern hardwood trees abound.

It is certainly true that the minor upland portion of the proposed Sipsey Wilderness experienced commercial logging activity. However, as one wanders through this upland forest, he is impressed by its high quality and its sense of being dominated by nature, not by man.

We would also point out that this proposed wilderness area lies within 75 miles of the metropolitan area of Birmingham, Ala. Consistent with the policy laid down by the Congress in the Wilderness Act that the wilderness resource of the Nation shall be preserved for the people, it is most essential that wherever possible we preserve wilderness near where the people live in order that its benefits may be more readily available. Giving statutory protection to the Sipsey Wilderness under the Wilderness Act most definitely would promote this objective.

We do not propose to go into a discussion here of detailed features of S. 3224 or S. 3225, with one exception. S. 3224 as written would establish a 6,000-acre wilderness area with a 3,000-acre national recreation area beside it. We raise a sharp question as to the desirability of locating a national recreation area next to a wilderness area under the conditions prevailing here. The purposes to be served by the two areas are quite different and even to a significant degree conflicting.

A national recreation area is intended primarily for mass recreation and provides for motor vehicle use. To the contrary, the wilderness area is closed to any form of motorized transportation and would be administered for a far less intensive use. There would be no natural barrier between the two areas to effectively bar from the wilderness area conflicting uses permitted on the national recreation area. On these small 3,000- and 5,000-acre areas, it would be administratively impractical, if not impossible, to prevent the greater number of users of the national recreation area from spilling over into the wilderness area.

The idea of establishing a national recreation area on the Bankhead National Forest has merit, but such areas should be physically far apart.

We repeat our full endorsement of an 11,000- to 12,000-acre Sipsey Wilderness on the Bankhead National Forest under the provisions of the Wilderness Act.

Senator AIKEN. Thank you for your testimony. I very much appreciate it as we realize that opposition to this bill comes from different motivations.

We will continue the hearings this afternoon. Senator Bellmon will be here then. He is an ideal chairman for this subcommittee because he is practically sitting on the 100th meridian. I don't know which side of it he does live on, but he can take a pretty broad view of this situation. I don't know whether you go along with the Sierra Club in saying that if a forest fire starts on public property, just let it go?

Mr. DICKERMAN. The Wilderness Society——

Senator AIKEN. That would be a little different viewpoint, I think, than some places in the East.

Mr. DICKERMAN. The Wilderness Society, of course, has debated that issue within itself. Our position is that the Wilderness Act is correct in giving full authority to the administrative agencies to suppress fires as they find necessary and desirable.

Senator AIKEN. Well, the purpose of this bill which we have introduced is to provide for only such activities as are necessary.

Mr. DICKERMAN. Right.

Senator AIKEN. Of course, since the Wilderness Act was passed, the gypsy moth has visited us. I know that a quarter pound of DDT per acre will destroy every gypsy moth, but DDT has its opposition, too. So there we are.

We will recess now until 1 p.m.

(Whereupon, at 12:30 p.m., the subcommittee recessed, to reconvene at 1 p.m., this same day.)

AFTERNOON SESSION

Senator BELLMON (presiding). The hearing will come to order. Our first witness is Mr. William E. Towell.

STATEMENT OF WILLIAM E. TOWELL, EXECUTIVE VICE PRESIDENT, AMERICAN FORESTRY ASSOCIATION

Mr. TOWELL. Thank you, Senator. I will try to save a little time for the other witnesses.

For the record, I would like to file several articles that appeared in an American Forests magazine. We probably have devoted more attention to the subject of eastern wilderness than any other national conservation organization. Here is a piece entitled, "Wilderness East?—No?", by Fred C. Simmons.

Here is an article by Richard J. Costley entitled "An Enduring Resource."

Here is another article by J. W. Penfold, entitled "Wilderness East—A Dilemma."

I am also pleased to note that the Chairman of the Full Committee, Senator Talmadge, and Senator Aiken have co-authored an eastern wilderness article that will appear in our September issue, entitled "On Regaining Paradise."

So we think that we have at least made a contribution to this question in terms of our publication.

(The articles are as follows:)

[Excerpt from the American Forests, April 1972]

WILDERNESS EAST—A DILEMMA

(By J. W. Penfold, Conservation Director, Izaak Walton League of America)

The Wilderness Act of 1964 provided the administrative-legislative mechanism by which Primitive Areas of the national forests can be brought within a system to be protected, preserved and managed as wilderness in perpetuity. The Act became law roughly a half century after the wilderness concept first took meaning-

ful form in the minds of a handful of visionaries—the Arthur Carharts, the Aldo Leopolds. The concept became firmly rooted in 1924 by designation of the first Wilderness area, the Gila in New Mexico and shortly thereafter by action to set aside for special protection and management the roadless areas of the canoe waters along the Minnesota-Canadian boundary. During the 1930's under the stimulus of Robert Marshall, many more wild and wilderness areas were created by executive action of the Chief of the Forest Service and the Secretary of Agriculture respectively.

The Wilderness Act (which also provided for wilderness in the National Park and National Wildlife Refuge systems) came about for two principal reasons—to obtain the protection and permanence offered by positive Congressional action, rather than leaving wilderness preservation solely to administrative discretion and determination, and, to establish the high standards and criteria on which wilderness would be established and managed. A crucial point is that every effort made by conservationists in the half century leading to the Wilderness Act was premised on obtaining recognition and acceptance of wilderness as a natural ecosystem, untrammeled by man *in the past* and permitted to continue untrammeled and undisturbed by man's activities *in the future*. The Act established such standards and criteria, though, perhaps less strict than needed.

But, the Wilderness Act, as it applies to national forests, has other shortcomings—geographic and demographic. The great bulk of national forest primitive areas eligible for inclusion in the wilderness system are located in the western states, while the bulk of the American population lives east of the Mississippi. Curiously, in retrospect, this was used as a major argument against the Act by most of its principal opponents.

The Wilderness Act, in addition to blanketing into the system those areas already restudied and designated "primitive" by Executive action, provided for the detailed study of the remaining areas previously designated. If they are found to meet the standards and criteria of the Act, they are presented to Congress for specific inclusion in the system by legislation. A period of 10 years was provided during which the operation was to be completed. As of this writing, Congress has taken action on 7, another 8 are awaiting Congressional action, 9 are in the final reporting and recommendation stage, and 11 are in the study and field hearing pipeline.

The Wilderness Act also provided authority to the Forest Service and Department of Agriculture to nominate additional areas, not having been designated before but meeting the standards and criteria of wilderness as provided in the Act. The number and location of such "de facto" areas are uncertain. Some have been identified by the Forest Service and/or citizen wilderness groups and some have received preliminary reconnaissance study. One of these, the Scape Goat, awaits Congressional action. The Forest Service has been subject to extensive criticism from some quarters, however, for not moving more aggressively and quickly to study, recommend and get "de facto" areas into the wilderness designation pipeline. Understandably, the Forest Service (and other federal agencies involved in definitive studies under the Act) has necessarily given first priority to the primitive areas specified for study under the Act.

Meanwhile, citizen wilderness interests have also pushed hard for early inclusion in the wilderness system many other prime areas which retain a high degree of wilderness character and offer the atmosphere and recreation opportunities of a near-wilderness environment. Such areas, many of which are located in eastern national forests, may bear to a greater or lesser extent the heavy imprint of man's activities—logged, farmed, roaded, developed—but have been abandoned and to a substantial degree have recovered, or on the road to recovery, through natural processes. It is argued by some that such areas reverting to wilderness should be eligible for inclusion in the wilderness system. They argue that the criteria and standards of wilderness established by the Act are sufficiently flexible now to embrace such areas; or, that the Wilderness Act should be amended to provide such flexibility. Others, including the writer, feel just as strongly that lowering wilderness standards by amendment of the Act or by its more liberal interpretation, in the long run can only threaten the integrity of all designated wilderness. Even if the line can be held rigorously against the invasion by commercial development—and pressures for such are unrelenting—there still remains the growing and nearly irresistible pressure of recrea-

tionists themselves who, with snowmobile, outboard, ATV and other gadgetry, or sheer numbers lean their weight against every wilderness boundary.

But, the wilderness preservation advocates are profoundly correct that there is need for more wilderness to meet the requirements of a growing population of outdoor minded citizens who have the right as well as the desire for the unique experience which only wilderness can provide. And, especially are such areas essential east of the Mississippi, close to burgeoning metropolitan areas, where opportunities for classic wilderness are least.

The question to be answered and the dilemma to be resolved are thus found to be rather simply stated: how can wilderness value and experience be provided close to populations living in the midwest, east and south without lowering Wilderness Act criteria and standards. The Forest Service itself, tormented by the question and harassed by constant and sometimes hypercritical demands, took a major step. At the 12th Biennial Wilderness Conference staged by the Sierra Club and Wilderness Society, the Forest Service invited the forces for Wilderness to sit down with them to discuss the issues and find the answer. Implicit in the invitation was the thought, among other alternatives, that the mechanism for accomplishing the objective might be creation of another system. Such areas would possess to a substantial degree the prime characteristics of wilderness, in spite of man's past activities from which they are recovering, but which do not measure up to the strict criteria and standards required by the Wilderness Act. For lack of a better name, we've called it a system of "wild" areas.

Follow-up discussions were initiated by wilderness interested organizations. A consensus has not yet developed, however alternative courses of action quickly became apparent:

1. Create a system of "Wild Areas" by statutory or executive designation.
2. Amend the Wilderness Act so that eastern areas that do not meet the present stiff requirements of the Wilderness Act can be included under that Act.

Have Congress reinterpret the Wilderness Act to the extent that reconstituted or recoverable wilderness can be included in the National Wilderness Preservation System.

There appears to be agreement, if alternative one is chosen, that the "wild" area system should be established by Act of Congress and individual areas be brought into the system by Act of Congress. This procedure would parallel that provided by the Wilderness Act for bringing areas into the Wilderness System. The regulations on management and use of "wild" areas would parallel those required for wilderness. Additionally, they should be withdrawn from all forms of appropriation under the mining laws and from disposition under leasing or disposition of mineral materials. Moreover, because of complex ownership patterns prevalent in eastern forests, acquisition of inholdings could be made by condemnation where necessary. In these two latter respects the "wild" area system would offer greater protection than does the Wilderness Act itself and the present 5,000 acre limitation need not be inhibiting.

Establishment of a system of "wild" areas would not mitigate against consideration of eastern areas for designation under the Wilderness Act. Areas which meet the criteria and standards of the Wilderness Act would continue to be eligible for wilderness designation. However, if they do not meet those stiff requirements because of man's past activities, but nonetheless offer high potentials for wilderness values and experience, they could be eligible for designation under the "wild" area system and their wilderness characteristics be preserved into the future.

Adoption of the "wild" area system approach would provide another category of federal areas at no additional administrative or management cost. It would parallel the Wilderness System. It would be consistent with the several category approach provided in the Wild and Scenic River Systems already established by Congress. It would assure the preservation of prime national forest areas in the east to provide wilderness recreation and other values for the millions of citizens residing far from our great western Wilderness areas. Moreover, it would accomplish this without threatening the integrity of the wilderness principle or wilderness system and without opening the Wilderness Act to weakening amendments by those interests which would gladly scuttle the whole wilderness concept.

Following the same Executive Legislative procedures as provided in the Wilderness Act the public could be assured that actions taken under a "wild" system act would be consistent with overall national forest objectives and purposes as specified in the Multiple Use Act of 1960. Finally, there would be full opportunity for citizen input all along the line.

As it stands now, the need for action is apparent. All options for action are open. A working consensus on the best course of action to be followed could get this important job accomplished.

[Excerpt from the American Forests, June 1972]

AN ENDURING RESOURCE

(By Richard J. Costley)

In the past decade the Forest Service might have been forgiven for winking at half-baked wilderness areas and admitting them into the Wilderness System. But it is to the everlasting credit of the Service that it did not choose to cheapen the noble Act by Congress and insisted on keeping the standards high. That high aim should continue to prevail.

"*. . . it is . . . the policy of the Congress to secure for the American people . . . an enduring resource of Wilderness.*" *Wilderness Act. 1964.*

Interpreting and translating legislative conclusions and direction into meaningful administrative objectives and policies and from them developing management guidelines which will be consistently understandable and defensible is never an easy task. When the direction concerns values so completely subjective as those involved in the understanding and preservation of wilderness, and when they are meant to apply equally to combinations of resource needs so varied and wide-ranging as are common in the National Forest System, the difficulties multiply. When the principal framers of these charges carried into their deliberations and decisions such widely different wilderness backgrounds as those with which each was personally familiar: the pinyon-juniper mesa-lands of the Southwest, the snowcapped skylines and coastal rain forests of the Pacific Northwest, the ten thousand lakes of the Lake States, the aspen bordered meadows and lodgepole forests of the Central Rockies, and the almost certainly second or third growth hardwood forests of the northern Alleghenies, the problems of interpretation are bound to multiply again. And the task of translation is certain to become significantly more difficult.

This was the situation confronting the Forest Service in the fall of 1964. An Act, burdened with awkward but necessary compromises, creating a National Wilderness Preservation System had finally been passed and signed into law. To be administered under the Act was a system of 53 separate statutory wildernesses and the Boundary Waters Canoe Area which was deceptively like them in some superficial ways. (The inclusion of the Superior National Forest's Boundary Waters Canoe Area in the new System was an unfortunate "accident"; definitely unfortunate for the BWCA and potentially unfortunate for the Wilderness System. Undoubtedly one of the most unique and spectacular recreation areas in the National Forest System, it is clearly not wilderness in the context of the objectives of the Act itself, and the wishful thinking of some to the contrary, it never can be. Managed as it deserves to be it can provide a near-primitive recreation experience without equal. Managed under the constraints specified for the System—as some would have it— this would be impossible and the area would be neither fish nor fowl. The Act itself—by special provision—recognizes this. Unfortunately there are some who do not. Should their advice prevail the temptation to export a BWCA pattern of management and use, as well as the findings of BWCA research currently under way and sometimes carelessly referred to as "wilderness research", to the entire Wilderness System hangs over the System's integrity like an ominous cloud.) There also were 34 Primitive Areas to be carefully studied and reviewed, to determine whether or not to recommend that they too should or should not be included in the newly established System. And there was a ten-year deadline on these recommendations.

These were two quite different tasks; but both were to be guided by the one Act with its single combination of criteria and single pattern of constraints. And both were directed at a single ultimate objective—"to secure for the American

people of present and future generations the benefits of an *enduring* resource of wilderness" (emphasis provided).

The Forest Service was not inexperienced. In six more months it would have been translating congressional direction into administrative policies and guidelines for 60 years. It had no illusions as to most of the difficulties it would encounter. The responsibilities, problems and opportunities of the road ahead were recognized. It was fully aware that the translation of legislative language into administrative policies and procedured guidelines was always difficult.

The Forest Service was also not without experience in the preservation of wilderness. It had taken its first exploratory step in this direction with its administrative designation of New Mexico's Gila Wilderness Area in 1924. For the next four decades it had been taking similar actions so that when Congress finally acted, there were already about 14½ million National Forest acres in 87 separate areas essentially so designated and administered; plus Minnesota's incomparable Boundary Waters Canoe Area. In addition, there was considerable Forest Service satisfaction and comfort in the knowledge that in its action Congress had not only fully accepted wilderness management concepts which had evolved as the result of years of Forest Service field testing, it had also endorsed Forest Service judgment as to which National Forest areas qualified for immediate designation as wilderness.

But Congress had acted! It was a new ball game! And while some of the rules were still the old familiar ones, a few were new ones.

Despite the size and complexities of the jobs ahead of it, the Forest Service faced them with reasonable confidence. It had supported the basic intent of the legislation. Most of its people believed as the Congress did; that the country needs and deserves a viable wilderness system; that this is the best use to which significant representative parts of the National Forests can be put. They also recognized that such a pattern of land use is an expensive luxury but, again like the Congress, they believed it a luxury which the nation can well afford as long as it is kept in balance with other resource needs which the National Forests must also support. And gradually, and surely, as they gained experience in the implementation of the Wilderness Act, more and more of them began to share a growing conviction: National Forest wilderness would have to be genuine uncompromised wilderness or it would not be worth what it was going to cost.

While there are many—citizens, lawmakers and administrators—who can share the credit for the midwifing of the Wilderness System, in the light of their conceptual contributions and their pressing for action, only a few earned the right to a share of credit for the "fatherhood" of the idea and the ideal of the country's wilderness movement. Four of them—Aldo Leopold, Arthur Carhart, Robert Marshall and John Sieker—made major substantive contributions as members of the Forest Service; and the Forest Service is justifiably proud of what they did in awakening it, and the country at large, to the importance of preserving a very important part of the American resource and cultural heritage—the nation's wilderness.

While the completely selfless dedication of these pioneering fathers of the wilderness movement to the integrity of their wilderness ideal has never been questioned, they have seldom been characterized as "wilderness purists". The explanation is a simple one: none of them ever had to really manage a statutory wilderness.

As soon as the Forest Service began implementing the new Wilderness Act, a succession of wilderness management questions surfaced which had to be answered. The net effect of such decisions: the use of helicopters and telemetered freeze-proof pillows to measure snowwater in Washington and Oregon; the use of helicopters in the reintroduction of Bighorn sheep in New Mexico; the use of chain saws on trail maintenance in Idaho; what was acceptable on a topographic mapping job in Wyoming; the maintenance of pre-classification irrigation dams in Colorado and Nevada and Oregon; the use of power equipment on a trail project in Montana; whether jeeps should be permitted in New Mexico; how authorized prospecting might most appropriately be administered in New Mexico and Wyoming; how livestock waterholes in Arizona should be maintained; the use of aircraft in servicing wilderness hikers in California; and dozens of other isolated but similar precedent-setting situations began to accumulate into a body of consistent policy. The constraining language of the Wilderness Act began to take on an on-the-ground meaning; a Forest Service wilderness management

posture began to evolve and take shape. And slowly, but surely, that posture emerged as an increasingly "pure" one.

The Forest Service and those primarily concerned with its implementation of the Wilderness Act had not planned it that way. The latter were all experienced National Forest administrators with reputations for being practical earned in the crucible of managing administratively created wilderness. All of them thought a practical and reasonable administrative posture could be developed; that the Forest Service would not have to be "stuffy" in its stewardship of the wilderness for which Congress had made it responsible.

Despite this, as they became more deeply involved in the problems of Forest Service wilderness classification and management under the Act; as they began to see with increasing clarity the inseparable relationship of the classification of wilderness to management of wilderness, and of both to the management of all other National Forest resources; all of them progressed through essentially the same evolutionary steps towards almost identical personal convictions; in the long run, the only practical, and supportable, wilderness management stance which the Forest Service could clearly describe and consistently defend would have to be a "pure" one.

There were some historical as well as some current facts and developments which are important in understanding this development.

There was not full agreement even by those who have been most active in the Forest Service management of administratively created wilderness, as to what wilderness really was, of the role it was playing and, of more importance, the role it should play. Most Americans, including many Forest Service employees, had traditionally looked upon a "wilderness area" as another, even though somewhat esoteric, kind of "recreation area", and many management policies and practices had been shaped accordingly.

The history of the conceptual evolution of the Act and its language changed this. Wilderness had to be recognized as what it really was—and as Congress had described it—a definitive wildland resource. And decisions on the classification of wilderness and its management properly and promptly became subject to established, but still maturing, multiple-use concepts in planning and management. A recommendation to classify an area as wilderness was no longer merely another recreation decision. Rather it was clearly the end result of a multiple-use decision which had considered alternative ways in which the area might best be administered. And as it must, in all such multiple-use decisions, relative need surfaced as a wilderness classification criterion.

Some have questioned accepting need as a criterion in wilderness classification. Their arguments are hollow. In no way does the Act deny it as a criterion. And there are many places in the Act's history, where Congress made very clear its intention to evaluate relative need when considering recommendations for the inclusion of new areas in the system. The requirement of mineral surveys of Primitive Areas, and the provision for potential future water resource development projects are but examples. Beyond this, the Act specifically does not derogate the basic organic legislation under which multiple-use decisions are made and the National Forests are administered.

Since the passing of the Act the public supporters of the Wilderness System, the Congress, and the Forest Service have all been primarily occupied (almost pre-occupied, in fact) with the classification of wilderness. But the same Act is also the charter for the management of the system being created. And wilderness managers are going to be confronted with problems in wilderness management a long time after the job in wilderness classification is completed.

The study of Primitive Areas, as to their suitability or nonsuitability for inclusion in the Wilderness System, had not progressed very far before it became quite apparent that, while there were some important exceptions, many wilderness supporters neither knew nor really cared about "wilderness" as the Act recognized it. Rather, they looked upon their classification under the Act as a sure way to keep logging and/or roads out of areas in which they had some personal or organizational special interest. They showed little concern about any of the problems of wilderness management inherent in such attempts to dilute or warp the basic standards and the constraints of the Act and of how such an attitude threatened the basic integriy of the Wilderness Systems itself.

This is unfortunate because the standards for wilderness classification and the standards for wilderness management must be the same. They cannot be differ-

ent. They cannot be separated. The Forest Service simply cannot afford to bless by recommending the incorporation into the Wilderness System (as part of areas being added) the kind of nonconforming developments or estabilshed practices which it must resist in its management of that System. And the public cannot afford to let it.

As the Forest Service moved into the management of wilderness under the new Act, because most values and criteria involved were so highly subjective in nature, and the scales of judgment could so easily be tipped by emotional considerations, it quickly became apparent that a very basic ingredient of successful leadership in wilderness management had to be consistency. If the field received different—or even seemingly different—advice in like or nearly like situations only confusion could be expected. Forest Service leaders could see no option. Clear and firm positions had to be taken and demonstrated with concrete examples, and then it had to stick to them. And it did!

Despite this, as field people began to live with their early instructions, it soon became evident that instructions without understanding were not enough. District Rangers and forest users who didn't fully understand what was involved conceptually found it tempting to rationalize that a great many non-conforming (under the Act)—but stil lhighly "practical"—suggestions would not "hurt" the wilderness, especially if they seemed administratively expedient or if they involved a practice or installation which would not be seen or few would know about, or if the actual physical impact would be less apparent than the physical impact of conforming alternatives (such as a helicopter compared to a pack train).

As arguments supporting such "reasonable" interpretations of the Act began filtering through for the consideration and advice of those primarily responsible for its implementation, it soon became apparent that while each might be almost tenable in its own single isolated instance, in the aggregate these easy rationalizations would, if followed, surely pull the rug out from under any consistent and defensible policy and posture. And the reasons were obvious. No one could describe how to draw the parameters by which to distinguish a rationalization which was acceptable from an unacceptable one. One conscientious wilderness manager could honestly approve such a proposal, and an equally good and honest man could just as conscientiously disapprove it. The only possible administrative check would be another uncheckable subjective rationalization by his superior. Firm criteria could not be described. Inspections against established standards would be impossible. No one could say and prove what is right and what is wrong and many would be confused as to what the Wilderness Act really provides; both as to what kinds of areas qualify for wilderness classification, and how they are to be used and administered if so classified.

Confronted with this background and these developments it soon became clear to the Forest Service that the only wilderness management posture which could be kept consistent under all circumstances; the only posture which could be demonstrated and defended in all situations was one which would be immune from the hazards of the erosion of "practical rationalizations". A series of early decisions were made in this context, and with their serving as precedents, wilderness policy began to take shape and the "purity" of the Forest Service wilderness posture began to emerge. With added experience this early stance was reinforced again and again, and with each testing it became progressively firmer.

A basic principle supporting the "purity" posture was another very key premise which emerged early in the implementation of the Act: acknowledging wilderness to be the luxury which it is, meant that both wilderness classification and wilderness management would entail some relatively high attendant costs. In accepting this, the Forest Service recognized early—as did Congress when it passed the Act—that while wilderness is an important part of the nation's heritage which must be preserved, it is expensive. It is expensive because of alternative resource opportunities foregone, and it is expensive to manage. This is why it was necessary to quickly take, and aggressively hold fast to, the firm position that *economy*, *efficiency*, or *convenience*, by themselves were not justifications for approving something in wilderness which is otherwise questionable. To many already overworked wilderness Rangers that did not go down easily at first, but the sheer overpowering logic of it soon began to become apparent.

Naturally this basic premise on the high cost of wilderness, and the emerging classification and management stance so closely related to it were questioned, both outside of the Forest Service and within it. The latter, however, took place on

observedly less frequent occasions because as even "hardened administrators" gained experience with variations rationalized in any degree away from the "pure" position, they almost invariably became converted to its very practical advantages; and sometimes it was a painful conversion.

One of the most significant challenges of the evolving posture was raised by the General Accounting Office when, on the basis of the presumed costs involved, it questioned the Forest Services' not using motorized equipment in wilderness trail construction and maintenance. Significantly, while the GAO report questioned the Forest Service's "cost/purity" stance it did not challenge its interpretation of the Act. Rather it suggested that the Congress might want to reconsider its own direction. From the resulting loud silence it can only be concluded that Congress was not impressed by the GAO suggestions.

Unfortunately, the management posture which was emerging with increasing clarity to the Forest Service as the one which had to be followed if it was to meet the Act's objectives was not universally supported. Some either would not accept, or elected to overlook, the logic that the criteria for additions to the system and the criteria for the System's management had to be the same if, in the long run, wilderness as a resource was to endure.

While regretting this lack of understanding and support, the Forest Service had no alternative but to pursue the course it believed set for it by Congress. As a result, in dozens of reports on Primitive Area studies and the resulting recommendations, in hours of testimony at Congressional hearings and in other public statements, in Regional Multiple Use Guides and Coordinating Requirements, and in newly prepared Wilderness Management Plans, the Forest Service has consistently repeated to its field people and to the public the one basic wilderness principle overriding all others: the choice is really a simple one, you can have wilderness *or* something else you want; but not wilderness *and* that something else.

That is the fundamental point the Forest Service has been trying to make for seven and a half years, both in wilderness management and wilderness classification. It could have taken a quite different approach. It could have winked at the management constraints in the Act (and they are not imaginary: they are really there) and made it easy for a busy Ranger to approve a questionable practice, or the erection of a questionable improvement or the use of questionable equipment in existing wilderness because at the moment they seem practical or reasonable; and in the doing have made wilderness easy and cheap. Only a few would have questioned such an approach. But the Forest Service knew that if it did so it would be building a cheap system; cheap in the worst sense of the word. And it also knew it would have failed in the charge Congress gave it; that is, it would have planted and nurtured the seed of the Wilderness System's eventual deterioration and decay.

It could also have winked at questionable things (practices or installations) in areas which some wanted to classify as wilderness. It could have permitted magnificent second growth forests in the Southern Appalachians to blind it to old rotting stumps and eroding railroad grades; let important elk-calving range considerations obscure the still visible scars of old tie-hacking areas in the Wyoming Rockies; accepted the claim that the historical value of an old stockman's cabin in the California Sierras was somehow more important than the Act's proscription of permanent structures; or rationalized that a dam in one area would be acceptable because there is a dam somewhere else, etc. Yes, it could have gone along and made it easy to make a diluted, watered-down, and specious "wilderness" out of almost any scenic area in the country if it had believed this best for wilderness; for the country. But it did not believe this. And it did not prostitute its beliefs.

The Forest Service could have done these things. And it might have relieved a few pressures of the moment, solved a few transitory problems, and made a few people happy for a little while. But had it done so it would almost certainly have had to look forward to a couple of long-range results: the country would eventually find itself with half-baked "wilderness" all over the National Forest System. These bargain-basement "wildernesses" would not necessarily be good for recreation. As cut-rate "wildernesses" their value as ecological benchmarks would have to be severely discounted. In fact, the Forest Service would probably be "successful" in only one respect; it would effectively mortgage much of the multiple-use potential of the entire National Forest System.

And beyond that, it would have started an ever growing stockpile of king-size administrative headaches for future District Rangers and Forest Supervisors. With only counterfeit wilderness to administer, and having to do it under policies which would force them to make their judgments on the basis of un-checkable rationalizations in a situation where consistent leadership would be impossible, the Forest Service could be very sure of another thing: subject to pressures from all sides supporting alternative "wilderness" management rationalizations the Rangers and Supervisors of the future would satisfy no one (for very long); they would be in hot water all of the time. So would the Forest Service, and the nation's wilderness could not possibly endure.

Obviously, other cases can be made as to why the National Wilderness Preservation System should include only genuine wilderness, why it should be managed as only genuine wilderness. Lawyers can make a case on the basis of the law itself, and its history. Natural scientists can make a valid case for pristine ecological benchmarks. Social scientists can make a valid case on the basis of the social values at stake. And even theologians would have no problem establishing a case that would be fully acceptable to many.

To one who is convinced of the viability of the National Forest System, and of the force for the public good he believes it to be, all of those other reasons would be valid. They would lend support to his experience-based pragmatic conviction that pure wilderness management is the only practical wilderness management; the only management which over time can be expected to assure the preservation of an enduring resource of wilderness itself.

[Excerpt from the American Forests, June 1972]

Wilderness East?—No

(By Fred C. Simmons)

Current agitation for establishment of sizable areas of forest "wilderness" in the humid East astounds me. I find it difficult to believe that the avid forest "preservationists" do not yet understand that the wilderness area concept, including as it does provisions for forest protection, is self-defeating when applied to areas where rainfall is adequate for full forest development. In reality, this concept constitutes serious interference by man in Nature's way of doing things.

The wilderness area idea was conceived, and has been most generally applied, in arid or semi-arid areas of the West, where processes of natural succession are slowed down or do not operate at all. In these areas, competition for soil moisture is more important than competition for sunlight. So open park-like stands of the more desirable, sun-loving species are able to maintain themselves for generation after generation. Wildlife habitat conditions are generally maintained at a relatively constant level in such stands.

In the more humid areas, competition for sunlight becomes the governing factor, and the process of natural succession depend on it.

The sun-loving species of trees and shrubs, including most of those most attractive and useful to man and to wildlife, are only able to reproduce themselves and grow through their juvenile years where sizable openings have been made in the forest canopy. In prehistoric days these openings were primarily made by uncontrolled wildfires, set by lightning. Other natural factors, such as blowdowns and insect and disease epidemics contributed to them, but these were generally followed by fires, which completed opening up the areas so that the sun-loving species could establish themselves. The Indians learned that hunting was better on the burned-over areas, and that preferred species of trees, like the white birch, were perpetuated there, so they set many fires also.

Note.—Mr. Simmons has spent fifty years in the forestry profession. He is a graduate of the Cornell and Yale Schools of Forestry, and was employed for thirty years by the U.S. Forest Service in forest management and research activities. In addition he has served on a university faculty, been adviser on forestry matters to several foreign governments, and engaged in consulting and service work. Now, in retirement, he is Executive Secretary of the Northeastern Loggers' Association, with headquarters at Old Forge, N.Y., and Senior Editor of *The Northern Logger and Timber Processor*, a monthly magazine with a circulation of some 7,000 throughout the world.

Among the sun-loving species of trees unable to maintain themselves on recycled wilderness areas in the East are the pines, tamarack, white and redcedar, all the birches, black walnut, butternut, white ash, red maple, the elms, sycamore, yellow poplar, most of the oaks, aspens and the willows. This is also true of the most useful species of shrubs and herbaceous growth. In the mountains this leaves only beech, sugar maple, hemlock and spruce that are able to reproduce themselves in the shade and maintain themselves in a climax forest. The spindly sugar maple that is able to get started is generally eaten away by the few deer remaining in such stands, because they find the beech unpalatable, and the hemlock of little value for their nourishment. Spruce reproduction is scarce, because this species germinates and grows best on exposed mineral soil.

This means that the end result of "forest preservation" on any recycled wilderness areas established in the eastern mountains is almost sure to be practically pure beech and hemlock, with a sparse understory on the heavily shaded forest floor, composed almost entirely of reproduction of the same species. Because these shade-tolerant species of trees retain their live limbs far down on the stem, much of the rainfall, particularly in the summer months, is intercepted by the multilayered forest canopy and evaporated back into the air without ever reaching the ground, and much of that which does filter through is absorbed by the thirsty rootlets and transpired back into the air also. As a result, many of the streams in such a climax forest dry up completely in the late summer months.

Besides the deer, other species of wildlife, including elk, rabbits, beaver, raccoon and bear, as well as most of the game and song birds, shun the climax timber stands because they find insufficient food and shelter there. Consequently, these areas are deserted by the predators, including the hawks, eagles, owls, foxes and wildcats that depend on these grazing, browsing, and seed- and berry-eating species.

The Eastern climax is esthetically monotonous. The riot of fall color which makes our eastern hardwoods so attractive is practically eliminated, because it is dependent primarily on the vanished intolerants, and the variety of forms and colors of foliage that makes these stands attractive in other seasons is lost also.

There are plenty of examples of the futility of attempting to "preserve" forests in the humid East. One is the Joyce Kilmer "Memorial Forest" in western North Carolina, which is now contemptuously referred to by the natives thereabouts as "the graveyard." Most of the giant yellow poplars that provided the original reason for setting this area aside have succumbed to overmaturity, and they are now rotting hulks on the forest floor. And they are being succeeded, not by their own kind, but by beech and hemlock which had seeded in underneath them.

Other examples are the Heart's Content and Cook Forest areas in western Pennsylvania, where the giant white pines have practically all toppled over, and scrubby beech and hemlock are succeeding them. Even the Tionesta Natural Area, of nearly 5,000 acres on the Allegheny National Forest, which was a climax stand when it was acquired at a high cost, has deteriorated. Within five years, more than 35 percent of the mature hemlock were killed by a bark beetle attack, and it became possible to walk across practically the entire area on the fallen tree trunks. Again, advance reproduction of beech and hemlock is taking over.

And one of the most revealing examples is New York State's 2½ million-acre Forest Preserve in the Adirondacks and Catskills. These areas have been progressively acquired since the "Preserve" was first established in 1898. Most of them were heavily cut over, and a considerable portion were burned over prior to acquisition. So, practically all the stages of natural succession can be found on these lands, but all of them are inexorably progressing toward the climax condition. When I go back into areas I knew well 40 years ago, I find that the birch, the cherry, the white ash and the pines have been crowded out and are dead or dying, and the beech and hemlock are taking over. During the past several winters, as many as 40 deer per square mile have died from starvation in these areas, and it is increasingly evident that the woodland streams are drying up and that aquatic life is succumbing, not only due to lack of water, but also to lack of oxygen resulting from decaying vegetation and reduction of aeration. And hopes that natural vicissitudes would reverse this trend have been pretty well blasted. A survey of the reproduction in an old growth stand on the Huntingdon Wildlife Experimental Forest a few years ago revealed that

the understory was 92 percent stocked with beech seedlings and root suckers. The many areas where the beech overstory has recently been killed by the beech scale-nectria complex are now coming back to more beech.

So a recycled wilderness area in the eastern mountains is destined to become a monotonous, unattractive biological desert, difficult and dangerous to traverse because of fallen and falling trees, and contributing little or nothing to the enjoyment and well being of the majority of our people. Such forests do not even improve the air we breathe, because in mature stagnant timber stands oxygen production and carbon dioxide absorption are just about at a standstill. The only place carbon absorbed by the leaves can be secreted is in the new wood produced by a growing forest. And they certainly contribute practically nothing to the economy. The counties in New York's Forest Preserve have just about the lowest per capita income of any part of the State, including the big city ghettos.

What can be done to counteract all this?

One partial solution, now being seriously advocated by many wild area administrators and practiced by more than a few of them, is going back to Nature's way of rejuvenating our forests—widespread use of wildlife. It is being found that superficial ground fires will not do the job. What are needed are severe fires, including in many cases running crown fires which will kill all or nearly all existing vegetation in the area. This method, of course, has many disadvantages, including wastefulness, water and air pollution, serious erosion, and slow and spotty reproduction which leaves the area in an unsightly condition over a long period. All this is to say nothing of the danger of the fires getting out of control, and spreading into adjoining lands, including villages and resorts.

The alternative, and the course we advocate, is scientific multiple use timberland management, including timber harvesting. Over the past seventy years the forestry profession in this country has learned a great deal about the growth and husbandry of our timber types, and can now secure just about any result or combination of results desired, including the maximum of scenic beauty, an optimum wildlife habitat, the greatest recreational opportunities, and the production of valuable timber products in perpetuity. Fully 90 percent of the vegetative manipulative measures necessary to accomplish these ends can best be done by timber cutting. At times what to some people is an unsightly condition may develop, as in any improvement activity. This may result from opening up a scenic vista, providing feeding areas for wildlife, or encouraging natural reproduction of desired species, but in practically every case it will be very temporary.

Not the least important of the results of such management is the provision of gainful employment for local people. According to studies at Penn State University, a dollar of income brought in by sales to the outside world of timber products is twice as valuable in local community support as a dollar of income brought in by the tourist industry. In managed areas we can have both, and tourism will be less costly because the communities will have year-round income from other sources.

And even more important is the supply of the more than 5,000 timber products needed by our people, including lumber, veneer and plywood, paper and textiles, photographic film and recording tape, impact resisting plastics, fiber and particle board, and a variety of chemicals. It is true substitutes have been, or can be found for many of these wood products, but these substitutes mostly come from irreplaceable natural resources such as oil, coal and minerals, and obtaining and processing practically all of them cause much more environmental disturbance and more pollution than do these processes for wood. (Obtaining and processing a ton of aluminum, for example, requires 38 times more power than producing a ton of lumber, and the two are about of equal value for construction purposes.)

Is it any wonder that we say that future generations will curse the wilderness area advocates of today, and bless those of us who advocated and practiced multiple use forest management?

Mr. TOWELL. Our position, basically, Mr. Chairman, is in some support of eastern wild areas classification, but not under the Wilderness Act of 1964. The national forests in the East contain very few, if any, lands that would qualify a true wilderness. So to classify them would only weaken the whole system.

Let's preserve some of these areas, but let's call them something else. If we accept roads, commercial timber-cuting, buildings, dams, and other developments in new areas under the wilderness system, then we have lost our strongest argument for keeping them out of the true wilderness.

The American Forestry Association endorses the concept of an eastern system of wild areas as proposed by S. 3699. One thing that does concern us about this legislation, however, is that it might be too restrictive as written and thereby destroy desirable flexibility in eastern wild areas system. We might be repeating the same mistakes that the Wilderness Act itself makes, that is in locking ourselves into inflexible criteria.

Why don't we merely recognize a need for an eastern wild areas system and authorize its creation?

Under either the present Wilderness Act or under the eastern wild areas bill as proposed in S. 3699, each area would have to be proposed by Congress anyway.

So I say, why not leave the purposes and objectives of each to be spelled out in its specific authorizing legislation, rather than establishing criteria that is unflexible.

For the benefit of the committee, Mr. Chairman, I offer seven suggested changes, or amendments, to S. 3699, as proposed.

They are contained in my statement beginning on page 3. I do feel that the greatest weakness in this particular legislation, as I point out at the bottom of page 4, is the lack of any funding authorization. It would require money to acquire in-holdings and service mineral rights in eastern wild areas. The land and water conservation fund already is taxed to the limit and it would be a mistake to add this load to an already deficient source of money.

If a system is worth having, it is worth paying for.

In the interest of time, I will say very little about 3224 and 3225. I think either bill is inferior to 3699, for the reasons that I list here.

In testimony this morning, I heard a great deal in defense of the Wilderness Act, or, if not defense, justification for classifying eastern wild lands under the Wilderness Act. I jotted down some of the reasons why I felt the Wilderness Act is not applicable here in the East. For the benefit of the committee I will just read them.

First of all, it would limit consideration to public lands. I think there might be areas outside of our public ownership that should be considered eastern wild lands.

Second, the Wilderness Act contains no condemnation authority. With the diversified ownership we have in the East, with the intermingling of private lands with our public lands, I think we are going to have to use a condemnation authority.

Third, the Wilderness Act offers no protection against mining and I am told that some one-third of all of the public lands in the East have subsurface rights that are not in public ownership and we have no protection against that under the Wilderness Act.

Fourth, the Wilderness Act does permit grazing. I don't know that this is too important but it might be a factor that could be disadvantageous.

Fifth, the Wilderness Act prohibits the development of essential facilities.

If we are going to get desirable public use here in the East, I think we must provide for minimum services: toilets, at least; water, and so on.

Finally, the Wilderness Act limits consideration to areas of 5,000 acres or more.

The eastern wild area system, in my opinion, should consider even smaller tracts, of 20 acres or 50 acres, or 500 acres, and not have a 5,000 minimum limitation. Those are just some of the reasons that came to me this morning. They are not in my written testimony but they explain why I favor the eastern wild area system as contrasted to the wilderness system.

I think that completes my statement, Mr. Chairman, unless you have some questions.

Senator BELLMON. Thank you. Your entire statement will be made a part of the record.

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

Mr. Chairman and members of the Committee, I am William E. Towell, Executive Vice President of the American Forestry Association, one of the nation's oldest and largest citizen conservation organizations, with a concern for all public lands and resources. We have a great interest in both wilderness and wild areas and have through our magazine American Forests devoted considerable attention to the subject of an Eastern wild areas system. For the benefit of the Committee, I wish to submit for the record reprints of three recent articles pertaining to wilderness and wild areas: (1) An article by Joseph W. Penfold in our April 1972 issue of American Forests entitled "Wilderness East—A Dilemma"; (2) an article in June 1972 by Richard J. Costley, former Deputy Chief of the U.S. Forest Service, and currently Professor at the University of Massachusetts, entitled "An Enduring Resource"; and, finally, an article this month entitled "Wilderness East?—NO", by Mr. Fred C. Simmons, retired Executive Secretary of the Northeastern Loggers Association. The American Forestry Association does not necessarily endorse the opinions of these gentlemen, but we do think it a valuable public service to print differing viewpoints on this subject.

We are pleased to note, also, that the distinguished chairman of this committee, Senator Talmadge, and conservation's long-time friend on the minority side, Senator Aiken, have co-authored another eastern wild areas piece that will appear in the September issue of American Forests entitled "On Regaining Paradise."

Basically, Mr. Chairman, our position is one in support of some type of Eastern wild area classification but not under the Wilderness Act of 1964. The National Forests in the East contain very few if any lands that would qualify as true wilderness and to classify them as wilderness would only weaken the whole system. It is true that nature has great recuperative powers and eventually can heal most of the imprint of man's use and development, but the concept of true wilderness rules out acceptance of the interior quality of "modified" or "restored" wild lands. Let's preserve and manage such areas, but let's call them something else. If we accept roads, commercial timber cutting, buildings, dams and other developments in new areas under the wilderness system, then we have lost our strongest argument for keeping them out of the real wilderness. Above all else wilderness should denote quality and virginity in our natural system. This does not mean that eligible wilderness areas do not exist in the East, but most of the lands we should consider for natural preservation and recreational use would not qualify.

We endorse the creation of an Eastern System of Wild Areas as proposed in S. 3699 and H.R. 14392. It would be in the public interest to designate some new classification system whereby primitive type, restored wild lands could be set aside and preserved. One thing that concerns us about this legislation, however, is that it might be too restrictive as written and thereby destroy flexibility that would be desirable in an Eastern Wild Areas System. We might be repeat-

ing a mistake of the Wilderness Act itself in locking ourselves into inflexible criteria. Why not merely recognize a need for Eastern wild lands and authorize a system with a minimum of qualifying criteria? The Forest Service could be directed to study eligible areas and recommend each according to its highest potential and greatest public need. On one such area the principal function might be recreation, on another wildlife, on still another it could be preservation of geological features, or it might be a nature preserve to safeguard unusual vegetative conditions or to arrest ecological succession. But, we should strive for flexibility. Under either the present Wilderness Act or the Eastern Wild Areas System as proposed by S. 3699, each area must be approved by the Congress anyway. Why not leave the purposes and objectives of each to be spelled out in its specific authorizing legislation? Each is different so why not recognize these differences and approve them according to specific needs and their potentialities?

I will now comment on certain provisions of S. 3699 (H.R. 14392) where I think improvements can be made or which raise questions in my mind.

Sec. 2.(b) limits wild area for consideration to those lands within the National Forest System. Why establish restrictive ownership criteria? Other suitable areas might be found within the National Refuge System or on state-owned lands. Even within the National Forests boundaries there are large areas of privately owned land which are not actually part of the National Forest System. Wild areas should not be limited to existing federal lands.

Section 3 limits "wild areas" to areas of "outstanding beauty" along with other qualifying criteria. Beauty itself might not always be the correct basis for consideration. Unusual ecosystems, geological formations, or endangered plant species might be important enough to preserve without possessing outstanding beauty.

Section 4 (2) directs the Secretary to study, from time to time, areas which might be included in the system. It has no time limitation or goal for completion. Even though it should be a continuing operation, perhaps some more specific time schedule should be suggested.

Sec. 5(a)(5) correctly excludes commercial timber harvest, but it should not prohibit sale of forest products removed for management purposes. It might be desirable to clean up or salvage wind-thrown trees, or to create and maintain forest openings for wildlife or to arrest a disease or insect epidemic through cutting. Such management practices should be permitted, where necessary, but there should be no prohibition against sale of valuable products harvested.

Sec. 5 (a)(7) gives the President broad powers to authorize dams, power projects, transmission lines and even roads in Eastern Wild Areas. This might be the small hole in the dike that could destroy the whole system. These decisions might better be left to the Congress where they are subject to public review. Give the Secretary necessary management authority but preserve the integrity of Wild Areas like we do wilderness areas.

Sec. 7 withdraws all forms of future appropriation under the mining laws but excludes existing valid claims. Shouldn't some time limitation be established on existing claims? Either they should be acquired outright, through condemnation if necessary, or given a time limit for which they remain valid. One major advantage of an Eastern Wild Areas System over Wilderness classification would be the condemnation authority to eliminate adverse holdings. Let's use it.

Sec. 8 provides for public hunting and fishing under certain administrative restrictions, which is good, but the States should be made equal partners in regulations pertaining to wildlife use rather than mere consultants.

The greatest weakness in S. 3699 (H.R. 14392) is the lack of any funding authorization. It will require money to buy private inholdings and subsurface mineral rights in Eastern Wild Areas. The Land and Water Conservation Fund already is taxed to the limit. It would be a mistake to add this load to an already deficient source of money. If the system is worth having it is worth paying for out of general revenue appropriations.

In the interest of time, I will say very little about S. 3224 and S. 3225, because both are inferior to S. 3699 (H.R. 14392). The former would establish both a Sipsey Wilderness and a Sipsey National Recreation Area on the Bankhead National Forest in Alabama. It would be an unwieldy, unworkable combination, hardly worthy of our first venture into Eastern wild lands preservation. The Sipsey area itself certainly is a desirable one for wild areas recognition and

perhaps should be the first one to be recognized under a new Eastern System.

S. 3225 establishes a Southeastern Wild Areas System with a Sipsey Wild Area as a prototype. The legislation is too limited geographically and contains several serious provisions, such as authorization for commercial services and right of access across wild areas, but fails to specify power of condemnation and provides no funds for either acquisition or administration.

Thank you, Mr. Chairman, for this opportunity to testify. I hope that something I have said may be of some help to you and your Committee in this important consideration.

Senator BELLMON. As I understand the terms of S. 3224, it involves only lands that are already in the public domain. You would feel that any bill we wrote should provide for the acquisition of privately held lands?

Mr. TOWELL. Very definitely; yes. Because even under 3224, the Sipsey wilderness that you mentioned, there was testimony here this morning about intermingled private lands that would be a desirable part of the project.

And in all of the national forests in the East, there is intermingled private lands. It is not solid block ownership as we are accustomed to seeing in the West.

Senator BELLMON. Thank you very much. We appreciate your testimony.

Our next witness, I understand, will file his statement, Mr. Joel M. Pickelner, conservation counsel, National Wildlife Federation.

(The statement is as follows:)

STATEMENT OF JOEL M. PICKELNER, CONSERVATION COUNSEL, NATIONAL WILDLIFE FEDERATION

Mr. Chairman, I am Joel M. Pickelner, Conservation Counsel for the National Wildlife Federation which has its national headquarters at 1412 Sixteenth Street, N.W., here in Washington, D.C.

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

Mr. Chairman, the National Wildlife Federation greatly appreciates the invitation to testify today on S. 3699, a bill to establish wild areas within the lands of the national forest system.

The need expressed in S. 3699 for setting aside areas of wilderness potential in the National Forest System east of the 100th meridian is commendable and we feel that this should have been done long before. The eastern United States with its heavy concentrations of population is entitled to and needs areas within a reasonable distance from the large urban centers where the wilderness type experience may be enjoyed. The fact that there are few wilderness areas in the eastern part of the country, places an unfair burden on those searching for a wilderness experience.

As acknowledged in S. 3699, the National Forest System represents a major Federally owned land area in the eastern United States. There are more than 23,500,000 acres in the Eastern and Southern Regions of the National Forest System (regions east of the 100th meridian—the area covered by this bill.) Of this, only 733,605 acres have been designated as wilderness. The major portion of this wilderness is made up of the 747,128 acres which form the Boundary Waters Canoe Area in Minnesota. In the 36 national Forests east of the Mississippi River only 26,477 acres of wilderness have been designated. This includes two areas in the Pisgah National Forest in North Carolina totaling 20,925 acres and the Great Gulf Wilderness in the White Mountain National Forest, New Hampshire with 5,552 acres.

These areas were designated as part of the National Wilderness System as of the passage of the Wilderness Act in 1964. Since the passage of the Act no wilderness has been designated in the Eastern United States by the Forest Service.

Certainly there are more of these 23½ million acres that have the potential for wilderness and that can provide the valued wilderness experience. Since its passage Congress has interpretated the Wilderness Act to include areas of varying size and areas including the works of man. As examples, the Great Swamp Wilderness Area in New Jersey and the Desolation Wilderness in California which has within its boundaries two man-made reservoirs. If the National Park System and the Bureau of Sport Fisheries and Wildlife could find areas within their eastern lands which meet the wilderness criteria it seems unbelievable that National Forest Service can find nothing in its 23½ million acres which qualify.

Since the Forest Service has been dragging its feet we feel that the need for legislation such as S. 3699 is premature and would be largely precluded if the Forest Service would take administrative action to set some of the eastern "de facto wilderness" aside to study in depth the possible future inclusion of such areas in the Wilderness System. Their backwoods areas, scenic areas, etc. should be considered for wilderness value and action should be taken.

For these reasons we feel that it would be unwise to set up another structure for designating wilderness potential areas when one is already established. We feel that it would only lead to confusion as to how to designate areas when there are two to choose from. It could also lead to a delay in the decision making process when deciding on which system is best for a specified area.

Actually, Mr. Chairman, we see no need to establish a separate "wild" category of lands as called for in this bill. The Wilderness Act is sufficiently broad in scope to include areas of second-growth timber or old roads, etc., as well as those which are virgin and untouched. There are some areas now in the Wilderness System which have been previously cut over, logged over and grazed.

We are not in favor of down-grading the high standards established by the National Wilderness System. We stand for the highest type of qualifications for wilderness areas and would hope to bring areas in the east up to this standard rather than having the standards of western wilderness areas degraded to permit inclusion of areas of questionable value.

The present bill, I am sure you have noticed, has precipitated mixed reactions for conservation groups and individuals. It ould seem unwise to act hastily on this when it appears that not enough input has been possible for adeqaute consideration. The present system has and can work and there should be no delay on the part of the Forest Service in designating wilderness potential areas and initiating an in-depth study for inclusion under the Wilderness System.

Thank you for the invitation and opportunity for making these remarks.

Senator BELLMON. The next witness who wishes to testify is Mr. George Alderson, Friends of the Earth.

STATEMENT OF GEORGE ALDERSON, LEGISLATIVE DIRECTOR, FRIENDS OF THE EARTH

Mr. ALDERSON. Thank you. If my entire statement is filed, I would be happy to summarize it.

Senator BELLMON. We will be very happy to make your statement a part of the record. We welcome your comments.

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

I am George Alderson, Legislative Director of Friends of the Earth, a national organization of 26,000 members, committed to the preservation, restoration and rational use of the earth. We appreciate this opportunity to present our views on these bills, particularly because our members and leaders have long been involved in the movement to protect our remaining wildlands. The president of Friends of the Earth, David Brower, was the original proponent of the Scenic Resources Review, which was enacted as the Outdoor Recreation

Resources Review Commission, and Mr. Brower was also one of the principal leaders supporting the inspired leadership of The Wilderness Society in the eight-year effort for enactment of the Wilderness Act of 1964. It is from this background of concern and action that we testify here today on these new measures.

S. 3225 and S. 3699 are both bills to establish wild areas in the national forests of the East and South. S. 3225 focuses particularly on the Sipsey area in Alabama, while S. 3699 is general legislation establishing a system of wild areas. S. 3224 is quite different, establishing a Sipsey wilderness area in Alabama as part of the existing National Wilderness Preservation System, which was set up by the Wilderness Act of 1964, along with an adjacent national recreation area.

Friends of the Earth commends the intentions of the Senators who cosponsored the wild area bill. However, this is an anti-wilderness bill, which attempts to undermine the Wilderness Act of 1964. In the East, Midwest and South, citizen conservation groups have proposed numerous areas within the national forests for addition to the National Wilderness Preservation System. The Forest Service has turned a cold shoulder to all these proposals, claiming that nothing except western areas is qualified for wilderness status. Friends of the Earth views this as regional discrimination, and it is totally unjustified.

S. 3699 would confirm this unwise Forest Service decision, and forever prevent these excellent areas from receiving the full protection of the Wilderness Act. This ill-advised action would extend into almost every state in these three great regions of our Nation. Eleven areas in nine states are already before the Congress in another bill, S. 3792, which is pending in the Interior Committee. Additional proposed wilderness areas are almost ready for introduction in Congress, touching several other states as well. Passage of S. 3699 would effectively kill the chances of these many national forest wildlands becoming part of the Wilderness System, with the strong protection provided by the Wilderness Act of 1964. This is because it would sanction the unfounded criteria adopted by the Forest Service as guidelines for identifying potential wilderness areas.

This bill is not needed. Neither of the other federal agencies that have wilderness areas has adopted such anti-wilderness criteria in the eastern states. For example, the National Park Service has proposed major wilderness areas in Shenandoah and Great Smoky Mountains National Parks. The Fish and Wildlife Service has several eastern wilderness areas already established by Act of Congress, which are now in the Wilderness System. Even the Forest Service has its three eastern wilderness areas—Great Gulf, in New Hampshire, Linville Gorge and Shining Rock, both in North Carolina. The Shining Rock Wilderness was established by the Forest Service shortly before the Wilderness Act passed; like many of the areas now proposed, it had a history of manmade disturbance, but it had recovered through the steady regeneration process of nature. We hope the Forest Service will return to the policy that made Shining Rock Wilderness possible, and approve the other eastern wilderness proposals.

There are several ways in which S. 3699 is weaker than the Wilderness Act. The definitions and purposes are much less clear than those of the Wilderness Act. The provision in Sec. 4(b) for reports to the President requires the agency to submit arguments against the proposal, in that the uses to be foreclosed or curtailed must be identified in the report. Sec. 5 contains no ban on either permanent or temporary roads. Sec. 5 also contains no ban on new structures or installations; and Sec. 5(a)(3) is so broad as to permit a multitude of developments which need not be compatible with protection of the wildland resource. This bill also lacks anything like Sec. 4(b) of the Wilderness Act requiring that other uses of the area be carried on only in ways that are compatible with the objectives of the Wilderness Act. This bill also lacks any authority for the government to accept gifts of adjacent lands for addition to the area.

One of the most significant weaknesses of S. 3699 is in the area of mineral development. Although it terminates new mineral entry immediately, this bill fails to provide the Secretary with specific authority to regulate ingress and egress to claims; it contains no requirement that mined lands be restored, and it is unclear with respect to the conditions under which existing valid claims could be patented. The Wilderness Act, in contrast, is very specific and very detailed on these points, and gives the Secretary authority to impose rigorous stipulations on the miners.

Finally, S. 3699 requires no annual report on the wild areas system, and it contains no provisions for conversion of wild areas to wilderness areas, even

though proponents of this bill have said that this conversion is one of their objectives.

These weaknesses strongly militate against adoption of the approach set forth in S. 3699. Friends of the Earth supports an excellent alternative bill, S. 3792, which is now before the Senate Interior Committee, co-sponsored by Senators Jackson, Buckley, Church, Hartke and Nelson. The Jackson-Buckley bill shows the lack of any need for the wild areas bill. S. 3792 would give full wilderness protection to eleven eastern areas, and we look forward to similar legislation dealing with additional areas, for which proposals are being developed right now.

With reference to the Sipsey area, in Alabama, Friends of the Earth strongly favors establishment of Sipsey Wilderness of 11,000 to 12,000 acres, as proposed by the Alabama Conservancy. This is the proposal in S. 1608, which is also before this Committee. We would not object to the recreation area provided for in S. 3224, except that placing it adjacent to the Sipsey Wilderness would result in unacceptable impact from motor vehicles and concentrated visitation. We would not oppose it, if located elsewhere on the Bankhead National Forest.

Mr. ALDERSON. I am George Alderson, legislative director of Friends of the Earth. Our Washington office is at 620 C Street SE.

Friends of the Earth commends the intentions of the Senators who sponsored the wild areas bill. However, this is an antiwilderness bill which would undermine the Wilderness Act of 1964. In the East, Midwest, and South, the citizen conservation groups have proposed numerous areas within the national forests for addition to the National Wilderness Preservation System.

The Forest Service has turned a cold shoulder to all of these proposals, claiming that nothing except western areas is qualified for wilderness status.

Friends of the Earth views this as regional discrimination and it is totally unjustified. S. 3699 would confirm this unwise Forest Service decision and forever prevent these excellent areas from receiving the full protection of the Wilderness Act. This ill-advised action would extend to almost every State in these three great regions of our Nation.

Eleven areas in nine States are already before Congress in another bill, S. 3792, which is pending in the Interior Committee. Additional proposed wilderness areas are almost ready for introduction in Congress touching several other States as well. The wild areas bill is not needed. Neither of the other Federal agencies that have wilderness areas have adopted such antiwilderness critieria in the Eastern States.

For example, the National Park Service has proposed major wilderness areas in Shenandoah and the Great Smoky Mountains National Parks. The Fish and Wildlife Service has several wilderness areas already established by act of Congress, which are now in the Wilderness System.

There are several ways in which S. 3699 is weaker than the Wilderness Act. The definitions and purposes are much less clear than those of the Wilderness Act. The provision in section 4(b) for reports to the President requires the agency to submit arguments against the proposal, in that the uses to be foreclosed or curtailed must be identified in the report.

This requirement does not appear in the Wilderness Act. Although we recognize that an agency would consider these things in its own deliberations, we don't believe that it should be required as part of a formal submission.

Section 5 of the wild areas bill contains no ban on either permanent or temporary roads. These bans do appear in the Wilderness Act. Section 5 also contains no ban on new structures or installations. And section 5(a)(3) is so broad as to permit a multitude of developments which need not be compatible with the protection of the wild land resources.

In the Wilderness Act, the comparable language is severely restricted to make it impossible to build anything under the sun on the thesis that it is a reasonable provision for public use.

This bill also lacks anything like section 4(b) of the Wilderness Act requiring that other uses of the area be carried on only in ways that are compatible with the objectives of the Wilderness Act. This bill also lacks any authority for the Government to accept gifts of adjacent lands for addition to the area.

One of the most significant weaknesses of S. 3699 is in the area of mineral development. Although it terminates new mineral entry immediately, this bill fails to provide the Secretary with specific authority to regulate ingress and egress to claims; it contains no requirement that mined lands be restored, and it is unclear with respect to the conditions under which existing valid claims could be patented. The Wilderness Act, in contrast, is very specific and very detailed on these points, and it gives the Secretary authority to impose rigorous stipulations on the miners.

Finally, S. 3699 requires no annual report on the wild areas system, and it contains no provisions for conversion of wild areas to wilderness areas, even though proponents of this bill have said that this conversion is one of their objectives.

These weaknesses strongly militate against adoption of the approach set forth in S. 3699. Friends of the Earth supports an excellent alternative bill, S. 3792, which is now before the Senate Interior Committee, cosponsored by Senators Jackson, Buckley, Church, Hartke, and Nelson. The Jackson-Buckley bill shows the lack of any need for the wild areas bill. S. 3792 would give full wilderness protection to 11 eastern areas, and we look forward to similar legislation dealing with additional acres, for which proposals are being developed right now.

And now, turning to legislation dealing specifically with the Sipsey Area in Alabama, Friends of the Earth strongly favors establishment of a Sipsey Wilderness of 11,000 to 12,000 acres, as proposed by the Alabama Conservancy. This is the proposal in S. 1608, which is also before this Committee. We would not object to the recreation area provided for in S. 3224, except that placing it adjacent to the Sipsey Wilderness would result in unacceptable impact from motor vehicles and concentrated visitation. We would not oppose it, if located elsewhere on the Bankhead National Forest.

Now there is an additional point I wanted to cover that is not in the writen statement. There is a serious acreage discrepancy in S. 3224. The bill mentions a 6,000-acre wilderness and a 3,000 national recreational area. However, the map that is referred to in the bill shows a wilderness of approximately 11,000 acres.

Friends of the Earth, like the Alabama Conservancy and The Wilderness Society, favors the 11,000-acre wilderness and suggests this

discrepancy could be easily cleared up by changing the acreage figure from 6,000 to 11,000 in the text of S. 3224.

Thank you, Mr. Chairman.

Senator BELLMON. Thank you, Mr. Alderson.

You feel that there are areas in the eastern part of the country that could qualify as wilderness areas under the terms of the existing legislation?

Mr. ALDERSON. Yes, sir, we think there are many.

Senator BELLMON. Do you feel the need to designate wild areas close to population centers?

Mr. ALDERSON. Well, Mr. Chairman, the areas that have been under consideration for protection as wild lands thus far have largely qualified as wilderness, in our view. So, we always will maintain an open mind to see what instances might come up, but thus far they have been able to qualify under the Wilderness Act, as we see it.

Senator BELLMON. You don't see any need for an intermediate category between a recreation area and pure wilderness?

Mr. ALDERSON. Well, there might be certain cases in which the area, for example, had been logged so recently as 10 years ago, or something like that, in which it might not be suitable for immediate placement in the wilderness system. But in that case we would prefer to see that taken in under what The Wilderness Society has called the wilderness escrow concept, under which it is provisionally placed in the wilderness system, although it is not actually in the system until the Secretary determines some years later that it now is qualified, and then it goes in by Executive order, without further legislation.

This is the way that we would prefer to see those areas handled.

Senator BELLMON. Thank you very much.

Our next witness is Mr. John F. Soest.

STATEMENT OF JON F. SOEST, PRESIDENT, VIRGINIA WILDERNESS COMMITTEE, WILLIAMSBURG, VA., ALSO REPRESENTING THE CONSERVATION COUNCIL OF VIRGINIA

Mr. SOEST. Mr. Chairman, I have two brief statements to present today.

The first is a statement from the Virginia Wilderness Committee, of which I am an officer.

I would like to start by thanking you for the opportunity today to present our views on bill S. 3699. I am only going to speak to that bill today.

Our committee is an organization with over 500 members in Virginia, devoted to the preservation of the wild and natural areas of our State.

We have recently developed a position paper on the protection of national forest lands through the use of legislative action. This position paper was developed in reference to some general views on what should be done about Forest Service lands. It doesn't speak directly to the bill at hand today, but it has some bearing on it.

The eastern national forests, like most of the land in the United States, have at some previous time felt the impact of man's activities.

Around this fact centers a heated controversy over the definition of wilderness. Proponents of a puristic definition hold that no land is suitable for wilderness designation if its ecology has even been altered, even temporarily, by man.

In contrast, many Virginians and other easterners recognize that certain units of the eastern national forests have recovered from previous abuse, or are rapidly attaining an old-growth character, and satisfy the criteria for wilderness set down in the Wilderness Act of 1964.

The Virginia Wilderness Committee agrees with the latter position. We maintain that the U.S. Forest Service should acknowledge the existence of such eastern wilderness, and recognize their responsibility to commit these lands to the protection available under the Wilderness Act of 1964.

Protection of these wilderness areas in eastern national forests is an immediate necessity for several reasons. First, certain current practices of the U.S. Forest Service, such as intensive management for recreation and for timber production, and stand rotation, conflict with the natural reemergence of wilderness character that is in progress in the areas in question.

Second, although most U.S. Forest Service management policies are commendable, they have not always been so; and they will continue to change in response to shifting economic and political pressures. Such a variable administrative policy cannot guarantee the permanent protection required for a long-term resource like wilderness.

Third, legislation can pose a threat to wilderness—legislation like the Timber Supply Act; or like the Kyl bill, which is apparently well-meaning, but which permits development within wilderness areas.

The unyielding attitude of the U.S. Forest Service, in ignoring the reality of eastern wilderness, is subject to criticism on several grounds. First, the demand by easterners for a wilderness experience is obvious from their active use of existing or proposed eastern wilderness areas, and from their strong support for wilderness designation at public hearings.

Second, the U.S. Forest Service has no legal or moral right to judge the suitability of eastern national forest lands for Wilderness Act designation. Such judgment is reserved for all the citizens of this country, through the Congress. Nor is it for the professional land and forest managers to decide the aesthetics of the people of this country. Given these facts, the U.S. Forest Service has no basis for their insistence on the absence of suitable wilderness in eastern national forests, since they have never submitted an eastern national forest wilderness proposal to Congress for a judgment.

Virginians recognize areas of wilderness character in Virginia's national forests. The Virginia Wilderness Committee will work actively to achieve wilderness area designation for these areas under the Wilderness Act of 1964. This committee maintains that any special management measures that may be required for eastern wilderness areas are fully provided for in the Wilderness Act of 1964. We therefore strongly oppose the creation of a separate, second-rate wilderness or wild areas system for the East.

In summary, we feel S. 3699, will, in fact, hinder our efforts to protect the wilderness in Virginia. What would help is the cooperation and openmindedness of all concerned, and that includes the Forest Service, the Congress, and the citizens alike. After all, what we all want is adequate protection for the many splendid areas of wilderness potential in Virginia and throughout the East.

That protection is already available through the Wilderness Act. We hope you will help us to use it.

Now, in connection with this position paper, I would like to comment on some other remarks I heard at the hearing today. Several times it has been said, well, there are no areas in the East to classify. In fact, our committee has done quite a bit of study throughout Virginia's National Forests. We have appended to our position paper a list of eight areas which we feel have wilderness potential in Virginia under the Wilderness Act of 1964.

We have here, and this is not necessarily a complete list, four areas in the George Washington, and four in the Thomas Jefferson National Forest. We have been on the ground and have looked at these areas. When the Forest Service has had their unit management hearings, we have attended and given our testimony. We are very actively interested in these areas, and we hope that in the near future some will be brought to Congress for judgment.

In fact, one of these areas is included in the Senate bill recently introduced by Senator Jackson and others.

Now, unless there are questions on that statement, I will proceed with my second statement.

Senator BELLMON. I will ask you the question that I asked Mr. Alderson. Do you feel there is a major need for a type of area that is, perhaps, more accessible and a little less primitive than the wilderness-type area and yet more of a wilderness area than the recreational areas?

Mr. SOEST. I believe there is and I believe, in fact, there is already provision for this within the Forest Service management decisions. They have provisions for the so-called backwoods, scenic, and natural areas which may be set aside in the national forest areas. All of these have tighter management policies than, say, a national recreation area. Management policies, I know—for instance, that were written for the protection of Mount Rodgers National Recreation Area and the scenic areas in that district will not allow, for instance, timber cutting.

This is one of the things, I think, that should be held to a minimum in these areas where we are trying to emphasize the primitive type of recreation.

My feeling is that this sort of area is already available and I think that is the feeling from our committee too. We have worked with the Forest Service in the past to see that we can obtain this kind of protection.

Senator BELLMON. Proceed.

Mr. SOEST. The second statement is from the Conservation Council of Virginia.

The Conservation Council of Virginia is a coordinating council of 47 member organizations representing nearly 200,000 individual members throughout Virginia.

At the last meeting on July 16, 1972, in Blacksburg, the board of directors passed a resolution concerning S. 3699. I have been asked to present that resolution today:

Whereas the expressed will of the Congress is to provide the Eastern United States with units of the national wilderness preservation system designated under the Wilderness Act of 1964; and

Whereas such units have already been established in the East within the national forests and national wildlife refuge systems, and proposals are well advanced for units within the national park system; and

Whereas H.R. 14392 and S. 3699, propose a parallel but significantly weakened concept of wilderness conservation in circumvention of the Wilderness Act of 1964: Therefore be it

Resolved that the Conservation Council of Virginia opposes the creation of a separate statutory system of wild areas in the national forests, and hereby calls upon the Forest Service to recognize and to inventory the potential wilderness areas in the East and to prepare wilderness proposals for submission to the Congress in order to fulfill the letter and the spirit of the Wilderness Act of 1964; and be it further

Resolved, That copies of this resolution be transmitted to the Chief, U.S. Forest Service, to the supervisors of the George Washington and Thomas Jefferson National Forests, to Senators Byrd and Spong, to the Virginia congressional delegation, and to the appropriate subcommittees of the Senate and House Agriculture Committees holding public hearings on July 20 and 21, and July 24, respectively.

This resolution was passed unanimously by the board members. I must be fair and say there were four abstaining members: The Virgina Division of the Izaak Walton League of America; the League of Women Voters of Virginia; the Northern Virginia Conservation Council and one delegate at large. The remainder passed the resolution unanimously.

Thank you.

Senator BELLMON. I have no further questions. Thank you very much for your testimony.

Our next witness is Mr. George Langford, chairman, Wilderness Committee, West Virginia Highlands Conservancy, Cary, N.C.

STATEMENT OF GEORGE LANGFORD, CHAIRMAN, WILDERNESS COMMITTEE, WEST VIRGINIA HIGHLANDS CONSERVANCY, CARY, N.C.

Mr. LANGFORD. Thank you.

I have two statements to make. One is the Sipsey wilderness bill and the other one is on the general wild lands bill. These are both prepared statements and I would like to be able to submit a more detailed statement at a later date.

Senator BELLMON. The record will remain open for 1 week after the conclusion of these hearings today. If you can furnish your statements by that time, they will be made a part of the record.

Mr. LANGFORD. Thank you.

I am a member of the West Virginia Highlands Conservancy and past chairman of its wilderness preservation committee. The present chairman is in Canada somewhere and could not come. I have been authorized to present a resolution on wilderness, passed at a meeting of the board of directors on July 8, 1972. That is attached to my statement at the back.

We adopted this resolution because the Forest Service hasn't advanced any wilderness proposals in the eastern national forests for consideration by Congress and because it takes the position that there are no such areas which can qualify under the Wilderness Act, even though there are three areas in the eastern national forests which help to define the extension of wilderness in the East, and even though there are also other wilderness areas in the East which were proposed and approved by Congress in National Wildlife Refuges and they also help to define the extension of wilderness. In other words, the extension of wilderness is the range of lands which fall within the concept of wilderness and manageability as wilderness. For example, the National Park Service has proposed in excess of 70,000 acres in Shenandoah National Park, which has had a very similar history to the adjacent George Washington and Jefferson National Forests where the Forest Service has refused to admit that there might be wilderness, even though there are much, much larger areas there with similar previous histories.

Senator Church has criticized the Forest Service for its adamant antiwilderness stance in spite of the fact that the Wilderness Act was drawn up with a view to inclusion of areas which are less than perfect. There is also great support for wilderness areas, as you might see from the number of wilderness bills which are introduced by Members of Congress, in spite of opposition by the Forest Service.

In view of all that and the present effort of the Forest Service to introduce additional legislation in the form of an alternative to the Wilderness Act—in view of that, it is likely that this new legislation will be a very confusing and competing system which could act to slow down and reduce the likelihood of wilderness designation for many areas because of the possible split in jurisdiction between the Interior and Insular Affairs Committee and your Committee. Because of the fact that we have not yet had a single chance to try the Wilderness Act in national forest lands in the East, the West Virginia Highlands Conservancy unequivocally supports the use of the Wilderness Act for the protection of the eastern national forest wildernesses and refuses to support new legislation which could create a separate and confusing and inadequate system of protection for such areas. We feel that the concept of protection of areas which are too small or too altered by man to qualify under the Wilderness Act * * * well, we support that concept. We don't think it should be used to replace the Wilderness Act where the Wilderness Act easily applies.

I have with me three wilderness proposals, which I hope will be Exhibits B, C, and D. I only have the three copies with me. I can provide more if you wish. Those are the Dolly Sods, a 10,000-acre area owned by the Forest Service in West Virginia; Otter Creek near Parsons, West Virginia, 20,000 acres and Cranberry Backcountry near Richwood, in the central part of the State, which has about 36,000 acres of wilderness in either one large area or two separate areas (depending on how you consider the impact of one road, which happens to bisect them and which is not a public road).

Senator BELLMON. These are areas that have already been proposed to the Forest Service for inclusion in the Wilderness System?

Mr. LANGFORD. These are citizen proposals which were prepared by members of my committee and which were presented to the Forest Service and to members of Congress for consideration as an alternate management plan to general forest management for timber and wildlife, such as deer, which require management.

What they do is give a detailed history of the previous uses and abuses of the lands, and the minerals, the timber, and the present use of the land.

I hope you will study these proposals. I think they document the suitability of the areas for inclusion in the national wilderness preservation system under the terms of the Wilderness Act.

I think if you compare the lands which they describe with the other lands on a national forest, you will agree that these proposals demonstrate a need to prevent destructive road construction, destructive logging, and destructive coal mining in these wild places which simply can't be replaced. These are among 11 areas proposed for inclusion in the Wilderness System by Senator Jackson's Omnibus Eastern Wilderness bill, and I believe that that bill is the best vehicle for inclusion of lands like this.

In contrast, I think you should look at a special study paper, entitled, "Special Study, Joyce Kilmer, Slickrock Area, Management Alternatives." This was prepared by the Forest Service and I believe it is the most objective study of de facto wilderness yet performed by the Forest Service.

In it, you will be able to see the degrees of intrusions by man in these areas, and you should be able to evaluate the degree to which they affect the areas.

In the past the Forest Service has simply used the mere existence of a single intrusion—without regard to the degree of impact—as prohibiting wilderness classification for the area. This particular study, however, shows the adamant stand of the Forest Service against wilderness in the East. In spite of the fact that there are something like seven alternate routes for a transmountain road, five of the routes were summarily dismissed, including that one of those which apparently was the original route under which the Forest Service obtained appropriations for the road. The remaining two alternatives both bisect this area and are equally objectionable. Also, there is an inaccurate use of the wording of the Wilderness Act in an attempt to justify the refusal of the Forest Service to recommend wilderness status for this area.

Also, in contrast with the above Forest Service study, which looked extremely objectively at the area, there was another study and a summary draft management plan for a management unit in West Virginia in the Monongahela National Forest. In that unit, there was one of the so-called Pioneer Study Areas, which was set aside at the district ranger level by the district ranger administratively as an interim or hold status to protect areas which were wild. It had no official endorsement at higher levels beyond the forest supervisor. However, there was one of those areas in Meadow Creek. The management plan just absolutely omits any mention of the fact that this had existed, in spite of the fact that at the hearing I made a plea that this area be enlarged.

Instead, the plan advocates a timber sale with the avowed purpose of creating wildlife openings and at the same time, of course, to provide timber for local indusry, for the logging industry.

There are no alternatives mentioned in this plan. The suggestion that I had made that this Pioneer Study Area be enlarged was dismissed on the grounds that the area doesn't qualify, in spite of the fact that it had originally been so held in that status.

Clearly then, the preservation of uncut, unroaded, unmanaged forests is abhorrent to the Forest Service, and because of this abysmal record of destruction and opposition to the de facto wilderness preservation. I have a footnote here that 27 witnesses at the hearings on forest management practices testified last year as to this kind of destructive and preemptive activity.

I don't think the Forest Service should be entrusted with the task of preserving the remaining wildlife lands under the terms like those that it is asking for in this legislation you are considering now. I think, instead, it should be required to submit to Congress a list of the places it intends to protect. Also, I think that citizen proposals should also be allowed in this list. And I believe, or ask, that no preemptive activities should be tolerated unless the public and Congress have had a chance to review and accept or reject these proposals.

I hope that your committee and the Interior and Insular Affairs Committee will be able to restrain and reorient the Forest Service in regard to wild lands and undeveloped lands. There are simply too little of them left in public ownership to waste in futile attempts to subsidize the timber industry in the supply of timber.

That is the end of my first statement.

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

I am a member of the West Virginia Highlands Conservancy and past chairman of its Wilderness Preservation Committee. I have been authorized to present a resolution on wilderness passed at a meeting of the Board of Directors on July 8, 1972 (Exhibit A, attached).

Here also are the wilderness proposals prepared by members of my committee and approved by the Board of Directors for Dolly Sods (10215 acres), Otter Creek (20000 acres), and the Cranberry Backcountry (36300 acres), all located in the Monongahela National Forest (Exhibits B, C, and D [1]).

I urge you to study these proposals, for they document the suitability of such areas for inclusion in the National Wilderness Preservation System under the terms of the Wilderness Act of 1964, and they also demonstrate the need to continue to prevent destructive road construction, logging, and coal mining in these irreplaceable wild lands.

These areas are among eleven listed in Senator Jackson's Omnibus Eastern Wilderness Bill (S. 3973), which I believe to be the best vehicle for their protection.

Although the Forest Service has invariably used the mere existence of human intrusions (without regard to degree) against protection of eastern wild lands under the Wilderness Act, I urge you to obtain and examine the *Special Study, Joyce Kilmer—Slickrock Area, Management Alternatives* [2] prepared by the Forest Service. This is the most objective study of *de facto* wilderness the Forest Service has yet made in the East. However, it is flawed by the arbitrary exclusion from consideration of several alternate routes for a proposed transmountain road (including the route for which construction funds were originally author-

[1] All three proposals are obtainable from the West Virginia Highlands Conservancy, 1412 Western Avenue, Morgantown, W. Va. 26505.

[2] Obtainable from Gaylord Yost, Assistant Supervisor, Planning, National Forests in North Carolina, P.O. Box 2750, Asheville, N.C. 28802.

ized by Congress[3]), leaving two equally devisive and destructive alternates; it is also flawed by inaccurate use of the wording of the Wildernss Act.[3] You can at least begin to make your own judgment as to the degree of past human intrusion here.

Please contrast the above Forest Service study with their *Summary (Draft) Management Plan for the Meadow Creek Unit*[4]. No mention whatsoever is made of the fact that there was until recently a Pioneer Study Area (an administrative method of protecting primitive-type areas at the District Ranger level), and a timber sale and access road are planned there instead, to provide wildlife habitat. The plan is presented on take-it-or-leave-it basis. My suggestion that the Pioneer Study Area be enlarged was dismissed on the grounds that the area does not qualify!

Clearly, preservation of uncut, unroaded, unmanaged forests is abhorrent to the Forest Service.

Because of its abysmal record of destruction and opposition to *de facto* wilderness preservation[5], the Forest Service should not be entrusted with the task of preserving the remaining wild lands under the terms of the legislation it is requesting until it submits to the Congress a list of the places it intends to protect; also, citizens must be allowed to recommend additional wild lands to Congress. No preemptive activities should be tolerated until Congress has reviewed and accepted or rejected those proposals.

I hope that both your committee and the Interior and Insular Affairs Committee will restrain and reorient the Forest Service in regard to wild, unroaded, and undeveloped land. There is too little left in public ownership to be wasted in futile attempts to subsidize the timber industry.

(Exhibit A follows; exhibits B, C, and D, are on file with the subcommittee.)

Exhibit A

WEST VIRGINIA HIGHLANDS CONSERVANCY

Whereas, the U.S. Forest Service has not advanced any wilderness proposals in eastern national forests for consideration by the Congress; and

Whereas, the U.S. Forest Service takes the position that no eastern national forest contains an area which qualifies under the Wilderness Act of 1964 even though Congress created three eastern national forest areas with the passage of the Act in 1964 (Great Gulf Wilderness in New Hampshire, Linville Gorge and Shining Rock Wilderness Areas in North Carolina); and

Whereas, other Federal Agencies such as the National Park Service and the U.S. Bureau of Sport Fisheries and Wildlife are advancing eastern wilderness proposals for consideration by the Congress, some of which have already been approved by the Congress (portions of Moosehorn, Monomy Island and Great Swamp National Wildlife Refugee); and

Whereas, the National Park Service has proposed 73,280 acres of wilderness for the 193,000 acre Shenandoah National Park in Virginia, such park having the same history of land use and abuse as nearby George Washington and Jefferson National Forests which are said by the Forest Service to contain none whatsoever even though the two forests contain nearly two million acres; and

Whereas the Shenandoah proposal has already been heard (May 5, 1972) by the Public Lands Subcommittee of the Senate Interior and Insular Affairs Committee, on which occasion Subcommittee Chairman Senator Frank Church specifically criticized the anti-wilderness stance of the Forest Service with respect to eastern national forests and cited the Congressional intent that the Wilderness Act serve eastern U.S.A. as well as the west and that its provisions were so drawn as to permit the inclusion of eastern areas; and

Whereas there is great public support for wilderness areas in eastern national forests as evidenced by the strong citizen efforts to secure the filing and passage

[3] *A Joyce Kilmer-Slickrock White Paper*, obtainable from Carl A. Reiche, Coordinator, Save-Joyce-Kilmer League, 932 Obispo Avenue, Coral Gables, Fla. 33134.

[4] Obtainable from the Supervisor, Monongaheal National Forest, Box 1231, Elkins, W. Va. 26241.

[5] Documented by at least 27 contributors to the public record of Senator Church's Hearings on Management Practices on Public Lands, held April 5–7, 1971, before the Subcommittee on Public Lands, Committee on Interior and Insular Affairs, United States Senate, at Washington, D.C.

of wilderness bills by the Congress even though unsupported in such efforts by the U.S. Forest Service ; and

Whereas, the Forest Service, in its effort to defeat public support for wilderness and avoid the application of the Wilderness Act to eastern national forests, is now advancing and supporting new legislation to establish a second competing and confusing system of wild areas to be heard and judged by House and Senate Agriculture Committees ; and

Whereas wilderness proposals are heard and judged by House and Senate Interior and Insular Affairs Committees, both committees having greatly different orientations and outlooks ; and

Whereas the Wilderness Act of 1964 *has not* been tried and found wanting with respect to eastern wilderness areas, and in view of all the foregoing circumstances ;

The West Virginia Highlands Conservancy unequivocally supports the use of the Wilderness Act for the protection of eastern national forest wilderness areas and denies support for new legislation which would create a separate and confusing and inadequate system of protection for such areas, and directs that a copy of this resolution be forwarded to all members of the West Virginia Congressional delegation and to the Senate Agriculture Committee which will hold public hearings in Washington, D.C. on July 20, 21, 1972 on wild areas legislation, Bill No. S. 3699 et al :

In so doing, the West Virginia Highlands Conservancy wishes to make clear the fact that it supports the concept of protection for areas which cannot qualify under the Wilderness Act but notes that the Congress has not yet had an opportunity, because of Forest Service opposition, to judge any eastern national forest wilderness proposal.

WEST VIRGINIA HIGHLANDS CONSERVANCY,
Unanimously adopted July 8, 1972.
Arbovale, W. Va.

Mr. LANGFORD. The second statement is much shorter.

Senator BELLMON. Proceed.

Mr. LANGFORD. The bills intended to protect the Sipsey Wilderness, S. 3224 and S. 3225, may be inadequate to the task because they compete with and contain weaker language than the Wilderness Act of 1964. Therefore, I urge you not to usurp the jurisdiction of the Committee on Interior and Insular Affairs over wilderness on our public lands, and I hope that you will support, as I do, Senator Jackson's Omnibus Eastern Wilderness bill, S. 3972, which includes the proposed 11,000-acre Sipsey Wilderness and 10 others.

These are all wildernesses which have been put forward by citizen groups in the National Forests.

Senator BELLMON. You apparently, I judge from your testimony, have a rather low opinion of the Forest Service. Do you think somewhat better of the Department of the Interior ? I might say, before you answer that, I am on both committees. I am on Interior and Agriculture. But I am curious why you think so poorly of the Forest Service.

Mr. LANGFORD. It is the Forest Service as an administrative body which has this reputation. The individuals are extremely helpful and contribute a great amount to these proposals that we have made. They withhold almost no information and go to great efforts to provide us with details of—and past history and management of—the areas.

For example, timber sales, proposed timber sales, trail locations, and so on. They keep us informed of improvements in trails. They keep us informed of the coal situation since they have an obvious interest in that which is probably equal to ours in trying to avoid coal mining which is compatible with very little in the forest.

In the statements that I have heard from the "Administration" of the Forest Service, it is the same language repeated over and over again. For example, last spring—excuse me—last fall at the Joint Conference on Wilderness with the Wilderness Society and the Sierra Club, Mr. McGuire, who is now Chief of the Forest Service, stated that there is no area in the East which is even large enough to be included under the Wilderness Act, and yet within the 11 areas Senator Jackson included, there isn't even one below 5,000 acres, and most of them are as large as, or larger than, wildernesses which exist in the National Wilderness Preservation System.

The other statements are usually made without prior study. They simply say there was a railroad grade there in the area and, therefore, it doesn't qualify.

This sounds like a policy that has come down from above which is arbitrarily and adamantly adhered to for fear of letting the dam break and something overwhelm the Forest Service that would shut off the availability of timber and hardwood in the East. So it is this brick-wall stance which makes it hard to deal with them and forces us to go over their heads and around them and above them.

Yet I still have a great deal of respect for most of the administrators and the staff personnel in the Forest Service.

Senator BELLMON. Thank you, Mr. Langford. I appreciate your contribution. The proposals you have will be filed as part of the testimony.

Mr. LANGFORD. I would like this resolution to be part of the written record.

Senator BELLMON. Right. That has been included in the record and the other documents will be filed.

(Supplemental statement filed by Mr. Langford is as follows:)

I am a member of the West Virginia Highlands Conservancy and past chairman of its Wilderness Preservation Committee. I have been authorized to present the following resolution on wilderness prepared at a meeting of the Board of Directors on July 8, 1972:

(NOTE: For the text of resolution, see page 171.)

Here also are the wilderness proposals prepared by members of my committee, and approved by the Board of Directors, for Dolly Sods (10,215 acres), Otter Creek (20,000) acres, and the Cranberry Backcountry (36,300 acres), all located in the Monongahela National Forest (Exhibits A, B, and C).[1]

I urge you to study these proposals, for they document the suitability of such areas for inclusion in the National Wilderness Preservation System under the terms of the Wilderness Act of 1964, and they also demonstrate the need to continue to prevent destructive road construction, logging, and (coal) mining in these irreplaceable wild lands.

These areas are among eleven listed in Senator Jackson's Omnibus Eastern Wilderness Bill (S. 3972), which I believe to be the best vehicle for their protection.

In spite of the cooperation and assistance of individuals from within the Forest Service in preparing citizens' wilderness proposals, the "Administration" (whoever that may be) of the Forest Service has invariably insisted that the mere existence or history of human intrusion (without regard to degree) precludes their recommendation to protect any eastern wild lands under the Wilderness Act.

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[1] All three proposals can be obtained from the West Virginia Highlands Conservancy, 1412 Western Avenue, Morgantown, West Virginia 26505.

I do not like to belabor the point, but the Forest Service as an administrative body has had an abysmal record, in failing to preserve and even in wilfully destroying *de facto* wilderness.[2] This attitude has not changed, as the following examples attest:

The Forest Service in North Carolina recently prepared a *Special Study, Joyce Kilmer-Slickrock Area, Maangement Alternatives*[3] and held public hearings May 10, 1972. In spite of being the most objective Forest Service study of *de facto* wilderness to date, the study has several flaws, the most serious of which follow. Five of the seven alternate routes for a proposed transmountain road are arbitrarily excluded from consideration—even the route for which construction funds were originally authorized by Congress.[4] The only two remaining alternates are equally destructive; either would bisect the Joyce Kilmer-Slickrock wilderness proposed by citizens[4] and by Senator Jackson (S. 3972). It is also flawed by inaccurate use of the wording and misquotation of the Wilderness Act. You can at least begin to make your own judgment as to the degree of past human intrusion here.

In West Virginia, the Forest Service recently released a *Summary (Draft) Management Plan for the Meadow Creek Unit*,[5] on which a listening session had been held August 14, 1971. This report contains no mention of the fact that a part of the unit was managed in the past as a Pioneer Study Area (which is an administrative method of protecting primitive-type areas at the District Ranger Level). Instead, a timber sale and access road are planned to provide wildlife (i.e. game) habitat. My own suggestion, that the Pioneer Study Area be enlarged, was dismissed on the grounds that area does not qualify—how's that for inconsistency of management direction?

Clearly, preservation of uncut, unroaded, and (especially) unmanaged forests is abhorrent to the Forest Service.

You have before you a bill (S. 3699; H.R. 14392) which intends to set up a system of Wild Areas in the national forests (purchased under the Weeks Act) in the East. Since this bill was prepared under the encouragement of (and has been publicized by) the Forest Service, I must question the manner in which it will be used and abused by the Forest Service. That agency has been conducting listening sessions all over the East in an effort to elicit criteria for choice and management of wildlands. They already know their domain better than we do—where is their list of inventory of lands which can be considered wild? Lists of criteria can be used to *exclude* land from consideration; lists of specific places can better be used to *include* them!

I believe that the Wilderness Act is superior in its definition and management of Wilderness—even here in the East. The Wilderness Act affords superior protection against mismanagement, because it places the needs of wild animals, wild lands and wild plans above the needs of human beings; the need for human solitude is subordinated to the well being of the wilderness. The Wilderness Act excludes all forms of logging and roadbuilding. The Wilderness Act is a management directive in which the definition of Wilderness describes the kinds of lands that can be practicably managed as wilderness. Agencies of government serve only to carry out that management, not to determine the areas to be so managed. That is up to Congress and the people. The agencies can only recommend. When professionals recommend negatively and arbitrarily, for reasons not a part of the wilderness act, they exceed their authority.

Every one of the eleven areas in Senator Jackson's Omnibus Wilderness Bill has been proposed by citizens' groups over the objections and obstructions of the Forest Service. I know of no recommendations for wilderness status in the East by the Forest Service since before the passage of the Wilderness Act. The Congress and other administrative agencies of government have already established the extension of wilderness—the range of kinds and quality of

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[2] Documented by at least 27 contributors to the public record of Senator Church's Hearings on Management Practices on Public Lands, held April 5–7, 1971, before the Subcommittee on Public Lands, Committee on Interior and Insular Affairs, United States Senate, at Washington, D.C.

[3] Obtainable from Mr. Gaylord Yost, Assistant Supervisor, Planning, National Forests in North Carolina, P.O. Box 2750, Asheville, North Carolina 28802.

[4] *A Joyce Kilmer-Slickrock White Paper* obtainable from Carl A. Reiche, coordinator, Save-Joyce-Kilmer League, 932 Obispo Avenue, Coral Gables, Florida 33134.

[5] Obtainable from the Supervisor, Monongahela National Forest, Box 1231, Elkins, West Virginia 26241.

land to be protected as wilderness. The Forest Service need only follow those examples. When the Forest Service claims that lands proposed as wilderness do not so qualify and refuse to admit a favorable comparison with lands already in the National Wilderness Preservation System, they insult and are contemptuous of Congress, whose members are my chosen representatives in government.

You will hear pleas for more timber and less wilderness, for more trails for all-terrain vehicles and less wilderness, for more coal and less wilderness; these are the strongest arguments *for* the preservation of wilderness. There are so few wild places left that eradication of them will help the above lobbies but little.

You will hear pleas that the local economies are dependent on the timber industry—these also are innocent pleas for more wilderness as the climax of a recreational and environmental resource to prevent the continued colonization of rural America (especially of Appalachia) by exploitive industries.

Technology in the hands of men is the greatest enemy of land, and of wilderness in particular. Our capacity to destroy (even inadvertently) is growing even larger. Copper axes replaced stone axes and were replaced by steel axes. Crosscut saws were replaced by chain saws, and we may soon have water jets and giant scissors; horses were replaced by bulldozers which are being replaced by rubber-tired skidders. The original logging of these *de facto* wildernesses was done by railroad methods, which had far less extensive effects than today's combination of roads and machines. Each "improvement" in technology increases the productivity of a man's labor; improvements in our knowledge of the applications of these technologies are offset by expediencies in their application. Hence, we are ever more destructive and cannot "afford" the precautions which prevent passing hidden costs onto our neighbors and onto coming generations. These are arguments for the preservation of wilderness and for laws to discipline land users, land managers, and land consumers.

I recommend that you support citizens' proposals for wilderness in the East—through the use of the Wilderness Act.

I recommend that you require a list of the affected areas to be submitted by the Forest Service and by citizens' groups; choose from among these the ones that fit the size requirements and the extension of wilderness already established by Congress. The remaining areas should be preserved also—examine the list for adequate representation of types of forest, soil, climate, habitat, and so on. Be sure that these areas are well distributed; then protect them from us—we are their enemy—but we need them; our children need them.

I am attaching a series of pertinent letters which I have written to Forest Service officials; please retain them in your files, for they elaborate on several of the points I have made above.

(The letters are as follows:)

CARY, N.C., *March 28, 1972.*

MR. FREDERICK A. DORRELL,
Supervisor, Monongahela National Forest,
Elkins, W. Va.

DEAR TONY: As you may already be aware, I've changed jobs and now live in North Carolina. I've also given up my responsibilities as chairman of the West Virginia Highlands Conservancy's Wilderness Committee to Ron Hardway of Webster Springs.

The views expressed below are my own and should not be considered to be approved by the WVaHC.

The USFS proposal for an Eastern Wilderness System is a long step in the right direction, but arouses suspicion in the minds of those with experiences like the ones I described in my testimony at Senator Church's hearings on forest management practices last April.

I do not share these feelings of suspicion, for I think that you have all felt the depth of concern of people like myself, who foresee no profit from preservation of such areas, but who persevere nonetheless. The future of the surrounding rural and mountain communities lies in their ability to attract people and families, not factories. Give them doctors, schools, and a stable, healthy environment—and they will grow green. Wilderness will help to stabilize such communities in ways no city can.

What is it about western wilderness that has given rise to such a united resistance of the forest products industry to inclusion of eastern wild lands in the National Wilderness Preservation System under the terms of the Wilderness Act of 1964? The only difference that I can see is in the rate with which eastern forests recover from man's activities. I think that this is the key to the eastern wood-using industry's concern: the second growth and remaining old growth timber in these inaccessible *de facto* wildernesses are for the time being the most desirable timber in the East. Twenty years from now, there will be much more mature timber available, but that terrible disease, *Wilderness*, will have destroyed its marketability. ———. Another disease of the forests, introduced by man, will prevent the spread of *Wilderness;* it's called *Roads*. By the way, balloon logging could halt the spread of the legislative strain of *Wilderness* and limit *Roads* as well.

Your inability to control mining effectively on these lands, even after inclusion in the Wilderness System, puts the whole effort to preserve them in jeopardy. It is therefore essential that the Land and Water Conservation Fund be used as intended to protect them, not to purchase rights of way for questionable highway projects, nor to embellish pre-existing parks. You should make every effort to purchase the coal and other commonly-available minerals under Dolly Sods, Otter Creek, and the Cranberry Backcountry, for example. The Nation and the Economy of West Virginia shouldn't suffer from the loss of availability of that coal—there is much more in more accessible and less delicate places.

There are similarly dangerous problems with inholdings and abutting non Federally owned land of wild character—as the Western Maryland Railway Company's land comprising the upper drainage of Red Creek, and the land controlled by Monongehela Power Company for its upper storage reservoir of the Davis Power Project. That land should never be strip mined, and that reservoir should be relocated to the Stony River drainage, which has already been committed to commercial purposes: strip mining, vacation cabins, and cooling water for the Mount Storm power plant owned by Virginia Electric Power Company. The fact that you do own such large and complete watersheds as Otter Creek and the Williams and Cranberry Rivers is what makes preservation of them so important—few such opportunities remain at the price.

Your concern about waterways is well founded, as exemplified by acid drainage from coal mines and dam building—both threatening Dolly Sods, Otter Creek, and the Cranberry Backcountry. Pumped storage of energy is a temporary and wasteful solution to a problem which can only be ameliorated slightly thereby; anyhow, thermonuclear plants will surely follow, if not coal fired. The "easy" solutions of today will be inherited by our children, who cannot disown us.

You should consider applying the 1899 Rivers and Harbors Act to the control of pollution from coal mining. If you don't, others will.

You will gain more support for the Eastern Wilderness Bill if you do not so label it—simply list only eastern wild lands and use the language of the Wilderness Act. Congress will understand that a distinction is being made. An Act of Congress is the highest and best form of protection short of a Constitutional Amendment.

At the same time, ask for the creation of a Coal Bank to emphasize the imperishability of the stuff in the ground. Someday, we will need it sufficiently to underwrite the real cost of recovery.

You should not attempt to hide the cost of this legislative act, nor should you hide the benefits—I am sick of the forest products industry's attempts to whipsaw this noble effort to keep a truly tiny fraction of the natural, wild lands of the East out of the grasp of our naturally destructive hands and machines. There is so much for the public to lose, and so little sawtimber, coal, and other commodities to gain.

I saw the futility of trying to acquire privately sufficient land on which to be free of friction with other men and their works when I first stood on the Franconia Ridge in New Hampshire's White Mountain National Forest in May, 1960. Here is the estate of the common man—the public land—vaster than a king's. Only the public can afford to own land for land's sake, and only the public, including Nature, benefits.

Private land is inevitably carved into smaller and smaller pieces or falls into the hands of exclusive owners. I will surely resist attrition and excision of the

only real land I can call my own; it is my responsibility as a steward of these public lands to insist that they be managed for the benefit of my children and my children's children, as my ancestors did.

Yours truly,

GEORGE LANGFORD.

CARY, N.C., *May 14, 1972.*

Mr. STANFORD M. ADAMS,
Forest Supervisor,
George Washington National Forest,
Harrisonburg, Va.

DEAR STAN: Thank you for inviting me to participate in the "Listening Session" on the Laurel Fork Unit. Actually, I know it as "Mushroom Valley" (Sayre Rodman's appellation).

I've never been there, so I can't attest as to the Laurel Fork's attributes. However, I would like to make some philosophical comments which may prove helpful to someone, sometime.

These thoughts are not all my own but were inspired by Wendell Berry's essay on the Red River Gorge, entitled *The Unforeseen Wilderness* (The University Press of Kentucky, 1971). It is an eloquent espousal of the reasons for protecting areas like Mushroom Valley, Otter Creek, Dolly Sods, the Cranberry Backcountry, Joyce Kilmer Memorial Forest/Slickrock Creek, Linville Gorge, Shining Rocks, the proposed Sipsey Wilderness, the Great Gulf, parts of Shenandoah and Great Smoky Mountains National Parks, and so on; the list is longer than past administrations would have us believe.

I no longer represent the West Virginia Highlands Conservancy in any official way, but I am still a member. While I was its Wilderness Committee's chairman, I could only afford to keep up to date on the "crisis places"; since Joe Hudick assured me that the place I know as Mushroom Valley was relatively "safe", I just never got around to going there. Now I ought to, just in case . . .

I am not a lawyer, but I know of no way that I can inherit my father's debts—but if my generation is not careful, foresighted, and persistent, my children will inherit the liabilities created by our present excesses.

We tend to value land for its commodities or for its marketability—there is no public market for wilderness (but ask the Western Pennsylvania Conservancy* about the cost of assembling a good-sized potential wilderness, presently cut over).

The cost of wilderness, therefore, is the sum of the obvious acquisition and restoration expenses, plus the added burden of industrial demand on nonwilderness lands (the ratio of commercialized to wild land dilutes this effect to a negligible level), plus the time required for regeneration of natural ecosystems and decay of man's works. The last cost overwhelms the others so that we cannot afford not to protect what Nature has already invested in wild places. Put another way, there is so little to gain from raising our industrial land base from 98 to 100 percent of the total land area, and so much to lose from eradicating that last 2 percent.

What, then, is the value of wilderness? I think it is related to *time;* the commodities located there have little value unless a profit can be made by extracting them, and this requires labor and capital, both time-related. Nonconsumptive uses such as solitiude or more wildness also require time, time to create wildness in the first place, time for enjoyment, and time away from gainful employment. Eastern wilderness has added value because it is less costly to visit than the vast western wildernesses; more and more people will begin to use it as they become aware of its existence so close to their communities. This increased future demand should be discounted to the present at X percent per year just as the commodities are discounted, but we cannot do so, because we cannot predict the rate; nor can we forfeit the unforeseen needs of future generations. The commodity values of wilderness are finite because they are limited by the destructiveness of our extraction technologies; the intangible and unknown values of wilderness are incalculably close to infinity. Therefore, we should con-

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*204 Fifth Avenue, Pittsburgh, Pa. 15219.

trol our greed and be wary, lest we rob unborn generations of the essentials of their lives.

From your description, Mushroom Valley fared not too badly at the hands of the railroad loggers, probably not because of any benevolence on their part, but because of the limitations of their technology. The present demand for increased productivity breeds machines with far greater capacity for destruction. Until the technologies for timber harvesting, water management, mining, and road construction are brought into harmony with the other uses of land, it is prudent to limit their use to less than *all* possible places. Mushroom Valley is one of these places best left alone. It is neither necessary nor useful to destroy all the remaining wild places to satisfy the cravings of doomed technologies.

Mushroom Valley deserves preservation as one of the last remainig examples of wildlands mostly for its size and its relative lack of roads. I believe that these are reasons enough, but there is another: its watershed can be relatively easy to protect from the chemical and biological activities of civilization. I hope you will consider including the entire watershed of the Laurel Fork in the Laurel Fork Unit, and that you will put extra effort into protecting the headwaters of that stream.

Please keep me informed of the status of your planning for Mushroom Valley; I'm sorry I could not attend the Listening Session, but it's too far to travel on a weekday. Why not include a Saturday session so the Carpet Baggers can come, too?

Yours truly,

GEORGE LANGFORD.

CARY, N.C., *May 26, 1972.*

Mr. DEL W. THORSEN,
Supervisor, Nantahala National Forest,
Asheville, N.C.

DEAR MR. THORSEN: It is with great sadness that I have been reading about the Forest Service's treatment of the Joyce Kilmer Memorial Forest, Slickrock Creek, and the surrounding primitive land.

Last May, I spent several days there, hiking from the parking lot at the Joyce Kilmer memorial, up through the most magnificent hardwood forest I have ever seen, to the crest of the ridge between Stratton Bald and Haoe Lead. After a wet night on the ridge, I spent a glorious couple of hours on the Hangover looking down into Slickrock Creek; then I started following the surveyed route of the proposed Tellico Plains-Robbinsville road.

At Saddle Tree Gap I found a wrench, marked "USFS", which I still have and which was probably lost by one of the "protectors" of the Joyce Kilmer Memorial Forest (where the wrench lay). How did he adjust his chain saw the rest of that day? Was he unable to remove those ugly and wasted dead trees which Howard D. Bennett deplores so much? Or were little old ladies and paraplegics forced to wait yet another day for their chance to drive into America's vanishing wilderness?

The route of the above-mentioned road is exceedingly steep and rocky, and I find it hard to imagine that anyone would consider building a highway there. There must never be a road on that mountain, nor in that Memorial Forest.

After following the survey markers for several miles, I dropped off Haoe Lead through some of the recent timbering, where I saw skid roads so steep I found walking difficult—an angle which surely is not allowed by your manual on road construction, and I saw the stumps of trees which cannot have grown at any commercial rate, which were located along a dry and sunbaked ridge where new timber cannot possibly grow to commercial size in less than 200 years. Of course, this cutting lies outside the Memorial Forest, but it was made possible by the *fait accompli* grandiosely sweeping upward from the wretched little lane winding to the JKMF entrance. How much of my tax money was blown on that destructive boondoggle? Is timber so scarce that you must strip the steep mountainsides, too?

I continued on to the completed part of the new road, and on the way met a family of feral boar. It was a hair-raising and unforgettable experience.

Once on the pavement, I noticed that the new vegetation, grass, and spoil banks below that road obscure most of the wild vegetation and deep-forest experience

beyond. Scenery? After a while, all the mountains look alike unless you have to climb one to see the others, and your imagination conjures up fantastic, wild views before the real one finally unfolds. Roads are just cities and garbage extended out into the woods. They serve no one here but their administrators, their constructors, and their commercializers.

Further road constuction in the Joyce Kilmer/Slickrock Creek watersheds would be against the interests of those for whom the Memorial Forest was dedicated, against your own somewhat tarnished image as protector of America's forests, and against the interests of unborn generations who might otherwise enjoy and reap the spiritual benefits of experiencing a walk through the wilderness that once America was.

Are we so ashamed of our commercial forests that we must hasten to erase all the remaining unroaded wild lands lest our children realize what terrible rapes we have (perhaps innocently) committed? Are we so arrogant as to believe that we can improve on Nature so well that there is no need to leave any natural ecosystem unmanipulated and unexploited?

The Forest Service's own past record here and elsewhere (see my testimony before Senator Frank Church's hearings on Forest Management Practices on Our Public Lands, held in April, 1971, for documentation of the Monongahela National Forest dealings with *de facto* wilderness) compels me to demand no less than full protection of the entire Joyce Kilmer Memorial Forest and Slickrock Creek watersheds plus contiguous roadless (except for unpaved, unimproved roads) areas under the terms of the Wilderness Act of 1964 by immediate administrative action and, ultimately, by Congressional action. There must be no new roads, no new timber cutting, no "enclaves", no tramways, no wrenches, no chain saws, no mines, no chemicals, and no more —.

Please include this letter in the record of your "Listening Session" held May 10. Please send me copies of the "alternatives" for these areas mentioned in your form letter; and please inform me of all new developments and hearings.

Yours truly,

GEORGE LANGFORD.

CARY, N.C., *July 11, 1972.*

Mr. K. I. SUTHERLAND,
Recreation Lands—Staff Officer,
White Mountain National Forest,
Laconia, N.H.

DEAR MR. SUTHERLAND: Over a year ago you were kind enough to answer an inquiry of mine regarding the area known as the Pemigewasset Wilderness. I was pleased to know that a small fraction of the roadless area there is administratively protected as the Lincoln Woods Scenic Area. I was disappointed that more is not so protected.

Since the "Pemi" is surrounded by high mountain ridges and has no public improved roads (to my knowledge), it and the bordering mountains (including Owl's Head and the ridge from Bondcliff to the Twin Range, as well as the Franconia Ridge, and Mts Hale, Tom, Willey, Nancy, Lowell, Carrigain, Hancock, and Hitchcock) ought to be considered for protection in this unroaded condition. There are so few such places in the East, and so many people, including unborn generations, who could benefit from protection of *de facto* wilderness.

The Forest Service is conducting "Listening Sessions" in regard to similar places in West Virginia, Virginia, and North Carolina—are you doing likewise for any of the White Mountain National Forest?

If so, I would like to contribute to the record of that hearing; I have spent several years exploring those mountains in all seasons. I would like to leave them in the same or better condition than I found them.

When I first stood on the Franconia Ridge about 10 years ago, I determined for myself that no one needs to covet his own, private retreat when the public lands are so magnificent. If I am to help my country retain its magnificence, I must help to pass the public lands on to my children unimpaired. Let the loggers turn to the wise use of private forests (with our help), for that is where most of the timber ultimately must grow, considering the relative areas, public and private. There is no need (but convenience) for continuing to erode the last

wilderness—the Forest Service has at once too little and too much power to do so much wilderness to lose. . . .

I did not know then that so much of my time and effort would be necessary to ensure that continuity—if you read my testimony before Senator Frank Church's hearings on forest management practices on our public lands, held in April, 1971, you will see why.

I am sorry if I upset you, but only the People (through Congress) can protect wilderness—the Forest Service has at once too little and too much power to do so reliably. Witness the Joyce Kilmer Memorial Forest and surrounding primitive land.

I am pleased that many of the Forest Supervisors are asking for public input, but I am disappointed in the lack of publicity and the inconvenient choice of time and place. Please keep me informed of any such sessions in the WMNF.

Yours truly,

GEORGE LANGFORD.

CARY, N.C., *June 15, 1972.*

Mr. FREDERICK A. DORRELL,
Supervisor, Monongahela National Forest,
Elkins, W. Va.

DEAR TONY: Thank you for sending me the draft management plan for the Meadow Creek planning unit of the Monongahela National Forest.

This plan is a disaster in one respect: it exposes the utter failure of the Forest Service to provide continuity in management of wild areas.

In a letter to Miss Helen McGinnis of Pittsburgh, Pa., dated April 24, 1970, Jack Weissling of your office listed the Anthony Creek and Meadow Creek Pioneer Study Units, totalling 3294 acres, as areas "where commercial timber sales are currently excluded". I also have a map on which Jack marked the location of these two and other Pioneer Study Units as well.

When I received notice of these "Listening Sessions" held for the Meadow Creek unit, I circulated an announcement of my own to members of the West Virginia Highlands Conservancy (I was then chairman of that group's Wilderness Preservation Committee); a copy of that letter is enclosed. In it, I listed reasons for preserving existing wild lands; at the Listening Session I added that the Meadow Creek Pioneer Study Unit was an unbroken watershed and therefore was ideally suited for preservation—it was easy to protect from outside influence. These reasons are still pertinent.

The draft management plan for the Meadow Creek unit utterly fails to mention that part of that unit (all land draining into Lake Sherwood) is currently a Pioneer Study Area. The plan states only that no land in the planning unit qualifies for "Pioneer Zone" status. The plan instead proposes timber operations and construction of temporary haul roads aimed towards altering the wildlife population of this formerly inviolate (since circa 1935) area.

This cavalier attitude toward your administratively "protected" areas underscores the need for Congressional action to place significant amounts of the remaining wild, roadless lands in the East in the National Wilderness Preservation System.

If you have a policy that some or all of the Pioneer Study Areas in the Monongahela National Forest are not qualified for protection in their present condition, please advise me of this change; you may need to file an environmental impact statement for the proposed alteration of the ecological balance and public usefulness of the affected areas. Intensive management of a formerly unmanaged area and alteration of the flora and fauna *a priori* entail significant impacts which must be considered beforehand according to the National Environmental Policy Act. The draft management plan for the Meadow Creek unit fails to mention the loss of unmanipulated ecosystems and reduction of the degree of primitive and solitudinal experiences available in the unit, through road construction (even temporary roads have a lasting impact on wildlife and the challenge of untracked forests) and the cutting of timber. The significance of these proposed actions is left unstated; there is no epitaph for the defunct Meadow Creek Pioneer Study Unit. Don't you understand that some small part of our environment should be left as wild as possible, to serve to correct any management errors we may now

be making and to serve as benchmarks to evaluate the success of our attempts to improve on Nature?

Please consider the alternative omitted by the draft management plan for the Meadow Creek Unit: that the existing Pioneer Study Unit be affirmed as the best and highest use of that portion of the Meadom Creek Drainage lying above Lake Sherwood. I would personally like to see specific reasons why this alternative was so flagrantly dismissed.

Yours truly,

GEORGE LANGFORD.

PITTSBURGH, PA., *July 30, 1971.*

Forest Supervisor Tony Dorrell has announced the first public-participation meeting under the Forest Service's new "System for Managing the National Forests of the East"—see the enclosed copy of his letter for time and place. This meeting is important because the Meadow Creek Watershed has in it one of the Monongahela National Forest's ten Pioneer Study Units. It is important that these small wild areas (they average 3 or 4 square miles—about 2000 acres) be protected and preserved perpetually—not just temporarily, so we should press for a strong commitment by the Forest Service to let them remain undisturbed by logging or roadbuilding.

I feel strongly that permanent protection for these wild areas is necessary for several reasons. (1) Men can develop an attachment for such places and can watch them change over their lifetimes. (2) "Musical" Pioneer Areas (to be exchanged for logged-over or burned areas when convenient) smack of consumerism—who would feel inclined to take care with such throwaway wilderness. (3) We should pass on to our children some small unexploited part of our near-by environment—perhaps even more than what was begrudged us. (4) We know too little about the delicate balance of nature, and have tried too many disastrous experiments to risk altering *all* our wild lands—let these unmanipulated forest ecosystems, which have been so abused in the past but which have recovered so well so far, act as nuclei or seedbeds—should the current experiment (clearcutting) fail. (5) The quality of life in West Virginia will be much improved by providing people refuges to offset the depressing condition of so much of the state.

GEORGE LANGFORD,
Chairman, Wilderness Preservation Committee,
West Virginia Highlands Conservancy.

CARY, N.C., *July 7, 1972.*

Mr. DEL W. THORSEN,
Supervisor, National Forests in North Carolina,
Asheville, N.C.

DEAR MR. THORSEN: Thank you for sending me the background information for the Listening Session on the Mills River drainage of the Pisgah National Forest.

This information is vastly superior to that provided by the Monongahela National Forest's planning team for their first Listening Session for the Meadow Creek unit in West Virginia. I hope you will convey a copy of this "Information Sheet" (all 27 pages) to that team, care of Jack Weissling, USFS, P.O. Box 1231, Elkins, W. Va. 26241, for me. It is very difficult to make constructive criticism of Forest Service unit plans when soil surveys, previous management commitments, and timber surveys are either withheld or unavailable.

I am sure it was inadvertent, but pages 11 and 12 are missing from the data you sent me. These are important, for they indicate the soil quality and types as well as the inventory of timber in the area. I hope you can send me these pages in time to make a better-informed input to your Listening Session.

The following comments are made independently of any knowledge of the relative potentials of the various parts of the planning area for timber harvest and growth. I am not physically familiar with the area, having never been there, nor am I aawre of any citizen's proposals for preservation of *de facto* wilderness in the area. (I do not wish that this statement be considered to contradict any such proposals.)

This planning unit is especially important because of its proximity to and visibility from the Blue Ridge Parkway and the inclusion of the Cradle of Forestry in America.

I would like to compare the juxtaposition of the Fernow Experimental Forest and the Otter Creek *de facto* wilderness in West Virginia* with the juxtaposition of the Cradle of Forestry and that portion of the present Town of Hendersonville municipal watershed lying north of the Yellow Gap Road. The presence of unmanipulated ecosystems adjacent to an experimental forest provides important and irreplaceable scientific value for evaluation of the success of our efforts to improve on Nature, as well as providing a "gene bank" for correction of our present errors in the future. Both of these roadless watersheds (Otter Creek in W. Va. and your North Mills Creek and contiguous land) deserve preservation in their unmanaged condition for this reason alone.

I propose that the (approximately 11,000 acre) portion of the City of Hendersonville municipal watershed lying north of the Yellow Gap Road be given maximum administrative protection and be eventually included in the National Wilderness Preservation System. I believe that proper control of visitor use of the area through a system of access permits would protect the quality of the water supply of the City of Hendersonville. Certainly, there must be precedent for such action already within the lands administered by the USDA or the NPS. Do not construct any more roads in or adjacent to this area.

I suggest that intensive recreational and timber management activities be segregated elsewhere, as in your alternative 4, with without endangering the integrity of the above-proposed wilderness area. I am enclosing a second wilderness proposal for the Cranberry Backcountry in West Virginia, in which I made a similar proposal for "Pioneer Zone" management (with reservations) for part of the area.

Do not convert the vast majority of the area to maximum timber/wildlife management (as in Alternative I), for that entails too much loss of wilderness-related values in return for questionable economic gain (only 50% above the other alternatives). Private lands are much more extensive than public lands in the East, so there is more to be gained from improved management of private forests than from over-commitment of National Forest lands to timber production and "game farming". We should work together for additional subsidies and Forest Service aid for small private forests. You can make an immediate improvement in private forest management by raising the minimum bid prices for timber sales on National Forest land, thereby making intensive management of private timberland more profitable to the land owners.

Thank you for the opportunity to make these suggestions. Please keep me informed of future management decisions for this area.

Yours truly,

GEORGE LANGFORD.

CARY, N.C., *July 15, 1972.*

Mr. DEL W. THORSEN,
Supervisor,
National Forests in North Carolina,
Asheville, N.C.

DEAR MR. THORSEN: This is an addendum to my letter of July 7 concerning the management alternatives for the Mills River drainage of the Pisgah National Forest.

Since receiving the complete information from Mr. Yost of your office, I am able to complete my statement by commenting on the importance of soil type and productivity to timber management for cellulose production vs. land administration for preservation of unmanipulated ecosystems.

Apparently there is a broad representation of forest types; this, combined with the diversity of soil productivities, should make the 11,000 acre City of Hendersonville municipal watershed (which I propose for inclusion in the National Wilderness Preservation System) a valuable laboratory for continuing study of unmanipulated ecosystems in comparison with the Cradle of Forestry in America and adjacent woodlots.

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*Citizen's wilderness proposal, entitled *Otter Creek.*

I agree that this area should be administered for dispersed recreation with a view towards avoiding concentrated human impacts. Trails should be maintained only for protection of heavily used portions of the area where a worn pathway is unavoidable. New trails should not be constructed to satisfy imagined demands for places to walk; they only serve to minimize the number of places people go and to maximize human degradation of the area. The less the penetration per hiker per day, the more users the area will tolerate, and the greater their dispersion.

The interpenetration and dispersion of soil and forest types will help to avoid localized human impacts and excessive friction between wilderness users.

There appears to be no way of discerning significant differences in the timber productivity of one watershed or mountain vs. any other in this unit. Therefore, multiple-use management maximizing timber and game production in the entire area would fail to preserve significant large roadless or unmanipulated ecosystems—there would be timber sales and access roads scattered evenly throughout the area. If you are to protect the present wilderness resource in this unit you must forego timber production and artificial management of game animals in a large piece of the unit rather than in many scattered small pieces. Your alternative 4 seems to serve these requirements well.

Thank you for your courtesy and for the chance to review the complete, high-quality report on the Mills River unit. I was especially pleased to meet you and the able unit planning leader, G. C. Yost, at New Bern on July 12. I believe that there should be continuing public review of administrative decisions involving social policy, such as the economic, environmental and social aspects of forest uses. Professional decisions, such as timber sale design, trail location and construction, road construction, wildlife management, and so on are better reviewed by professionals once their broad impact on the land is approved by the public as the best land use. Significant changes in forest management should be publicly scrutinized; clearcutting for example, profoundly changes the utility of the forest for growth of noncommercial species, dispersed recreation, watershed, and other multiple uses. Arbitrary and abrupt changes in management direction have no place in forests which grow and evolve over scores of years—mistakes take generations to correct. This is why I advocate Congressional action on wilderness preservation.

Yours sincerely,

GEORGE LANGFORD.

CARY, N.C., *July 21, 1972.*

Mr. DEL W. THORSEN,
Supervisor, National Forests in North Carolina,
Asheville, N.C.

DEAR MR. THORSEN: Thank you for inviting me to speak at your listening session on classification of wild lands; it is a rare occasion for private citizens to be allowed to contribute to the making of Forest Service policy. It is a right too often withheld, too often abused.

I fear misuse of the list of attributes or criteria for classification of wild lands for which you are fishing. It may be used as a test to exclude or to eliminate areas from protected status, rather than as a description of the kinds of lands, forests and habitats which should be protected, and as a management guide.

In order to gain informed public support for and belief in your program, you should list the specific areas you intend to preserve according to the degree to which they fit various criteria and to the degree to which man's intrusions are apparent. Are these intrusions visible from the air (from what altitude), on the ground (from what distance and over what area), in the soil and water (what effect on flora and fauna)? At what level do they exist and to whom are they obvious? What fraction of the study area is irreversibly and forever affected?

So that a rational and fair choice can be made of the amount of land to be managed in this way, calculate the extent and dispersion of land included at each degree of man's intrusion or level of fit to your criteria. Compare this extent to the general forest zone.

S. 3699 and H.R. 14392 appear to be narrowly founded on human recreational benefits; I hope that we do overlook the intent of the Wilderness Act, that (1) we must prevent the oppressive dominion of man over all land, (2) there is a need to exclude overzealous, misguided, or inadequate management and control as well as destructive exploitation—and that this must be given the force of Federal Law, (3) roads are among the worst of human intrusions because they en-

courage misuse of land by economic overdevelopment, lead to litter, and allow casual and unnecessary access, and (4) non-human life forms and communities need sanctuaries as much as or more than we do.

You should look for representative ecosystems, not just unusual or misplaced ones (unmanipulated environments are already rare). Your list of wild lands should include places of significant size where (1) whole watersheds or groups of watersheds are represented to encourage air and water purity and relative inviolability of the ecosystem, (2) varied habitats, such as whole mountains, lakes, bogs, plains, and valleys can be protected, (3) signicant forest, soil, and climate types can eist untrammeled by man, and (4) remnants of past climates or events can survive.

I will continue to advocate and you should begin to recommend wilderness designation for certain areas: those which fit within the range of lands already protected by the 1964 Wilderness Act, through separate Acts of Congress, or proposed as wilderness in the East by other federal agencies. Lands already in the National Wilderness Preservation system include the Great Gulf in New Hampshire, Linville Gorge and Shining Rock in North Carolina, and portions of Moosehorn, Monomoy Island and Great Swamps National Wildlife Refuges. Lands which are just as qualified and manageable as statutory wildernesses are listed in Senator Jackson's Omnibus Eastern Wilderness Bill (S. 3972). I would tentatively like to add parts of the Mills River planning unit in the Pisgah National Forest in North Carolina (the City of Hendersonville municipal watershed) and the headwaters of the Pemigewasset River (including Franconia Brook, the Lincoln Woods Scenic Area, and contiguous mountain land free of improved public roads) in the White Mountain Natonal Forest in New Hampshire.

You must present the concept and plan of preserving wild lands in proper perspective as an indispensable part of a comprehensive land use plan, recognizing that so much more forested land is in private hands than in public control that National Forest land cannot forever provide the bulk of commercial timber. Do not subdivide management units so as to disect roadless areas, and do not attempt "full multiple use" entirely within a heretofore wild management unit, thereby destroying its integrity when it should have been shown as part of a much larger area. In short, don't whipsaw wilderness by looking at it myopically.

Look ahead—to the time when you are forced to manage the general forest zone intensively (as woodlots)—and realize that there is no excuse for failing to preserve wilderness now. Liquidating today's wilderness to obtain transient gains in board feet of cut timber won't postpone for long the necessity for finding alternate products and production methods. Give our children's children some wild land to enjoy and to correct our errors in management.

Yours very truly,

GEORGE LANGFORD.

Senator BELLMON. Our next witness is Mr. Thomas Foti, Arkansas Ecology Center, Little Rock, Ark.

STATEMENT OF THOMAS H. FOTI, ARKANSAS ECOLOGY CENTER, LITTLE ROCK, ARK., ALSO REPRESENTING THE JEFFERSON WILDLIFE ASSOCIATION AND THE OZARK SOCIETY

Mr. FOTI. I have a very brief statement which, with your permission, I will make even briefer by not going over points which have already been pretty well beaten to death.

My name is Thomas Foti. I am speaking as a member of the staff of the Arkansas Ecology Center located in Little Rock, a member of the Jefferson Wildlife Association in Pine Bluff, Chairman of the Delta Chapter of the Ozark Society in Pine Bluff, and a member of the Ozark Society, with 10 chapters located in the States of Arkansas, Missouri, Oklahoma, and Louisiana. Although I am representing all of these organizations today, they may each submit additional information for the record of this hearing.

The remarks I will make are very brief. I will address myself to S. 3699. Although I will not comment on detail on S. 3224 and S. 3225, in general, we believe that the Wilderness Act offers the best protection for the Sipsey area and we believe the entire 11,000 acres should be designated as wilderness.

We oppose the legislation being discussed today, that is S. 3699, because it is based upon an incorrect premise that there are few wilderness areas in the East; that it will compete with and contradict the Wilderness Act of 1964 rather than complement it; and that its net effect will be to reduce our primitive recreation opportunities rather than increase them.

We realize that the Forest Service is of the opinion that there are few or no areas in the East which qualify as wilderness under the definition contained in the Wilderness Act of 1964, and we grant them the right to their opinion. However, it is the opinion of Congress which is final and binding. Yet the Forest Service refuses to submit wilderness proposals to Congress to determine what its opinion is. Instead, it has encouraged the submission of legislation of the type being discussed today, based on its own untested opinion.

While we applaud the concept of providing statutory protection to areas which aren't quite wild enough for wilderness designation, and though we are especially interested in the idea of providing protection and management to "restore" the wilderness quality to areas which have been altered by man, we have come to the conclusion that this Wildlands Act would not accomplish these goals. It would provide only marginal protection at best. It would still allow development as long as it was considered "rustic," it would allow any form of timber management as long as it could be rationalized on noncommercial grounds, it would allow the President far too much discretionary authority; in short, it would declare an area "wild" and at the same time condone the destruction of whatever wildness the area possesses.

We are disappointed that this act would not require the Secretary of Agriculture to do more than submit an unspecified number of areas "from time to time."

We are unalterably opposed to the element of competition between congressional committees introduced by this bill, and to the confusion it will cause. We are afraid that the hassle that will be initiated by any sort of wild area or wilderness proposal will result in complete inaction.

Thought we oppose this bill as written, we recognize that it recognizes some valid questions. We want statutory protection for areas which cannot qualify for wilderness designation. We want statutory protection for areas which will allow them to regain their wilderness character. We want primitive recreation areas as well as wilderness areas.

We oppose the bill because we believe it will not accomplish these desirable goals. Our two national forests in Arkansas, the Ouachita National Forest and the Ozark-St. Francis National Forest, occupy over 10 percent of the area of our State. They possess very high environmental quality and diversity and are sincerely and wisely managed. Yet we believe that their recreational and ecological diversity would be assured through the designation as wilderness of up to 18 areas which Arkansas conservationists are now evaluating.

We believe the Forest Service should immediately provide complete administrative protection to these areas and allow the Congress to judge their wilderness quality. We believe that other areas of outstanding recreational, scientific, and geological values, given administrative protection, would in time recover their wilderness character and would qualify for inclusion in the wilderness system.

We believe that other areas, either through administrative action or under legislation somewhat similar to that proposed here, should be developed as primitive recreation areas to appeal to as broad a spectrum of interests as possible. These ideas are being proposed in detail at a public meeting sponsored by the Forest Service being held at this time. That is going on tonight in Arkansas.

In summary, though we oppose this bill, we support the concept of primitive recreation areas. We simply want to be sure these areas exist along with, not instead of, wilderness area.

Senator BELLMON. Mr. Foti, if we were able to get the Forest Service to move and to designate—you mentioned up to——

Mr. LANGFORD. Eighteen.

Senator BELLMON. We have some mention here of 12 areas as wilderness areas. Once that is out of the way, then you intend to be in favor of this kind of approach?

Mr. FOTI. Yes, sir; I would. As I said in the statement, what I really want is to make sure that areas which are de facto wilderness will go to the Wilderness Act and not be given just partial protection under this type of wild lands legislation.

Senator BELLMON. You want this as a supplement to, and not a replacement of, the Wilderness Act?

Mr. FOTI. Exactly.

Senator BELLMON. Thank you very much. We appreciate your testimony.

Our next witness is Mr. William G. Painter, D.C. Wilderness Committee. Mr. Painter?

(No response.)

Senator BELLMON. In the absence of Mr. Painter, we will call Bill Royce, editor and publisher, Ozark Graphic Magazine, from Doniphan, Mo.

STATEMENT OF BILL ROYCE, EDITOR AND PUBLISHER, OZARK GRAPHIC, DONIPHAN, MO.

Senator BELLMON. I might say that I am in kind of a jam for time this afternoon. I have to catch an airplane. If you can summarize it, we would appreciate it.

Mr. ROYCE. Well, I can try. I have to apologize for the condition of my copy. We drove 900 miles in a day and night. I wrote this thing kind of sitting on the floor in my hotel room. I have not revised it.

Senator BELLMON. If you would like time to edit it——

Mr. ROYCE. Well, it says basically what I would like to say.

Senator BELLMON. Well, let's proceed.

Mr. ROYCE. As you know, my name is Bill Royce. I publish Ozark Graphic at Doniphan, Mo.

I did not come here as an expert. I have no statistics before me to which I can refer. I am not a member of The Wilderness Society, but I

do come before you as a citizen concerned about my country's deteriorating appearance.

As I understand, we're here to discuss the value of the wild lands east bill in our Nation's Eastern States.

Senator BELLMON. You know, I resent the designation "Eastern States." This bill includes Oklahoma. We like to think of ourselves as not being eastern.

Mr. ROYCE. Well, I think the argument would be over the meridian, would it not? I always thought that Missouri was in the West, but it is not according to that 100th meridian.

The name of the wild lands east bill, and surface wording of the measure are attractive and somewhat desirable, but the direction of the wild lands east bill and its possibilities are disturbing to me.

Conservation organizations and some legislators are trying, I believe, to create within our 48 State boundaries a series of memorial remnants of what America once was as a land. To be honest with ourselves, we cannot do this from a purist viewpoint but efforts are being made and many Americans are grateful.

In 1964, our Congress, in its wisdom, found it desirable to create the Wilderness Act which made it possible for certain areas to be permitted to return as close to their natural condition as is possible today. Ten years, a reasonable time, were given as the period during which Government landholders could locate qualifying land within their boundaries and begin the wilderness status process. This long, costly creation of the Wilderness Act will ultimately make it possible for future generations of our people to identify with our homeland's historic face.

In creating the Wilderness Act, our Congress again in its wisdom, began the wilderness program in Eastern America by locating four wilderness areas in the East. But, after 8 years, and several wilderness area proposals by the Department of Interior, and with only 2 years remaining for Government bureau consideration of lands within their boundaries, the Forest Service has not provided a single wilderness proposal in their eastern lands. And we and our Congress are now faced with a new proposal which simply agrees with the Forest Service position that nothing in the East fits the wilderness category.

There are other basic differences between the Wilderness Act and the wild lands east bill, but to me the following is most important. The 1964 Wilderness Act prevents management of timber and especially for commercial purposes. But on the other hand, while the wild lands east bill calls for fundamentally the same protection the Forest Service, a timber-crop-oriented agency under the guidance of the Agriculture Committee, a crop-oriented committee, would lead the parade to establish a piece of land in the wild land category.

I ask you gentlemen of the Senate Agriculture Committee, a crop-oriented body, to question yourselves. With all the commercial, crop-timber industry pressure that comes your way, and the timber industry pressure which flows through the timber-crop-oriented Forest Service funnel, if any piece of Eastern America containing large, commercial-value timber could ever be recommended by you to our Congress as wild land potential?

Senator BELLMON. If you want an answer, I would say yes.

Mr. ROYCE. Thank you. Glad to have it.

Each of you must think about that question in the privacy of your minds but you know it is a legitimate question relative to this bill. I, for one, believe this wild lands bill is slanted more toward continued future timber harvest than it is an effort to restore portions of our burdened land to the wonders of nature.

If you will permit me at this time, I would like to make a point. I am an Ozarkian by birth. I live in those ancient hills. Many native Ozarkians have never left the hills for long periods of time except in war. My generation remembers how the commercial timber industry stripped our Ozarks and left us with bald, eroded hillsides and scrub trees.

We remember the desolation which existed when the Forest Service began its program of timber regrowth, and we are grateful.

Many of my oldtimer friends back home—men who admittedly were partly responsible for overcutting of our Ozark timber, say today the Forest Service is the best thing to happen in the Ozarks in their memory. I agree.

I believe everyone in this room respects the Forest Service. If they don't, they should. I do, and my friends in the Forest Service back home have always been welcome in my home and at my table. I know I am welcome in theirs, but we argue at times. One of my close Forest Service acquaintances told me recently, "We're in the timber production business." I argue the Forest Service should be bigger than just that.

Another disagreement is over the Forest Service's continued position that there are no areas in the eastern national forests which qualify under the Wilderness Act.

Now, everyone knows we white men left our awkward and broadening scars on this land to satisfy our pocketbooks and status symbols, and the digging, cutting, and tearing at our America, increases at a faster pace each year to satisfy bigger purses and new, advertising-created status symbols.

So, let's agree nothing is pure any more and may never be, but let's also admit that nature, the most powerful force on earth, could return memorial portions of our American surface to a natural condition so our grandchildren might witness marvels on our land that you and I, as today's Americans, may never see.

All that's required is a beginning and our Congress has already provided us with the Wilderness Act, and I'm sure the Forest Service has heard of this wonder called nature and her healing ways.

Gentlemen, the basis for my driving here from Missouri is to simply say the Wilderness Act of our Congress is a workable piece of legislation—in being—which can assure a rebirth of part of America's natural beauty and protect her fragile wilderness system new growth from ourselves.

The Wild Lands East bill is almost a carbon copy of the Wilderness Act but it is doubtful that any truly outstanding property of big tree attraction could ever become part of the Wild Lands East.

There are other reasons I could question the value of this Wild Lands East proposal, but the one I just mentioned is the most important to me.

I believe Wild Lands East is a measure of convenience. A measure of convenience for the crop-timber-oriented minds of our Eastern

States, and not a measure to complement, in any way, the already existing Wilderness Act.

To put it bluntly, gentlemen, I suspect the Wild Lands East bill is a wrench being thrown into the existing congressional wilderness system machinery.

I thank you for your time.

Senator BELLMON. Thank you, Mr. Royce.

Not trying to be argumentative, but just trying to set the record straight a little bit—you refer to this Agriculture Committee as a crop-oriented body. I hope you realize that this committee also has jurisdiction and responsibility for such things as the food stamp program, the school lunch program, and I am not sure I am accurate now, but I would say the largest share of the money we appropriate here, or authorize, goes to—not farm-support programs, but to humanitarian-support programs. Are you aware of this? A lot of people aren't. They seem to think all we do is administer the farm-support programs, but we actually have the feeding programs.

Mr. ROYCE. I think you are right. Most people do think you are crop-oriented.

Senator BELLMON. That is not accurate. Also, in the most recent farm bill we passed and which has now been in operation for a year and a half, we put in it very specific provisions which encourage private landowners to open up their lands for public use. This had not been before. This was done primarily because in the eastern and central sections of the country there is not much public land and whatever recreational opportunities exist generally exist on private lands.

We had in the legislation provisions which will compensate private landowners, for the nuisance they encounter when they allow the public to use their farms and lands, and so on.

Also, there is no point in our arguing here, but I would just like to point out that one of the provisions in S. 3699, on page 7, line 4, specifically prohibits commercial timber harvesting. Now the reason—by the way, I am not one of the authors of the bill so I am not speaking for the authors—the reason commercial timber-harvesting is used, that that term is used, is because there are times when some removal of timber is in order as a management tool to protect the forests and to prevent the spread of disease, and this sort of thing.

So when they talk about commercial timber-harvesting, they intend, I believe, to touch the point you raise in your last page of your statement, in which you say that you doubt any truly outstanding property of timber could ever become part of the Wild Lands East. I think you are mistaken.

You have the right to interpret the bill as you think——

Mr. ROYCE. Well, we will just have to wait and see.

Senator BELLMON. Right. But I think the authors are not intending to see this legislation in any way weaken the Wilderness Act, but rather to provide a method whereby areas that up to now have not been included, could be protected and made more available to the public.

Thank you for coming. I appreciate the sacrifice you made to come down here.

I understand Mr. Painter has now arrived. Mr. Painter is representing the District of Columbia Wilderness Committee.

STATEMENT OF WILLIAM G. PAINTER, DISTRICT OF COLUMBIA WILDERNESS COMMITTEE

Mr. PAINTER. On behalf of the over 200 members of the District of Columbia Wilderness Committee, I would like to thank you for the opportunity to speak to you about this most critical problem. The D.C. Wilderness Committee is most grateful for your interest in eastern wilderness areas. It is important to preserve areas in a wilderness state for the use and enjoyment of the millions of people living on the eastern seaboard.

Although we share your concern, we do not feel that the proposed legislation is necessary. The Wilderness Act of 1964 still offers many opportunities for the preservation of wild areas in the West. We do not agree that there are no areas in the East which can qualify for protection under the Wilderness Act; we believe, in fact, that there are many.

Members of the D.C. Wilderness Committee have hiked and camped in wild and primitive areas in both the East and West. I myself am a native of Virginia and have backpacked in two proposed wilderness areas in the Monongahela Nation Forest—the Dolly Sods area and the Otter Creek area. Being familiar with the provisions of the Wilderness Act, I am able to say that these areas conform to the letter and spirit of that law.

While there, I felt that I was "a visitor" in "an area where the earth and its community of life are untrammeled by man." These areas most certainly "[appear] to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable." I was most grateful for these "opportunities for solitude."

Some people feel that the Wilderness Act is a "purity law" and that only areas which have never been significantly affected by man's actions, and are still in a totally virgin state, should be included. The phrases from the act which I quoted above do not reflect such an attitude. Note that the law does not stipulate that an area should have been affected only by the forces of nature, nor does it say that the imprint of man's work upon the area should be totally unnoticeable.

It is true that we have not been fortunate enough to have retained many areas of virgin forest in the East. As a biologist and an experienced hiker, I can notice that areas like Dolly Sods and Otter Creek are mostly second-growth forests. I also noticed the pattern of old railroad grades in some parts in Otter Creek. But these are subtle factors, even to a trained eye. Their presence did not destroy the feeling that I was in an area affected primarily by the forces of nature.

If the Wilderness Act called for total purity, shouldn't trails be forbidden in Wilderness Areas since they are evidence of man's presence? No one has suggested this extreme measure as necessary for management of wilderness; yet, some people have said that factors far more subtle than the presence of trials should disqualify an area from the Wilderness System.

An additional point that I had not included in my written testimony is that as I am a biologist, I am familiar with the laws of ecology and of the restorative power of natural processes. Looking in the Wilderness Regulations of the Department of Agriculture, Code of Federal Regulations, title 36, chapter II, section 251.71, it is stated that the:

"national forest wilderness resources shall be managed to promote, perpetuate, and where necessary restore the wilderness character of the land."

This means that this act was not written with an eye of only protecting areas that had never been touched by man's hands.

Although I agree that, at some point, a new law will be needed for the protection of areas which are valuable but do not qualify for protection under the Wilderness Act, I do not believe that we should be distracted from the task of protecting all areas than can qualify under the 1964 law. At present, the majority of qualifying areas in the East have not been brought into the Wilderness System. We must use fully the tool now available to us before becoming involved in the complications of creating an entirely new system of protection.

Senator BELLMON. Thank you very much, Mr. Painter. We appreciate your testimony.

Our next witness is Mr. David Saylor, Washington, D.C.

STATEMENT OF DAVID J. SAYLOR

Mr. SAYLOR. Mr. Chairman, I come before you as a private citizen and a lover of the wilderness. I come to you as a young man who has been fortunate enough in his few years to taste the fruite of wilderness in many spots, from the Na Pali Coast on the Island of Kauai, Hawaii, to the Yukon border of Alaska, to the Grand Tetons of Wyoming, to the Dolly Sods region of West Virginia, and, yes, even to the once-logged hills of Pennsylvania, where I grew up.

I speak, I hope, not just for the young but for all who personally know and cherish the wilderness as did the poet who wrote of it:

"It's the beauty that thrills me with wonder;

"It's the stillness that fills me with peace." [1]

I speak also for tomorrow's children. We owe them parcels of true wilderness conveniently located throughout the Nation, West and East—oases where they can seek refreshment from the concrete and computer world that is their inheritance.

It is, then, as a lover and user of wilderness, concerned with tomorrow as much as today, that I come to state my opposition to Senate bill 3699, the "Eastern Wild Areas bill." However well-intentioned its supporters—and I know they are well-intentioned—and however admirable some of its objectives, this bill should be set aside.

Instead, Congress should reaffirm its commitment to the National Wilderness Preservation System established in 1964. Congress should pass Senate bill No. 3792, the Jackson-Buckley bill, which would include in the National Wilderness Preservation System 11 Wilderness Areas in nine Eastern States.[2]

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[1] Robert W. Service. "The Spell of the Yukon."

[2] (a) Caney Creek Wilderness, Ouchita National Forest, Ark.;
(b) Upper Buffalo Wilderness, Ozark National Forest, Ark.;
(c) Irish Wilderness, Mark Twain National Forest, Mo.;
(d) Sipsey Wilderness, Bankhead National Forest, Ala.;
(e) Cohutta Wilderness, Chattahooche and Cherokee National Forests, Ga. and Tenn.;
(f) Joyce Kilmer-Slick Rock Wilderness, Nantahala and Cherokee National Forests, N.C. and Tenn.;
(g) Cranberry Wilderness, Monongahela National Forest, W. Va.;
(h) Otter Creek Wilderness, Monongahela National Forest, W. Va.;
(i) Dolly Sods Wilderness, Monongahela National Forest, W. Va.;
(j) Laurel Fork Wilderness, George Washington National Forest, Va. and W. Va.;
(k) Bradwell Bay Wilderness, Appalachicola National Forest, Fla.

In addition, at least six other areas in the national forests of the East are deserving of membership in the National Wilderness Preservation System.[3] And I am willing to predict that other portions of the eastern national forests, not to mention the national parks and wildlife refuges, are qualified for inclusion in the National Wilderness Preservation System.

Those who support the Eastern Wild Areas bill, Senate No. 3699, assume that no national forest land east of the 100th meridian can meet the definition of wilderness set out in the Wilderness Act of 1964. These people misconceive the broad intent of that Wilderness Act. They read it far too narowly.

They seize upon words like "roadless", "untrammeled", and "primeval", but neglect words like "primarily", "substantially", and "generally" which give the Wilderness Act its intended flexibility.

They confuse prohibitions against future incursions with prerequisites for present inclusions. In short, they have engaged in a misguided, overly literal interpretation of the Wilderness Act. As the great Judge Learned Hand once cautioned:

"There is no more likely way to misapprehend the meaning of language—be it in a constitution, a statute, a will or a contract—than to read the words literally, forgetting the object which the document as a whole is meant to secure." [4]

Let us turn to the Wildnerness Act. What does it say? The first sentence of section 2(c) conceives of wilderness as an "area * * * untrammeled by man." Some [5] have argued that this means "untrammeled by man in the past." I prefer to interpret it as "untrammeled by man in the future"—and ideal to be strived for rather than an inflexible prerequisite for an area's admission into the wilderness system.

The second sentence of section 2(c) bears out my view. A wilderness is defined as a place which "generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable * * *." It does not say that a candidate for wilderness status must "in fact have been affected totally by nature with absolutely no discoverable trace of man."

Absolute purity, complete virginity, are not required. Later in the act, section 3(b), the President is empowered to recommend inclusion into the wilderness system of forest lands contiguous to primitive areas if those lands are "predominantly of wilderness value." Moreover, the act sets no maximum or minimum size limit.

The fact is that some areas in the East, though they have been logged, roaded, or once built upon, can and do qualify for addition to the National Wilderness Preservation System. They should be added to that system and given the first-class protection which that system guarantees even if they lack the primeval grandeur of some of our Alaska wilderness.

President Nixon acknowledged this in his environmental protection message, submitted to Congress on February 8, 1972. He specifically

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[3] (a) Life Brook Wilderness, Green Mountain National Forest, Vt.;
(b) Caribou-Speckled Mountain Wilderness, White Mountain National Forest, Maine;
(c) Sandwich-Chicora-Osceola Wilderness, White Mountain National Forest, N.H.;
(d) Dry River-Rocky Branch Wilderness, White Mountain National Forest, N.H.;
(e) Wild River Wilderness, White Mountain National Forest, N.H.;
(f) Kilkenny Wilderness, White Mountain National Forest, N.H.

[4] *Central Hanover Bank & Trust Co.* v. *Commissioner of Internal Revenue*, 159 F. 2d 167, 169 (2d Cir. 1947).

[5] J. W. Penfold in *American Forests* (April 1972) at p. 24.

recommended three eastern sites as wilderness areas. But he stressed that "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." [6]

He directed the Secretaries of Agriculture and Interior "to accelerate the identification of areas in the Eastern United States having wilderness potential." That process is not yet completed.

It is clear to me, and apparently to others, that prior logging, road use, and the like do not disqualify an area. Congress included several such areas in the first wave of admissions to the wilderness system. Ranch buildings, corrals, and roads once lay within the Bob Marshall Wilderness of Montana.

Oregon's Three Sisters Wilderness has an old dirt road leading to a pumice deposit. A wagon road went through part of Idaho's and Montana's Selway-Bitterroot Wilderness. The Shining Rock Wilderness in North Carolina had been logged, burned, and roaded. Boundary Waters Canoe Area in Minnesota had been extensively logged, roaded, and dammed.

I have personally inspected several abandoned prospectors' and elk hunters' cabins, not to mention two modern ranger cabins, two steel bridges, and a short road still in use in the Teton Wilderness of Wyoming. All these areas came into the wilderness system in 1964.

In 1968, Congress added Pasayten Wilderness in Washington, despite an old dirt road, and Great Swamp Wilderness in New Jersey, which contains a once-paved public road. Once-logged Seney Wilderness of Michigan came in 1969, as did California's Desolation Wilderness with two reservoir and an access road.

Out in Colorado, District Judge Doyle has ruled,[7] with the 10th Circuit Court of Appeals affirming him,[8] that a few abandoned cabins, temporary corrals, an access road, and a somewhat overgrown "bark beetle" control road, do not disqualify the East Meadow Creek area from inclusion in a proposed Eagles Nest Wilderness Area.

As long as there are lands within the Eastern United States which qualify for the national wilderness preservation system, passage of a "Wild Areas" bill, like Senate 3699, would be premature and unwise. Candidates for first-class protection should receive that protection. Competing systems will open the way for commercial interests to force compromises resulting in second-class protection for first-class areas.

Senate 3699 is really a recreation area bill, not a wilderness bill. Section 5(a)(7) permits the President to construct reservoirs, power projects, transmission lines, "and other facilities needed in the public interest, including road construction and maintenance essential to development and use thereof * * *"

Section 5(a)(3) permits "developments * * * of a rustic, primitive nature * * * for * * * the visiting public * * *." That sounds like log cabins, lodges, and privies, and who knows what else.

Timber will be cleared for such purposes and parking lots laid. These are not the marks of a wilderness bill. They invite the "permanent improvements" which the Wilderness Act of 1964 sought to avoid. No doubt we need more recreation areas in the East, but potential and

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[6] 2 U.S. Code Cong. and Adm. News (1972) at 615
[7] *Parker* v. *United States*, 309 F. Supp. 593 (D. Colo. 1970).
[8] *Parker* v. *United States*, 448 F. 2d 793 (10th Cir. 1971).

de facto wilderness areas should not be sacrificed in the process. Other lands are available for recreation development.

De facto wilderness, even though it contains some of man's remnants, should be taken immediately into the wilderness system. Those potential wilderness lands which are still recovering from scars left by man could be given interim administrative protection by the Forest Service or by order of the President until such time as the wilderness is restored. Were a potential wilderness exposed to the "improvements" permitted by the "wild areas" bill, its inclusion in the National Wilderness Preservation System would be lost for several generations, if not forever.

One final criticism of Senate bill 3699. It seems to create an unnecessary jurisdictional conflict between Senate committees. This can only serve to bottle up needed wilderness legislation. One committee should handle all wilderness proposals.

If separate bills propose an area for both "wilderness" and "wild area" treatment, is the "wilderness" proposal to go to the Interior Commitee and the "wild area" bill to Agriculture? If both are to be considered and compared in one committee, who could say with any assurance, as required by title 2, section 190 of the United States Code, which Senate committee "has jurisdiction over the subject matter which predominates" in the two pieces of proposed legislation? Should the question be left to the whim of the Senate's presiding officer? I think not. With all respect, I suggest that the committee conducting review under the Wilderness Act of 1964 is the proper forum for all wilderness and wild area proposals.

Though Senate bill 3699 has other defects which prior witnesses have discussed, the chief ones are, in summary, these. S. 3699 erroneously assumes that no area in the East can possibly qualify as wilderness under the 1964 Wilderness Act. It creates a grave risk that de facto and potential wilderness areas in the East will receive second-class protection a thinly disguised "wild areas." And it opens up a Pandora's box of jurisdictional problems which will confound conservationists and bottle up needed wilderness legislation for years.

Thank you.

Senator BELLMON. Thank you. You have made some very telling arguments.

Our next witness is Mr. A. Duran Jones of Maitland, Fla.

Mr. Jones?

(No response.)

Senator BELLMON. He is not here.

Our last witness is Mrs. Leah Kean of the Wilderness Committee of Northern Virginia, from Arlington.

STATEMENT OF MRS. LEAH KEAN, WILDERNESS COMMITTEE OF NORTHERN VIRGINIA, ARLINGTON, VA.

Mrs. KEAN. Mr. Chairman, my name is Mrs. Leah Kean and I testify on behalf of the Wilderness Committee of Northern Virginia. This is not my statement but I would like to add a personal note, and that is the Northern Virginia Wilderness Committee is a very small committee. I would say that about eight members show up at each meeting but I feel that an active person or an active group is much

better and much wiser than an inactive person or a nonexistent group. I wanted to add that.

We of the Wilderness Committee of Northern Virginia oppose the concept of Wild Areas East, as proposed by the U.S. Forest Service, and therefore oppose the bill before you, S. 3699.

In our view, the undeveloped areas in the National Forests east of the 100th meridian, like those west of the meridian, can and should be protected under the Wilderness Act of 1964. The definition of "wilderness" in that act wisely provides enough flexibility to include such areas.

There is no need to create another bureaucratic superstructure for the administration of wild areas, as is provided in S. 3699, when the Secretary of Agriculture has already been empowered by the Act of 1964, to propose areas to Congress for protection as wilderness. Moreover, the act of 1964 provides more complete protection than S. 3699 would, even if enacted.

The act of 1964 defines a wilderness as an area substantially free of human intrusion. It recognizes that no area can be ascertained to have been totally free of intrusion.

The concept of "purity" of a piece of land as a qualification for continued protection is a curious throwback to the Calvinistic concept of good and evil. We agree to preserve a piece of land if it has not been violated, but one violated it is cast out.

The concept of rehabilitation and post ipso facto protection, long applied successfully to people, should not be extended to the management of land and the animal and vegetable life it supports.

The areas that would be affected by S. 3699, if protected from further interference by man, will revert to wilderness in a very short time. The natural recovery of extensive areas of the Blue Ridge country in Shenandoah National Park, where conditions are comparable to many areas within the "Eastern" national forests, is a significant example.

In view of these considerations, we urge that the bill, S. 3699 be tabled and that the Forest Service discharge its responsibilities in this matter through the Wilderness Act of 1964.

Thank you very much for this opportunity to make our views known to you.

Senator BELLMON. Let me ask, if the Forest Service would proceed to designate areas as wilderness areas, do you see after that is accomplished that there might be a need for legislation such as S. 3699?

Mrs. KEAN. I think so. Definitely. I think that the population is such, especially these days, that you have to provide many such areas. There are other aspects to be considered as well as wilderness.

Senator BELLMON. You seemed to express the viewpoint and objection that others have raised, and that is that the Forest Service has been negligent in not movting to designate wilderness areas. But once they designate wilderness areas, then perhaps there might be a need for other legislation. Do you feel so?

Mrs. KEAN. Yes; that is right.

Senator BELLMON. Thank you very much. We apreciate your statement.

That completes our scheduled witnesses, and there being no further witnesses, the hearings are concluded.

(Whereupon, at 2:40 p.m., the subcommittee adjourned, subject to the call of the Chair.)

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

SOUTH CAROLINA STATE COMMISSION OF FORESTRY,
Columbia, S.C., July 21, 1972.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation and Forestry, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: It is my understanding that hearings were scheduled for July 20 and 21 on S–3699, a Bill introduced by Senator George Aiken of Vermont and Senator Herman Talmadge of Georgia to establish a system of wild areas within the lands of the national forest system in the East.

Attached is a statement to be presented at the July 21 listening session arranged by the Forest Service on the subject of wild lands to be held at Clemson University. Although this statement does not refer to specific provisions of S–3699, I thought you might be interested in the views of the South Carolina State Commission of Forestry on this subject, and you may want to make this statement a part of the hearing record on S–3699.

Very truly yours,

JOHN. R. TILLER,
State Forester.

(The statement is as follows:)

STATEMENT OF WALTER T. AHEARN, ASSISTANT STATE FORESTER, SOUTH CAROLINA STATE COMMISSION OF FORESTRY, AT CLEMSON UNIVERSITY

Mr. Chairman, my name is Walter T. Ahearn. I am from Columbia, South Carolina, where I am employed as Assistant State Forester for the South Carolina State Commission of Forestry. It is my privilege to submit this statement on behalf of State Forester John Tiller and the staff of the South Carolina State Commission of Forestry.

In the words of legislation establishing the Forestry Commission in 1927, the concerns and responsibilities of this agency include ". . . the forest conditions in the State, with reference to the preservation of forests, the effect of the destruction of forests upon the general welfare of the State and other matters pertaining to the subject of forestry and tree growth . . ."

The South Carolina State Commission of Forestry supports the desirability and need to identify, establish, designate and manage specific areas of National Forest lands in South Carolina and the East to provide adequate areas where solitude, scenic beauty, plant and animal life, geological formations and other natural features may be preserved for the enjoyment of present and future generations.

In South Carolina and in most of the East there are practically no truly wilderness areas which meet the acreage and other criteria set forth in the Wilderness Act of 1964. Yet, the rapid and steady population increases in this part of our country, where half of our nation's people live, make it desirable or imperative to designate and provide areas where people may enjoy the equivalent of a "wilderness experience."

We have found that there is considerable confusion in the public's mind about the meanings of terms such as wilderness, wild, virgin timber, etc. Most people consider an area as wilderness, primitive, wild, or virgin if there is no obvious or obtrusive evidence of man's past or present activity. In the experience of our agency spanning a period of 33 years of operating the state park system of South Carolina from 1934 to 1967, we found that most people can enjoy the equivalent of a "wilderness experience" in areas that may be in second growth or even third growth timber, provided the area is attractive, quiet, and relatively remote. As a matter of fact, more people are willing and able to enjoy such areas than are willing or able to enjoy more remote areas that are more truly wild or wilderness in character. Extreme inaccessibility, remoteness and difficulty of access in effect prevent the use of truly wilderness areas by the majority of the population, and more particularly by the very young, the elderly, and by economically deprived segments of our society—or even by the average American family.

In our opinion the lack of strictly defined wilderness areas in South Carolina and the East need not be considered a drawback, but rather a challenge to

identify, designate and manage a system of wild areas which can offer present and future populations opportunities to visit and enjoy the equivalent of a wilderness experience.

The Forest Service of the United States Department of Agriculture pioneered in the establishment of Wilderness Areas, and has designated Wilderness Areas, Scenic Areas, Natural Areas, Primitive Areas, and similar special-use areas throughout the National Forest System. This has given the professional land managers of this agency a wealth of invaluable experience in the establishment, protection, and management of such areas. In recent years there has been increasing emphasis on utilizing a multi-disciplinary approach to encompass all pertinent and relevant expertise and knowledge in planning and managing National Forest lands. And with increasing provision for obtaining inputs from the public at large, and from representatives of a broad range of special interest groups, an even more effective mechanism has been developed to assure that varied viewpoints are considered and evaluated in making decisions affecting the development, management and use of National Forest lands. Continuation and refinement of this procedure can assure that these publicly-owned areas provide the greatest good for the greatest number in the long run.

Therefore, we favor the identification, designation, and management of a program of wild lands on National Forests in the East through administrative action by the Forest Service. Such administrative action, guided by existing legislative, regulatory, and policy directives, and utilizing appropriate national, regional, state, and local inputs can provide for flexibility and adaptability to meet national, regional, state, and local needs, without the delays and other limitations that would be inherent in a system requiring action by the Congress and the President to designate or classify wild areas.

However, if the course of Congressional and Presidential action is to be followed, it is suggested that the criteria for identification, designation and management be made sufficiently broad and flexible to permit full, appropriate, and optimum utilization of the specific qualities and limitations of individual areas, which may vary considerably from place to place and from time to time. Broad guidelines (rather than specific acreage criteria and the flat prohibition of certain specific practices, for example) would make possible the establishment of a larger number of wild areas, representative of different geological formations, land forms, water, vegetation, animal and scenic features in the National Forests of the East to serve more people than more restrictive specific acreage requirements would permit.

In many cases extensive acreages may not be required to provide the necessary qualities for public enjoyment. For example, a lowcountry cypress pond, with its associated plant and animal life, or a picturesque waterfall on a mountain stream may be adequately protected and made available for public enjoyment by setting aside a relatively small acreage, perhaps 50 or 100 acres, for example, to provide an appropriate setting and a buffer of protection.

Providing a number of relatively small wild areas, preferably adjacent to developed recreational areas or adjacent to roads and other means of public access can better serve more people than setting aside large blocks thousands of acres in extent with no provision for public access except for the few hardy individuals who have the time or physical ability to wade through swamps or to hike or climb in rugged terrain where no trails exist. Merely setting aside large acreages as wild areas may not make these areas available for people to see and enjoy, and may in fact prevent people from seeing, using, and enjoying them.

Also, it must be remembered that wilderness and wild area values, important as they are, are not the only values of the National Forests that must be protected to assure their availability for use and enjoyment by present and future generations.

With a limited or dwindling land base to provide the growing quantity and variety of products, services and amenities that a growing population, with a rising sense of great and varied expectations is demanding, it is imperative that a proper balance be struck to assure that optimum use is made of the available resources to satisfy as fully as possible the many and varied demands that are being placed on our public lands.

We would point out, for example, that in the passion for preserving certain values or attributes of the National Forests, we must not lose sight of the fact that for many uses the application of the principle of multiple-use management, which was developed, refined, and applied by the Forest Service, can in most

instances yield the optimum or maximum mix of total products, services and benefits—including provision of outdoor recreational opportunities in forested settings that, although not technically wilderness or wild by definition, can provide a wilderness type experience for most people.

For this reason, and for the reason that all projections of supplies and demands for the next 30 years indicate that our forests, including our National Forests, must supply an increasing volume of forest products to meet the needs and demands that lie in the years immediate ahead, we would urge serious and careful consideration before withdrawing extensive acreages of forest land in the East from its ability to produce a wide range of products and services, and dedicating such large areas to single uses.

In summary, the South Carolina State Commission of Forestry position is:

1. We support the need to identify, establish, and manage limited specific areas of National Forest lands in South Carolina and the East as Wild Areas.

2. We favor implementation of a Wild Areas program on the National Forests by Forest Service administrative action, guided by existing legislation and policies, with full provision for broad public inputs. However, if additional federal legislation is to be enacted, it is suggested that the criteria for identifying, designating and managing wild areas be made sufficiently broad and flexible to permit full and optimum utilization of the specific qualities and limitations of individual local areas.

3. We favor the identification, establishment and management of a large number of wild areas, each of relatively small acreage, to provide a large number of wild areas that are accessible for more people to enjoy rather than the establishment of fewer areas of extensive acreage whose use and enjoyment would be limited to a very few.

4. We urge continued implementation of Multiple-Use Management of the National Forests, with the reserved or single-use areas limited in acreage, so that these publicly-owned lands shall make their maximum, optimum contribution of goods, services, and amenities to the people of our state, region, and nation.

Thank you.

STATEMENT OF J. WALTER MYERS, JR., EXECUTIVE VICE PRESIDENT, FOREST FARMERS ASSOCIATION, ATLANTA, GA.

Mr. Chariman and members of the Committee, my name is J. Walter Myers, Jr. and I am Executive Vice President of the Forest Farmers Association, which is headquartered in Atlanta, Georgia. Forest Farmers Association is an organization of timberland owners, and primarily small, nonindustrial private owners—in 15 southern states. This statement is to present the views of the Forest Farmers Association on S. 3699, the National Forest Wild Areas Act of 1972.

The Forest Farmers Association generally favors the concepts and goals of S. 3699, as it seeks to protect outstanding wild, scenic and primitive recreation areas on the eastern National Forests.

Our association, however, does wish to offer certain comments on S. 3699, and to offer alternative suggestions, as follows:

1. Our association feels that establishment of a formal *system* is not essential to accomplishment o fthe goals of this measure. Guidelines for areas to qualify as Wild Areas East should be devleoped by the U.S. Forest Service, with appropriate input from other interested public and private groups, with separate legislation introduced to cover each proposed area. This would be similar to the procedure for establishment of national recreational areas.

2. In view of the above, it is felt legislative action on S. 3699 and related measures should move in a deliberate manner, awaiting development of such guidelines and other upcoming actions. The latter include release of the U.S. Forest Service's updated report on the status of the Nation's forests in 1973; and completion of Forest Service hearings currently being held to secure public views on management of various scenic and recreation areas, such as the Cohutta Mountain areas on the Chattahoochee National Forest (Ga.). These actions are scheduled to be completed in 1973. Meanwhile, the U.S. Forest Service assures our association virtually all areas on southern National Forests, which it is believed could qualify under the Wild East proposals, are already being managed with primary consideration to their scenic and primitive recreational use. Furthermore, there will be no change in their management, cer-

tainly not which this legislation is under consideration. Actually, if any change is made it would be in the direction of greater protection for these areas. This would indicate that a delay in enacting appropriate legislation would not adversely affect lands likely to be considered for inclusion. Such a delay, while awaiting the developments and reports noted ealrier, would, however, allow for further valuable input, and could result in better and more meaningful legislation.

3. The association feels strongly that all forests, including so-called wilderness areas—and particularly in the East, are living, dynamic and changing ecosystems. Furthermore, they are not self-perpetuating, as sometimes imagined. Therefore, any legislative proposals for establishing and managing these areas should be sufficiently flexible to allow for maintaining healthy, viable timber stands, and renewing wildlife populations. Unrealistically rigid management requirements—such as barring all timber removal—can only result, eventually, in predominately overmature and decadent timber stands, and an accompanying sharp decline in wildlife population.

The Forest Farmers Association appreciates the opportunity to submit this statement, outlining its views on S. 3699 and related legislation.

STATEMENT OF ROBERT E. BURKS, JR., CHAIRMAN, BIRMINGHAM CHAPTER, ALABAMA CONSERVANCY, BIRMINGHAM, ALA.

I am Robert E. Burks, Jr., Chairman of the Birmingham Chapter of the Alabama Conservancy. To keep my comments short, I am going to omit any lengthy discussion of watersheds, climate, clearcutting, and recreation. I am deeply convinced that these are profound components of a reasonable quality of life, but I want to save time for the scientific value and the probable survival value to the human race of truly natural forests in Alabama.

I am a chemist by profession, and therefore, I claim to have a view toward forests that is not a professional bias of any sort. Instead, it has become obvious to me, and not through a school or professional associates, that the infinitely complex web of life is not well understood by anyone; and if we destroy the last natural samples of this interacting system, we will never understand it. This unlearned information and the complex gene pool in which it lives in a dynamic state is the main reason for saving natural land in Alabama. Of course, walking in a forest is delightful; seeing flowers, birds, mammals, ferns, mosses, and lichens is valuable enough to many of us to be willing to pay a great deal for the privilege. Improving watersheds, and leaving trees standing to provide scenery and a pleasant climate is worth a great deal to people who never walk in the forest. But saving the gene pool may be even more critical to future generations.

I wonder how many Alabamians know that only a few hundred acres of virgin forest still exist in Alabama. And we have this much only because the Forest Service saved it for us! That means that only 0.001% of our original forest has not been cut. The timber cutters and developers have had their way with 99.999%. Now, we so-called environmentalists are asking you to protect what remains along with enough relatively unspoiled forest around it to make the protection realistic.

Most nations, states, or cities spend a great deal of money for zoos, botanical gardens, museums, and libraries, and there are few people who choose to speak against them. Now, we are asking you to save the best zoo, botanical garden, museum, and library of all—some selected areas of natural forest. Only recently I learned that the corn blight of 1971 prompted a scrambling search for some of the original, native, non-hybridized corn so that the natural genes which had lived on this continent for millions of years could be used to reintroduce certain qualities of disease resistance. Recently, I spent a day in the Bankhead Forest with a Forest Service forester, and I learned much from him about timber and game species of wildlife. But when I brought up the fact that trees need fungi to live and grow properly, he said he was not aware of the interaction. It has recently been found that southern pines would not grow in Puerto Rico unless certain types of toadstools were planted with them. Here is a book dated 1947 entitled " Trees and Toadstools," by M. C. Rayner, so some of this type of information has been around a long time, and there must be a lot more. We do not yet know all the reasons why land freshly taken from virgin forest or prairie is the most fertile we have ever seen. Over years of cultivation, no

amount of fertilization can maintain that fertility. If we destroy all of the native forest, we will never find out.

In my opinion, the wild-areas concept as described in the Kyl-Talmadge-Aiken Bills provides insufficient protection unless we have other forests that will be given protection at least as good as that under the Wilderness Act of 1964. If we could protect the Sipsey Canyons of the Bankhead Forest under the Wilderness Act, or an equally good or better plan such as the Sparkman-Allen Bill, S-3225, then we could reasonably consider some additional lands under the less protective wild-areas concept as described in S-3699.

THE WEST VIRGINIA HIGHLANDS CONSERVANCY,
Morgantown, W. Va., July 10, 1972.

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

DEAR SENATOR EASTLAND: The West Virginia Highlands Conservancy, an organization dedicated to the preservation of natural areas of significance within the Mountain State, passed the enclosed resolution regarding S. 3699. We understand that your Subcommittee will be having hearings on this bill July 20 and 21 and we wish to have our resolution entered into the official record as our statement at the hearing.

Thank you.

Sincerely,

BOB BURRELL,
President.

(For resolution, see page 171.)

THE IZAAK WALTON LEAGUE OF AMERICA, INC.,
Huntertown, Ind., July 23, 1972.

AGRICULTURE COMMITTEE,
U.S. Senate,
Washington, D.C.

HONORABLE SIRS: This letter and attachments are for the record of hearings on the stated subject matter. The Resolution entitled "EASTERN WILDERNESS" endorses S. 3792, by Senator Jackson, chairman of the Senate Interior Committee, to create 11 areas of the National Forest System, which happen to be situated in the eastern region of the country, as Wilderness, under the Wilderness Act of 1964. The Resolution states that the 11 areas are qualified for designation under the 1964 Act, and our full support is expressed for passage of this bill, including the 11 stated areas, and other areas.

The Resolution also suggests that additional legislation may be needed to restore additional primitive lands that may not presently meet a Wilderness test that could be agreed upon by a broad consensus. However, the League believes that the areas identified in the Jackson bill *do* meet this test.

The Resolution commends "important principles" considered in the Aiken-Kyl measure, but does *not* support the substantive provisions of these bills as filed with the Senate and House Agriculture Committees. Beyond that, many of us feel great confusion would result from balkanizing the wilderness principle between the Interior and Agriculture Committees of the Congress.

While the League acknowledges what Aiken-Kyl seem to be saying—that there are areas that almost everyone could agree should be given special protection, though not presently meeting Wilderness criteria—our national convention has resolved that such legislation should address itself to "additional primitive Federal lands *throughout* the Nation", rather than east of some arbitrary line, such as the 100th meridian, or the western boundaries of some of the Midwestern states.

I feel some qualification to highlight this resolution, since I am its principle author, and have held the most extensive conferences on its intent with those in the League who are known to have expressed the greatest interest in the controversy.

While we all recognize some of the weaknesses in the Wilderness Act, it seems evident that Aiken-Kyl does not provide much substantive improvement in the

question of mining, and provides in any event that restrictions on mining are "subject to existing valid claims".

While the Wilderness Act contains in Section 4(c) a powerful identification of activities which are inimical to Wilderness—commercial enterprises, roads, motor vehicles, aircraft, other motorized equipment, structures, installations, etc.—Aiken-Kyl include no such mandate; indeed, they specifically authorize the very activities most inimical to the preservation principle conveyed in the Wilderness Act, and even in the stated restoration-preservation principles suggested at the outset in the subject bills.

Further, Aiken-Kyl *require* the Secretary of Agriculture to operate "wild lands" in cooperation with state and local governmental subdivisions. Frankly, that is simply an invitation to disaster, for these are the more commercially oriented levels. Special interest pressure against wilderness has created a long history which ought to suggest deletion of this requirement in the *naitonal* interest. Any review of the intense and self-seeking commercial pressures evident in the Boundary Waters Canoe Area and in the Wilderness proposals surrounding the Great Smoky Mountain National Park, should make it abundantly clear that the *national* interest will be dealt a grave disservice if the mandate to cooperate with state and local governments remains in the Aiken-Kyl bills.

If the Congress truly desires to fill an acknowledged legislative gap in a national policy of restoring disturbed areas to eventual Wilderness condition, then it should speak with *far* greater clarity and strength than Aiken-Kyl. As they stand, they are scarcely more than recreation area measures; and in fact could hasten the day when the wild lands are simply written off as such, with no hope of eventual Wilderness designation. The people of the nation are entitled to *much* more than that from the Congress and Federal Government.

If this required strength cannot be built into S. 3699/H.R. 14392, they should be deferred until the principles they presumably intend can be better implemented. Congress should also *deeply* consider the serious problems in balkanization of the preservation principle between its Interior and Agriculture legislative functions. The Indiana Division of the League sees only hazards, confusion, delays, jurisdictional hassles, and grave loss of definition about where we are going.

We recognize the legislative policy gap, and agree that it should be filled. But Aiken-Kyl, as written, are clearly unresponsive to that need at this time. Moreover, we believe the Forest Service has administrative authority to act immediately to give special protection to areas that should one day qualify for Wilderness protection. They should immediately exercise that authority on all 11 areas proposed in S. 3792, and on all areas that should be placed under interim administrative and/or legislative protection.

THOMAS E. DUSTIN,
Executive Secretary.

EASTERN WILDERNESS

The Izaak Walton League of America has been a consistent supporter of the principles of wilderness preservation and of the restoration of primitive lands. There are areas of Federal Lands throughout America which should be so preserved and restored, and which in the absence of early legislative action may be lost or irretrievably impaired. There has been introduced in the United States Senate a measure, S. 3792, which would preserve 11 significant areas qualified for wilderness preservation in the Eastern region of the Nation, and several members of Congress have commendably considered important principles in the Aiken-Kyl measure for the protection and restoration of certain lands in the urbanized eastern States.

The Izaak Walton League of America assembled in Convention at Chicago, Illinois, July 19–21, 1972, hereby expresses its full support for S. 3792 and urges that the bill include additional areas of the Nation. Furthermore, the League urges that National Legislation be enacted to preserve and restore additional primitive federal lands throughout the Nation which one day may qualify for full wilderness designation and that such legislation include provisions prohibiting all forms of encroachment including impoundments, utility installations, roads, all forms of timbering and mineral exploration and extraction.

Adopted July 21, 1972, by the Izaak Walton League of America.

CONSERVATION FEDERATION OF MISSOURI,
Jefferson City, Mo., July 19, 1972.

Hon. JAMES O. EASTLAND,
Chairman, Senate Subcommittee on Environment, Soil Conservation and Forestry, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: The Conservation Federation of Missouri, the largest conservation organization in the state with over 24,000 members, does not agree with the Forest Service position that *no* area in the United States east of the hundredth meridian can possibly qualify as wilderness under the Wilderness Act.

We in Missouri, in fact, do not have to look beyond our own state's borders to find Forest Service lands which meet the Wilderness Act's criteria when these criteria are properly interpreted.

This is not to say that we disagree entirely with the Forest Service concept of a "Wild Lands East" system. Certainly, the great majority of Forest Service lands do not qualify under the Wilderness Act and a program to more fully protect many of these lands which offer tremendous recreational opportunity for an outdoor-minded public is needed.

However, the Forest Service lands should first be studied under the stronger and more protective Wilderness Act before any consideration is given to those lands for protection under a new statutory classification or any alternative-to-wilderness proposal.

Both systems are needed, but the Wilderness Act is already in existence and it is workable. The eastern forests should first be studied to see if they qualify under this Act. The Forest Service should give interim administrative protection to all potential wilderness areas until these can be studied for wilderness suitability.

It should be recognized that any attempt to establish a second system at the same time would be foolhardy and would result in a legislative nightmare. It should also be noted that "convenience" of classification should not be a reason for the establishment of an alternative system.

When an eastern forest is found "not suitable" for wilderness status, it could remain under administrative protection to be studied for later inclusion in a classification proposed by the Forest Service, which should allow for wildlife management development and development for multiple use recreation.

Therefore, the Conservation Federation of Missouri urges that Senate Bill 3699 not be implemented until all eastern Forest Service lands have been considered under the Wilderness Act.

We would also like to go on record as publicly complimenting the Forest Service for the job they are now doing in Missouri. This agency is more in tune with and more receptive to the public's desire than at any time in the past. The new "funding" for a wildlife habitat plan for the Clark and Mark Twain Forests in Missouri is a milestone and certainly a step in the right direction and we in Missouri thank all of those who made this program a reality.

Sincerely yours,

ED STEGNER,
Executive Director.

STATEMENT OF MISS ALIX SANDRA SCHNEE, WASHINGTON OFFICE MANAGER, TROUT UNLIMITED

Mr. Chairman, my name is Alix Sandra Schnee, of the Trout Unlimited Washington Office. I am here to present a statement on behalf of Mr. Chris Colt.

Trout Unlimited is a national nonprofit organization of 15,000 trout, salmon, and steelhead fishermen; with the national organization composed of 150 chapters in 35 States.

We welcome the opportunity to testify regarding Senate Bill 3699. Trout Unlimited feels that the proposed bill before this committee could, if passed, only serve to undercut the 1964 Wilderness Act which is one of the better tools for the preservation of wilderness areas in the United States. Because it would also operate outside of the 1964 Wilderness Act, S. 3699 poses a serious and fundamental threat to the integrity and spirit of the Wilderness Act itself.

The problem, we feel, is that this set would further enhance by implication, the policy judgment that no area in the East can possibly qualify as wilderness under the Wilderness Act. The passing of a new, complicated and dangerously competitive system under the designation of Eastern Wild Areas would

only cloud the definition of the 1964 Wilderness Act. Such new legislation, as is before this Subcommittee, is not needed. The appearance of need is occasioned only by the interpretation of the Forest Service in its definition of wilderness, S. 3699 would raise Agriculutre and Interior Committee jurisdictional disputes over a dozen Eastern proposals now before Congress seeking classification under the Wilderness Act. We see no need for a second competing system for wilderness protection.

Although S. 3699 proposes to be a wild areas bill it addresses itself more toward recreational values and enhancement of such than it does to true wilderness classification as does the Wilderness Act. Trout Unlimited in its endeavor to protect, preserve, and enhance this Nation's cold water fisheries is concerned with that section of the proposed bill dealing with the barring of commercial timber harvesting. This section of the bill does not in any way compliment the Wilderness Act which already prohibits ANY removal of timber within designated wilderness areas. S. 3699 would allow logging for recreational purposes These would include wild life openings, vista clearings and similar noncommercial logging activities. This is in direct conflict, and only one example which detracts greatly from the concept of the Wilderness Act.

Trout Unlimited members deal basically with the protection, preservation and enhancement of the cold water fisheries beginning at the very headwaters of this Nation's streams and rivers. We are most fearful that any timber cutting by the Forest Service without proper safeguards would damage trout waters through siltation, loss of streamside cover, and spawning bed losses, thus further depleting the supply of native and wild trout streams. To reiterate our point, the 1964 Wilderness Act prohibits timber cutting of any nature. The overall detraction of S. 3699 from the 1964 Wilderness Act and the dangerous precedent it would set moves Trout Unlimited to oppose any further consideration of S. 3699.

Thank you Mr. Chairman.

DESOMOUNT CLUB,
Laguna Beach, Calif., July 18, 1972.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation and Forestry, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: S 3699 (Aiken) is not needed. It is not wanted. It is a threat to the Wilderness Act. *It would not protect potential Eastern wilderness areas.*

The "wild areas" for which the bill provides would be essentially recreation areas not truly protected as wilderness. Logging under the guise of "recreational purposes" would be allowed.

The Forest Service bends over backwards in their interpretation of the Wilderness Act, claiming that there are no qualifying wilderness areas in which evidence of man's activities does not prevail. Nature has reclaimed many areas already enabling "the imprint of man's work" (there, to be) "substantially unnoticable" and others with the potential to qualify shortly if man does not interfere with nature's processes.

The Wilderness Act, achieved after an eigth year battle, prevents man from changing every acre on this planet for his own short-term ends. S 3699 would deny protection to vast Eastern areas that do qualify as wilderness.

Vote "no" on S 3699.

Respectfully yours,

EVELYN GAYMAN,
Conservation Chairman.

STATEMENT OF JAMES L. BOTTS, VICE PRESIDENT, SMOKY MOUNTAINS HIKING CLUB, KNOXVILLE, TENN.

As I am sure you are aware, more than a dozen sound eastern wilderness proposals have been introduced in Congress and many more are being considered. It is our desire to give these areas strong statutory protection under the Wilderness Act of 1964. In opposition to this move to preserve our eastern wilderness the U.S. Forest Service seems to be trying to organize support for an alternate, weaker system for the protection of this eastern wilderness.

The Forest Service position seems to be based on the judgment that no area in the east can possibly qualify as wilderness under the Wilderness Act, be-

cause of the fact that these areas have generally been logged or roaded or contain the temporary works of man.

Our position is that this argument ignores the wording of the 1964 Wilderness Act, which intends to deal with practical applications rather than an ideal concept. The act was intended to apply in the east as well as in the west. The evidences of past activities of man have healed by the act of nature and can qualify as wilderness under the act.

This Forest Service interpretation has resulted in the introduction of bills, H.R. 14392 and S. 3699, now before the Agriculture Committees of the House and Senate. These bills are unnecessary and are a basic threat to the integrity of the Wilderness Act. Specifically we oppose these bills for the following reasons:

This legislation is unnecessary and has come about by the narrow interpretation, by the Forest Service, of the definition of wilderness. Wilderness should be preserved under the Wilderness Act, as has been requested by a dozen proposals now in Congress.

These wild lands bills would allow logging for recreational purposes, vista clearings, wildlife openings, etc. The Wilderness Act prohibits any timber removal and preserves the concept of protecting wilderness against any future works of man.

There are potential wilderness areas in our eastern national forests which need protection but do not qualify under the Wilderness Act. These areas should be preserved by an interim administrative protection which would allow them to be sufficiently restored by nature and then be considered later for transfer to the National Wilderness Preservation System.

This legislation is essentially recreation oriented and not wilderness. We need recreation areas and more should be established but not under the impression of preserving wilderness. Wilderness legislation should assume that nature will be dominant, and that man will not interfere with the process of nature.

We feel the need for other land-use classifications in our national forests. Primitive recreation areas of a scenic or research nature should be made available in these national forests, but until the Forest Service decides to use the Wilderness Preservation System at its disposal we see no point in discussing any new land-use classifications.

SMOKY MOUNTAINS HIKING CLUB,
Knoxville, Tenn., July 24, 1972.

SENATE COMMITTEE ON AGRICULTURE AND FORESTRY,
Subcommittee on Environment, Soil Conservation and Forestry, Senate Office Building, Washington, D.C.

GENTLEMEN: In regard to Senate Bill S-3699, I feel that the bill should not get out of the committee at this time. It is a well established fact that the Wilderness Act of 1964 was intended to apply to wilderness areas in the eastern national forests and that several areas in these forests meet all the requirements for protection under this act. Some of these areas are the Otter Creek Watershed, Cranberry Backcountry and Dolly Sods area in West Virginia, Bee Branch/Sipsey Fork area in Alabama, Cohutta Mountain area in Georgia, Alexander Springs Run in Florida, Laurel Fork and Ramseys Draft in Virginia and the Kilmer-Slickrock area in North Carolina and Tennessee.

The U.S. Forest Service has deliberately failed to comply with the 1964 Wilderness Act and in fact non-compliance is a matter of policy with respect to eastern areas. The U.S. Forest Service should be informed through a congressional resolution that it is the will of Congress that the agency fully comply with the law, i.e., the 1964 Wilderness Act, in all national forests and provide administrative protection to other areas, of which there are several, which possess the qualities necessary to be included in a wild areas system as defined in Section 3 of S-3699. This administrative protection should extend for a period of time that would permit the completion of our National Wilderness System, including the eastern areas, and for such time beyond this as is necessary to enact and comply with legislation such as S-3699.

Please include this statement as a part of the record of the hearing on S-3699 which I understand will be held July 20, 21, 1972.

Sincerely,

H. R. PAYNE, *President.*

THE KIWANIS CLUB OF SHADES VALLEY,
Birmingham, Ala., June 18, 1971.

Hon. JAMES B. ALLEN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR ALLEN: Please excuse my delay in responding to your May 26th letter in which you requested a copy of the resolution adopted by the Shades Valley Kiwanis Club in behalf of the Bee Branch Wilderness Area proposal.

I am pleased to enclose this resolution as adopted by our club on July 6, 1970.

We very much appreciate your sponsorship of the Wilderness proposal and are honored that you will include our resolution in the printed record of the hearings.

Yours very truly,

STUART X. STEPHENSON, Jr.,
Vice President.

RESOLUTION

WHEREAS, it is recognized as vital to the interest, lives and health of the people of Alabama to have an opportunity to enjoy areas in the State which are left in their natural and pristine condition, and

WHEREAS, an unpublished survey conducted about 1954 has shown that the Bee Branch Scenic Area in the Bankhead National Forest is the only major tract of virgin timberland, remaining in the State of Alabama untouched by fire, grazing or logging, and

WHEREAS, it is also of great importance to science to preserve the ecological and natural resources in and around the Bee Branch Scenic Area, and

WHEREAS, it is of great value to the citizens of the State of Alabama to have such natural areas of great beauty and scientific importance left unspoiled by commerce, industrial and other man made development,

THEREFORE, BE IT RESOLVED, that the Kiwanis Club of Shades Valley go on record as endorsing and supporting the establishment under the National Wilderness Preservation Act of 1964 of an 11,000 acre Bankhead Wilderness in Winston and Lawrence Counties to include the Bee Branch Scenic Area in the Bankhead National Forest.

Officially approved July 6, 1970

THE SIERRA CLUB,
NEW ENGLAND CHAPTER,
North Andover, Mass., July 21, 1972.

CHAIRMAN,
Senate Agriculture and Forestry Committee,
Old Senate Office Building,
Washington, D.C.

DEAR SIR: The attached position paper of the New England Chapter, Sierra Club on Eastern Wilderness and Wild Areas is directed to your attention for inclusion into the public record of the Senate Agriculture and Forestry Committee hearing, as testimony on S. 3699 (Aiken-Talmadge wild areas bill).

Very truly yours,

ALLEN E. SMITH.

EASTERN WILDERNESS AND WILD AREAS

I. INTRODUCTION AND ORGANIZATION

The following is a position paper of the New England Chapter, Sierra Club, on the broad subject of "Eastern Wilderness and Wild Areas". We have been asked by the forest service, USDA, in its letter of June 13, 1972, to provide help in developing criteria for the identification and direction for management of national forest wild areas. Previously, in its letter of February 25, 1972, the forest service, USDA, had asked us to comment on the question: "How can the national forest system in the east and south meet those needs of people which are answered in the west by national forest wilderness?". These two letters are so closely related that they should be handled within the context of the same paper. We have accomplished this by editing our original response to the February 25, 1972 letter to include the Green Mountain National Forest, and have inserted this edited response in its entirety after our treatment of the criteria for

identification and direction for management of wild areas. In order to provide the reader with an insight into what the detail of this paper is trying to accomplish, we have placed our summary and conclusions directly following this introduction. We have also appended our statement of needs and priorities on outdoor recreation opportunities presented to the Bureau of Outdoor Recreation on June 29, 1972, in response to their news release of June 2, 1972, since it is relevant to the acquisition of National Forest inholdings and relevant to a treatment of outdoor recreation as defined apart from the wilderness experience.

II. SUMMARY AND CONCLUSIONS

It is our position that there is an urgent need to provide a broad base of mass outdoor recreation areas, wild areas and wilderness areas in the northeast U.S., where our population density is the greatest and our land use problems are the most acute. Mass outdoor recreation should be confined to lands outside of the national forests and administered by other agencies. There are wild areas in the eastern national forests which, although they have had transitory incursions by man, have restored themselves to a quality of natural values such that many people can enjoy a variety of outdoor experiences in them. These natural values are represented by areas that qualify as backcountry recreation areas, natural and scenic areas, wild areas, and wilderness areas.

The concept of a wild area is not so far removed from that of a wilderness area: the main differences being embodied in the degree to which the "imprint of the hand of man" is present and the degree to which the natural forces of the earth are in balance and control, and self-perpetuating. The concept of a wild area can also be restorative in its objectives in that the management directions for wild areas can be prescriptive as well as protective. The management of a wild area could lead to the development of a backcountry recreation area, a wild area managed as such, and even to a wilderness area in time.

There are many areas in or adjacent to our eastern national forests that should be studied for their wild land values, and we have outlined our recommended criteria for identification of these wild areas. There are also areas in our white mountain and green mountain national forests that should be studied for their potential inclusion in the national wilderness preservation system.

Once identified, the management of a wild area should be at least as protective as that of a wilderness area. The reasons for this are two-fold. Stringent protective management is required first in order to gain the most benefit from prescriptive or restorative management of a wild area; and second, to provide the greatest number of possible options for the eventual designation and management of a wild area. To illustrate, in the first instance, a road will take longer to revert to a trail unless it is barred and closed; and in the second instance, a wild area will never have the option of becoming a wilderness or wilderness-like area if it is managed as a backcountry recreation area from the start.

The concept of wild area classification should be transitional in itself, administrative in nature, and provide for periodic public review of the options for ultimate classification. There is an inherent danger in creating competing systems of classification through legislative means—specifically wilderness areas versus wild areas. The presently proposed eastern wild areas bills do just this without appreciably adding to the administrative tools already open to the U.S. forest service. We cannot support these eastern wild areas bills when there are already adequate tools to deal with the management of these areas.

III. ALTERNATIVES FOR SELECTION AND MANAGEMENT OF NATIONAL FOREST WILD AREAS

A. *Wilderness and Wild Areas Defined*

There is no doubt that the "hand of man" has altered, in some degree, a substantial portion of the land in the eastern U.S. These historical alterations have not always been permanent in the more remote and wilder hinterlands of the eastern U.S., since the healing process of natural reforestration has returned the quality of the ecosystems in many of these areas to a wilderness state.

Wilderness, as defined by Webster is: "A tract or region uncultivated and uninhabited by human beings; a quality or state of being wild; wildness." The dictionary does not reference the historical influence on a wilderness area in the definition. Rather, it defines wilderness in terms of the present state or quality of the characteristics of an area. The 1964 Wilderness Act defines wilderness as follows:

"A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.".

Again, this definition refers principally to the quality of the present state of an area and allows flexibility for dealing with history. It does not rule out areas with the past superficial influence of man, but does rule out areas where topographical influence has been permanent to the extent that it is irrevocable.

It seems clear then that the test of any definition of wilderness refers to the quality of any area in its present natural state. Even without "the hand of man", the face of the earth will continue to be altered, second by second and century by century, by the sun, rain, wind and fire. Hence all ecosystems are in naturally dynamic state of change. Wilderness then is defined by the degree to which a state of natural quality and self-perpetuation exists today or has been restored to a particular ecosystem or set of ecosystems. The forces of nature, in concert and in balance, determine the set of naturally dynamic circumstances called wilderness. Given a long enough time frame, the terms "primeval" and "pristine" take on questionable meanings since they imply a static point of reference.

Man can destroy wilderness by acts that irrevocably alter the natural character of the land, but where a wilderness area has only had transitory incursions into it and has regenerated a wilderness quality after those incursions, it is incorrect to administratively decree that these areas are not wilderness. The very fact that these areas have naturally repaired themselves is conclusive testimony to the wilderness character and quality of the natural forces that exist in these areas.

The crux of the matter is that the U.S. Forest Service's apparent refutation of the wilderness character of areas in the eastern U.S. prevents the protection of these areas under the wilderness act of 1964. This would allow further incursions, many of which would be permanent and irrevocable alterations of the wilderness character of these eastern areas. Similarly, most of the presently proposed "Eastern wild areas" legislation does not deal adequately with its intended purposes and in fact appears to refute the existence of wilderness in the east as well.

There are, however, areas in the east that do qualify as wilderness under the 1964 Wilderness Act! There are also areas in the east that should be given some form of an "eastern wild areas" protection since they do not presently qualify as wilderness under the 1964 wilderness act, yet they have natural values that should be protected.

The hastily drafted legislative proposals called "eastern wild areas" bills are not the answer and do not have the support of the conservation community as a whole. While we have advocated the concept of "eastern wild areas" legislation for areas not otherwise protected, we feel now some-what misquoted and misrepresented, and it would be a mistake to presume that we will support such legislative measures. Most of what is presented in these legislative proposals is already within the scope of the U.S. Forest Service to perform administratively and needs no additional legislation to sanction it. The major requirement is U.S. Forest Service initiative to use its administrative tools to protect wild areas.

The primary difference between a "wilderness" area and a "wild" area is then one of degree in the quality of the natural ecosystems of an area. With proper protection, many "wild" areas could return to "wilderness" in time, as some have. While the criteria for the identification of wilderness areas is spelled out in the wilderness act of 1964, no such definition exists for the concept of "eastern wild areas", although most of the same principles of identification should apply. The major difference then is that "eastern wild areas" have not been legislatively or administratively defined; hence the criteria for identifica-

tion of these areas can be less restrictive than that of wilderness, with the possibility of these wild areas eventually reverting to wilderness.

We recommend the following criteria for identification of all wild areas, with the stated position that identification of wilderness is a more restrictive definition of most of the same criteria.

B. Criteria for identification of wild areas

1. *Land ownership.*—At this stage of study, desirable areas which now happen to be in private ownership should not be excluded from consideration. Provision should be made for the acquisition of any areas to be finally designated as wilderness under the wilderness act or designated as wild under any subsequent act including surface and subsurface rights.

2. *Evidence of man and his activities.*—Areas should be selected where man's activities were not so great that they have completely destroyed all natural values and ecosystems, and there is a demonstrated probability that the evidence of man's activity can be and will be removed or reduced to an insignificant amount. Specifically:

a. Roads and trails should be of minimal influence and not of permanent structure.

b. Cemeteries should be small and/or ancient.

c. Water impoundments should be excluded below the dam as well as for a narrow access and management corridor.

d. Gas and powerline rights of way should be excluded where actively used, but included where abandoned.

e. Buildings, where in use, should be excluded, except for those temporary structures used in primitive camping situations.

f. Active grazing areas in small, compatible and isolated pockets should not be excluded.

g. Where reforestation is in progress, the past influences of logging should be no bar to inclusion.

h. Evidence of reforestation should be no bar to inclusion as well.

i. All mechanized recreation sites should be excluded.

j. Railroads, where in use, should be excluded by corridor.

k. Mines and quarries, where in use, should be excluded by exception.

l. Wildlife habitat improvement areas are compatible provided they have not resulted or will not result in single species ranges.

3. Size.—The minimum size of these areas should not be spelled out in numbers of acres, but rather within a conceptual framework of their intended purpose such as:

a. The area shall be at least large enough to encompass sufficient natural values to provide a wilderness or wild area experience.

b. Or (in the words of the Wilderness Act), the area shall be "of sufficient size as to make practicable its preservation and use in an uninmpaired condition".

4. *Natural or aesthetic values.*—The scarcity of wilderness areas in the East in itself makes them regionally significant areas that require special protection. Wildness alone is a sufficient criterion for inclusion, and the area need not include any special aesthetic values. All areas to be considered should include the natural values of an ecosystem that has the capability of self-perpetuation and regeneration when protected from further incursions by man.

C. Principles of Identification and Management

The over-riding principle in selecting criteria for identification and direction for management of wild areas is the identification of the natural elements of those areas whch give them the capability to sustain and regenerate themselves. Those natural elements must be protected in a manner that regenerates and sustains the yield of the natural wilderness values of those areas. The above recommended criteria for identification are based on this principle. The direction for management of wild areas is the identification of the natural elements of clearly spelled out in the Department of the Interior and Department of Agriculture regulations for these areas and tends to be protective in nature. By contrast, the direction for management of wild areas must not only be equally as protective to allow the natural processes to work, but it must also be prescriptive in nature where necessary to aid these natural processes in restoring wilderness values to a wild area.

D. Direction for management of wild areas

1. *Removal of evidences of man's activities and restoration of the site.*—Where possible, assisting the forces of nature to reduce evidences of man's activities would probably be desirable, although there well might be exceptions, and each area should be judged on its own merits.

2. *Presence of utilities.*—Maintenance procedures for all utilities should be compatible with the values of the wild area. Very small and inconsequential personal types of utilities should be held static or phased out if possible. No additions should be permitted.

3. *Use of motorized equipment.*—Use of motorized equipment or aircraft should not be permitted except for emergency and off season administrative uses that are justified on their merits.

4. *Timber management activities.*—Timber harvest, reforestation, or timber stand improvement activities should not be allowed unless it can be demonstrated through public review of the planning process that these activities would improve or enhance the ability of a wild area to regenerate the wilderness character of that area on a case by case basis.

5. *Land ownership.*—Judgement and flexibility are required here, especially in the initial stages of management of a wild area and always in terms of available funds. To begin with, a diverse pattern of acquiring rights, allowing private ownership of rights and the use of easements and zoning restrictions should be acceptable so long as it does not conflict with the objectives and use of the area. The initial direction taken depends on the flexibility needed to manage the protection of the natural values. The ultimate objective should be to purchase all rights to the area to fully guarantee its lasting protection. With limited funds available, the application of these funds to acquire various rights should be in a manner to maximize protection.

6. *Extraction of nonrenewable resources.*—The removal of any nonrenewable resources should be prohibited unless needed due to a national emergency declared by the President, but examined and upheld by the public hearing process. Even in an emergency situation the wild land values and wilderness values should be saved if possible.

7. *Wildlife management.*—Wildlife management should strive to allow the restoration of a natural balance of wildlife species that manages itself, rather than wildlife management that manipulates the quantities of a particular species. This should include special wildlife habitat management to protect rare and endangered species, as well as allowing the re-establishment of native species, habitats and predators. Wildlife management should be an integral part of the overall management plan of the area and determined by the public review process.

8. *Grazing.*—Commercial grazing of livestock should not be permitted in New England national forests. The use of riding stock in national forests should be managed so as to prevent the destruction of natural habitat of wild animals by overgrazing, and to prevent the deterioration of water quality and trail standards.

9. *Fire Control.*—All fires within the area should be controlled after they have started by management techniques instituted as a function of the specific requirements of controlling a particular fire rather than by preconceived and previously instituted techniques such as firebreak systems, controlled burning, etc. The planning and executing of fire control should minimize the impact of man and equipment on the natural features of the surrounding area.

10. *Insect and Disease Control.*—Epidemic populations should be controlled under those circumstances which would upset the natural balance of an area. Control methods should be narrow spectrum and should stress the use of biological controls rather than the use of hard pesticides.

11. *New Manmade Developments.*—Developments, where necessary, should be of a strictly primitive nature and designed primarily for the protection of the natural resources of an area.

12. *People Management.*—Management of wild areas should provide for the protection of the natural resources from the pressures of overuse by people and conflicting outdoor recreational uses. Although not mentioned as an area to consider for management direction by the U.S. Forest Service, people management is certainly a critical element. Specific methods and procedures must be sought to educate the wild area/wilderness user for the practice of a responsible use ethic. Further, specific management techniques must be sought to limit use beyond the people-carrying capacity of the habitat. Such methods would include

permit and/or reservation systems to limit actual numbers of users as well as the duration of stay.

13. *Classification Process.*—Application of the criteria for identification and direction for management of wild areas, as a continuing classification process, should include the following:

a. Initial identification and study of those areas to be considered for wild area classification, resulting proposals, public review, and administrative and/or legislative action.

b. Periodic public review of administratively classified areas, previously designated, to consider the current management and status of individual areas to determine if a higher classification is indicated.

IV OBJECTIVES

While it follows that to develop criteria for identification and direction for management of wild areas will in fact provide a basis for outlining a wild area system, the objectives for having wild areas should be examined. Basically, a wild area is an area that does not presently qualify as wilderness under the 1964 Wilderness Act, but with the proper management and protection could in time qualify as wilderness. . . . It is our stated position that an "Eastern Wild Area" system should be an administratively transitional form of management of a wild area that allows that area to revert, and where necessary be restored, to wilderness. The above criteria for identification and direction for management of wild areas are put forth with that objective in mind, and with the further long-term objective of adding these areas, where appropriate, to the National Wilderness Preservation System.

We have not listed specific areas for wild area designation, since our definition is all-inclusive enough to include almost all of the White Mountain National Forest in New Hampshire and Maine and the Green Mountain National Forest in Vermont. However, in the next part of this paper we have identified nine areas in these two national forests that should be studied now for possible inclusion in the national wilderness preservation system. The wilderness experience and the natural values of wilderness are a preciously scarce resource in the eastern U.S. These values are largely apart from recreation, although recreation of a primitive nature is compatible in the absence of overuse. The development of mass outdoor recreation is not compatible with wilderness and must otherwise be planned for on other lands and by other local, state and federal agencies in a way that will alleviate population pressures on wilderness in the national forests.

V. COMMENTS AND EVALUATIONS ON ALTERNATIVES FOR PRESERVING AND MANAGING NATIONAL FOREST WILD LAND VALUES IN THE EAST

A. *Introduction.*—In its letter of February 25, 1972, the forest service, USDA, invited interested individuals and organizations to comment on the question:

"How can the national forest system in the east and south meet those needs of people which are answered in the west by National Forest Wilderness?" This question, while pertinent, is restrictive and misleading since it assumes that all eastern and southern areas do not meet the criteria of the Wilderness Act of 1964, and therefore, precludes consideration of the act as a protective classification and management alternative. Nowhere does the Wilderness Act show or state a regional restrictiveness as to its applicability. The decision process by which the question is answered as to whether or not the criteria of the Wilderness Act fits eastern conditions should not be an administrative one, but rather should be one tested by the due process provided under the terms and conditions of the act, with the appropriate forest service inventories, public participation and review, and action by the Congress.

The Wilderness Act should be given fair consideration and proceedings in all roadless areas. It is also our concern to provide comprehensive protection for areas not otherwise qualifying. Such protection, whether by legislative and/or administrative alternatives, should be of a timely and lasting quality.

B. *Planning assumptions.*—We certainly agree that "the need for the kind of solitude and spiritual refreshment found in primitive, scenic surroundings is most acute in the populous southern and eastern states.". In the 20-state northeastern area of the United States covered by region 9 of the Forest Service, the statistical message is very well pronounced: 52% of the U.S. population lives

in this area which constitutes 18% of the geographical U.S. and contains only 11% of the gross area of the national forest system. Under these lopsided, demographic circumstances, the following planning assumptions could be drawn for national forest management in region 9:

1. Population is the greatest single pressure on national forest and all land use in the region.

2. The pressures of recreational land use in the region place a higher priority requirement on the management resources of the forest service than other uses. This is especially true in the most heavily used White Mountain, Green Mountain, and Allegheny National Forests where the forest service has more of a "park" situation than a "forest" situation to manage.

3. Silviculture and its resultant decisions on allowable cuts and road-building is of a lower priority in the region than is the management of population pressures.

4. The timeframe for serious degradation of the National Forest environment, due to failure to prevent overuse from population pressures, is shorter in Region 9 than in other parts of the country, especially in the most heavily used White Mountain, Green Mountain, and Allegheny National Forests.

5. There is a demonstrated need to relieve the pressures of overuse in existing National Forest areas. This need can and should be resolved by expanding the area of the National Forests and by encouraging greater use of private and other public lands.

6. The Forest Service will very quickly be faced with implementing and enforcing some form of reservation, quota, and/or permit system in the most heavily used areas of the region to prevent serious degradation of the environment and to protect the quality experience of the forest user.

7. A whole new process of budgeting and funding the Forest Service in the region will have to evolve to deal with the shift of management priorities from silvicultural demands to recreational demands.

C. Forest Service and Citizen Actions.—Within this framework, the New England Chapter of the Sierra Club believes that the Forest Service should conduct a comprehensive review of the White Mountain National Forest and Green Mountain National Forest to identify all potential natural areas and potential wilderness areas, considering in that review the implied definition of wilderness in recent wilderness classification acts of Congress. An objective should be to add White Mountain National Forest and Green Mountain National Forest areas to the national wilderness preservation system. The scope of this review should include the identification of areas suitable for wilderness preservation in the present or future, or worthy of protection as scenic areas, research natural areas, or other suitable designations without restriction as to size or prior use. Since the White Mountain National Forest has the highest percentage of Federal ownership (82%) in Region 9, it should also have the greatest flexibility to move forward with both legislative classification and administrative action as viable management alternatives for the preservation of wilderness values. The Green Mountain National Forest, with only 38% Federal ownership, also has the opportunity for the preservation of wilderness values.

It is clear that no one alternative action can be comprehensively successful in preserving wilderness values in the White Mountain National Forest, the Green Mountain National Forest, or any other national forest. Several courses of action are required, some of which go beyond the scope of responsibility of the Forest Service. It is important to recognize the definitions of the various actions required and where the impetus for each should come from:

Forest Service Action

1. Prompt comprehensive review and inventory to identify all potential natural areas and potential wilderness areas in WMNF and GMNF.

2. *Immediate administrative designation* and protection of natural and wilderness areas identified as an interim measure while legislation is established for permanent protection.

3. Timely regulatory and management systems to prevent serious degradation of fragile areas from recreational overuse.

Citizen Action

1. Draft and advocate an "Eastern Wild Areas Bill" in the U.S. Congress which would pertain to forest areas east of the 100th Meridian and provide permanent protection for eastern and southern area wilderness values *not other-*

wise protected. Such a bill must come to grips with the acquisition of inholdings, mineral rights and water rights.

2. Draft and advocate enabling legislation in Maine and New Hampshire to expand the boundaries of the White Mountain National Forest as a means of dispersing intensive recreational use on the existing National Forest Area and a means of affording protection of wilderness values in the areas added. Such areas might well be considered for addition as:

A. Mahoosuc Mountain Range.
B. Sandwich Notch and Squam Mountain Range.
C. Ossipee Mountain Range.

3. Draft and advocate enabling legislation at State and national levels to establish a national forest in northern Maine. The White Cap Mountain-Gulf Hagas region should be included in this plan.

4. Advocate comprehensive regional land-use planning which incorporates the principles of "Pocket Natural Areas" close to New England urban centers as a further means of dispersing the recreational land-use impact on the White Mountain National Forest and Green Mountain National Forest.

5. Exert pressure on budget priorities at the Federal level to provide funds for the acquisition of inholdings in the GMNF such as the unincorporated town of Somerset.

D. *Wilderness study areas.*—The following areas of the White Mountain National Forest and Green Mountain National Forest are listed below and outlined on the attached maps to specify more clearly those areas that should be studied for possible inclusion in the National Wilderness Preservation System and acted upon for the preservation of their natural and wilderness values, and which need protecting from recreational overuse:

White Mountain National Forest

1. Carr Mountain Area.
2. Sandwich Mountain Range to Mount Chocorua to Mount Osceola.
3. "Pemigewasset Wilderness (so-called).
4. Dry River-Rocky Branch River Drainages and Southern Presidential Range.
5. Northern Presidential Range.
6. "Wild River Wilderness" (so-called).
7. Mount Caribou-Speckled Mountain Area.
8. Kilkenny Area.

Green Mountain National Forest

9. Lye Brook Backwoods Area.

(NOTE: The numerical sequence of the preceding list in no way represents a priority preference nor should this list be considered all-inclusive.)

Obviously, this proposal is quite extensive and the area involved represents a substantial part of the White Mountain National Forest and to a lesser extent the Green Mountain National Forest. However, it should be recognized that the natural and wilderness values embodied in the above listed areas are nowhere else as spectacularly composed in New England, and therefore represent a unique resource that should be protected. Further, it should be acknowledged that the ratio of annual visitor-days per acre of national forest in the White Mountains is approximately three times that of the average for the 20-State area of Region 9, USFS, and that the same ratio for the Green Mountain National Forest is approximately two times the average for Region 9, USFS. Since this ratio in the WMNF is also the highest recreational use ratio of the region, and that of the GMNF is the third highest of the region, it follows that the priority for management systems to prevent serious degradation from recreational overuse should also be the highest.

E. *Off-road-recreatioanl-vehicles.*—The use of an area set aside and protected for its natural or wilderness values can in no way be compatible with use by off-road-recreational-vehicles. This necessarily means that designated and protected natural and wilderness areas should be closed to all off-road-recreational-vehicle traffic to protect the unique values in these areas from degradation and to prevent conflicting uses. The fact that off-road-recreational-vehicles can cover large areas quickly should not be justification in itself for allowing them to do so, especially when such use directly conflicts with the established patterns of use of an area or the unique values preserved in an area. These recommendations would not be

complete without offering viable alternatives for patterns of land-use by off-road-recreational-vehicles. The need is for citizen and State action to:

1. Develop patterns of land-use for off-road-recreational-vehicles that utilize lands not normally traveled on foot, such as rights-of-way for high voltage transmission lines, gas transmission lines, abandoned railroad beds, unplowed roads, abandoned logging roads not part of an established trail system, transportation corridors, etc.

2. Draft and advocate enabling legislation to create trail systems developed above and create tax relief incentives to encourage land-owners and right-of-way holders to participate in establishing and managing these land-use patterns.

F. *Conclusion.*—We welcome the opportunity to participate in the process of developing criteria for identification and directions for management of wild areas; and identifying areas of natural and wilderness values; and alternative courses of action to preserve these values, and would also welcome criticism of our evaluations and recommendations. The following members of the New England chapter, Sierra Club, executive committee and conservation committee have participated in the preparation of this statement:

Stuart B. Avery, chapter vice chairman, Lincoln Road, Lincoln Ma. 01773.
Filson Glanz, New Hampshire State group chairman, Box 161, Durham, N.H. 03824.
Lowell Krassner, chapter wilderness chairman, 20 Riverside St., Watertown, Ma. 02172.
Roger Marshall, chapter conservation committee chairman, 33 Linnaean St., Cambridge, Ma. 02138.
Frank Roberts, Maine group wilderness committee chairman, 15 Sewall Dr., Old town, Me. 04468.
Allen E. Smith, chapter treasurer and New England representative to Sierra Club Wilderness Classification Study Committee, 442 Sutton St., N. Andover, Ma. 01845.
Peter B. Smith, Vermont State group vice chairman, Box 45, Belmont, Vermont 05730.
Steve Wofsy, chairman of chapter task force of WMNF and chapter trips committee co-chairman, 28 Elm St., Cambridge, Ma. 02139.

ALLEN E. SMITH.

(Note: The maps attached to the above statement are on file with the sub committee.)

STATEMENT BY ALLEN E. SMITH

In these highly populated New England States, where the population has the greatest density and the least amount of public land to absorb it compared to the rest of the country, the pressures of competing, and often conflicting, land use are acute. This is particularly noticeable with respect to outdoor recreation, which also experiences a phenomenon we will call "peaking demand" due to historically established work and living patterns that encourage the whole New England population to engage in its outdoor recreational activities simultaneously on the weekends. Coincident with this "peaking demand" phenomenon is the push of numerous and diverse modes of outdoor recreation activities, many of which are not compatible with each other. Add to this scene the dimensions of seasonal patterns of outdoor recreational activity and transportation patterns of access to recreation, and one now has a complex scenario that forms one facet of the complex social, political, economic and geographical problems confronting the New England States.

Any outdoor recreation plan that is to successfully balance the needs of a highly developed, complex urban environment such as New England, must be the product of the best thinking available in that environment. Essential to that success is a process of strong regional planning that crosses established political boundaries in defining the region as a large enough area to deal effectively with whole systems of land use, economics, water resources, energy, transportation, housing, culture, public safety services, etc.—as well as outdoor recreation. Until an inventory of the resources available in a region, including outdoor recreation, are balanced against the needs of a region in a planned and orderly manner, we will continue to have to deal with these issues on a piecemeal basis that satisfies no one.

The following is our response to the questions raised by the Bureau of Outdoor Recreation news release of June 2, 1972:

1. The major objectives of all levels of government in providing outdoor recreation resources and services should be to:

a. Provide open space opportunities for a variety of outdoor recreation needs.

b. Provide public access to recreation open space without discriminating against any sector of the public.

c. Provide outdoor recreational resources that would not otherwise be provided by the private sector.

d. Provide for the acquisition and permanent preservation for future generations, of all the available unique, natural resources having outdoor recreational potential.

2. Whether one is talking about the inner city or the remote hinterlands, the principal outdoor recreation land and facility needs in New England are:

a. Undeveloped lands with a natural character rather than high intensity facilities.

b. Preservation of unique landscape features such as viewpoints, hilltops, bogs and swamps, lakeshores, river and stream banks, and ocean frontages.

3. The objectives of land ethic that preserves the natural character of the land in itself provides the criteria for setting priorities among recreation proposals for allocating funds. Specifically:

a. The imminence of threatened destruction of the natural character of undeveloped land.

b. The dollar effectiveness in purchase price per acre, uniqueness of the area, and size of the area to be purchased.

c. The balancing of regional recreation needs.

d. The availability of responsible management of lands funded for acquisition, to provide a continuity of protection for the future.

e. The presence of a need for funding projects which would not otherwise be provided by the private sector.

4. The major problems hindering the provision of adequate outdoor recreation opportunities are:

a. Irrational, unplanned landuse by subdivision and restriction of access.

b. Inadequate funding levels and two few financial tools to provide for land acquisition (e.g.—principles matching funds do not work in New Hampshire which has no broad-based tax plan).

c. Tax structures which encourage development rather than preservation.

d. Inadequate access to outdoor recreational opportunities via public transportation.

e. Competition for what we call the "recreational volume" of existing limited outdoor areas by large volume users such as mechanized off-road-recreational-vehicles.

f. The resulting overuse of existing outdoor areas from conflicting and incompatible uses also points out less than sufficient levels of funding to properly manage these areas, as well as a lack of education on the proper use of natural areas.

5. Actions that would resolve problems identified above are:

a. Responsible, comprehensive regional planning.

b. Adequate funding for acquisition and management of natural areas.

c. Public education on the care and proper use of natural areas.

d. Development of separate areas for conflicting modes of outdoor recreation.

6. Only comprehensive regional planning can solve the question of what the respective roles of the private sector and each level of government should be in providing outdoor recreation opportunities. However, there are some specific points that should be directed to this forum:

a. The problems of open space in the inner city should be solved by the intended purposes of the Housing and Urban Development (HUD) programs, rather than by diversion of Bureau of Outdoor Recreation (BOR) programs.

b. A constructive dialogue is needed between all levels of government and the concerned citizenry, both at the planning and operational stages.

c. Citizen advisory boards need to be meaningful rather than political window-dressing.

d. No government agency should attempt to do what the private sector can do quite effectively and more economically.

e. The use of the staff and volunteers of private non-profit organizations to aid in the management of outdoor recreational resources should be encouraged (e.g.—AMC and ATC).

7. The types of assistance that would be most helpful to State and local governments and the private sector in improving their capabilities to provide outdoor recreation opportunities are:

a. Special guaranteed, low-interest, tax-exempt bond issues and other revolving fund measures for State and local governments to facilitate matching fund raising where local tax structures are otherwise inadequate or prohibitive.

b. Tax incentives to the private sector to stimulate desirable action in providing outdoor recreation opportunities on private lands (e.g.—tax credits for off-road-recreational-vehicle trails on private lands).

c. Technical expertise in outlining the various alternatives available in the process of regional planning.

In conclusion, we would like to emphasize that there are many unique areas within legislatively sanctioned purchase-boundaries of our national forests, national parks and national wildlife refuges which are available today for purchase. The highest priority should be given to the allocation of Bureau of Outdoor Recreation funds for the purchase of these lands. These are areas that do not require matching funds on the part of states or local governments; the appropriate federal agency need only be granted these funds and it can use them immediately for the acquisition of vital inholdings. Where matching fund provisions have not been claimed within three years, they revert to the Federal Government for redistribution. Every effort should be made to channel these unclaimed funds into the hands of the U.S. Forest Service and Park Service to priorities which can use them immediately.

We wish to thank you for this opportunity to express our views on outdoor recreation in this forum and would welcome your comments and response.

EMORY UNIVERSITY,
Atlanta, Ga., July 17, 1972.

Hon. JAMES EASTLAND,
Senator, Chairman, Subcommittee on Environment, Soil Conservation and Forests, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: I am writing as a member of the Georgia Conservancy, and as President-Elect of the Ecological Society of America.

I vigorously oppose Senate Bill 3699 submitted by Mr. Aiken and Mr. Talmadge "to establish a system of wild areas within the lands of the National Forest System". My reasons for this are as follows:

1. The bill appears to be unnecessary, since the same wild areas can be established under the existing Wilderness Act, and especially in line with the directives issued to the Forest Service to establish wilderness areas in the eastern forests.

2. The bill may create a condition which could lead to costly jurisdictional disputes between the Forest Service and the Department of the Interior.

3. The Wilderness Act provides for better controls and administration of wilderness than those proposed in this Senate Bill.

4. The passage of this bill could significantly slow down the current program to establish wilderness areas, and put additional roadblocks into the ultimate development of such areas through the legislative processes established by the bill.

5. The hearings by your sub-committee on the bill seem to be premature, in that the public has not had a chance to carefully study and digest and detail and intent of the bill, nor have they had a chance to evaluate it adequately in terms of the existing Wilderness Act.

Respectfully submitted,

ROBERT B. PLATT,
Professor of Biology.

SOUTHERN LIVING,
Atlanta, Ga., July 11, 1972.

Senator HERMAN E. TALMADGE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR TALMADGE: We at SOUTHERN LIVING and THE PROGRESSIVE FARMER are very much interested in your proposed legislation on Wild Areas East.

Recently you placed in the Congressional Record an article that SOUTHERN LIVING carried on the restoration of historic Savannah so I believe you are aware of our interest in conservation and restoration.

This past year Discover America Travel Organizations presented its magazine award to SOUTHERN LIVING for the series of editorials on conservation of the Bankhead National Forest, Big Thicket in East Texas, historic homes in Lexington, Kentucky, and the protection from pollution of the Sanibel-Captiva Islands. It also mentioned an article we carried on the restoration of San Antonio and the Land Between the Lakes in Kentucky.

We support the Wild Areas East program and feel it should be separate from the Wilderness Act which is primarily in the western part of the United States and devoted to much larger areas.

Thank you for the outstanding job that you are doing in Washington and I would appreciate it if you would enter my letter as a part of the official hearings that are scheduled.

Thanks.

Sincerely yours,

DON CUNNINGHAM,
Vice President and Director of Trade Relations.

STATEMENT OF DANIEL PAYNE HALE, HUNTSVILLE, ALA.

So great is the public demand for, and so meager our nation's areas of real wildernesses administered as such, that three national parks are currently rationing access to wilderness and back country areas. In the eastern United States wherein the majority of our citizens reside, the situation is even more acute with something less than 2½% of our public lands managed as wildernesses. In Alabama—a state where the ravages of strip mining, channalization, clearcutting, and pine monoculture are plainly evident—there is not even one square inch of federal land administered as wilderness!

Fortunately not all virgin wilderness—though unprotected it may be—has yet vanished from Aabama; and furthermore despite the apparent ignorance of many professional federal land managers, many areas in the Southeast with its relatively long growing season and abundant rainfall, are quite capable of regenerating their wilderness character if they are simply left alone and protected against the results of destructive practices on contiguous areas such as erosion and fire.

So far as we—and apparently the Forest Service also—know *there is no virgin hardwood forest in all of Alabama other than that in the gorges of the Bankhead National Forest.* This small remnant comprises only a few percent of the federal forests in Alabama; who can honestly without bias deny that this remnant should not be preserved?

Not infrequently objections to the preservation of the Sipsey virgin forests and necessary buffer areas, are made fallaciously utilizing arguments based upon uses antagonistic to wilderness values occurring upon neighboring lands, or based upon the Management Provisions of Section 4 of the National Wilderness Act of 1964 wherein these are mistakenly regarded as necessary criteria for qualification for an area to be considered for wilderness status, and are erroneously applied to an area's past rather than to current and future usage. These errors in interpretation of the Wilderness Act were recently and quite explicitly pointed out by Senator Frank Church in a statement made before representatives of the Forest Service, the Park Service, and other federal agencies—Senator Church, as the Floor Manager of the Wilderness Act, made it most emphatic that wilderness is to be defined and only be defined by Section 2(c) of the National Wilderness Act; section 4 spells out management provisions for the administration of wildernesses and in nowise constitutes criteria or standards

for the nomination of new areas for addition to the national wilderness preservation system.

Certainly a full measure of natural resources to support our nation has been wrung from the country side of Alabama—coal, oil, forests, and waters! And had it not been for World War II and the opportunities it afforded exploitative interests, the Bankhead National Forest might well have become a National Park unblemished by the many scars it now bears. *But that vision mutilated as it may be, still lives in the yet undisturbed gorges of the Sipsey watershed!* A responsive Congress and an enlightened Forest Service can preserve it and ultimately regain much that we have lost by establishing a *11,000 acre* Sipsey National Wilderness!

ATLANTA, GA., *July 18, 1972.*

Sen. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation and Forestry, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: The Forest Service has wisely recognized the need to preserve areas in our national forests particularly in the East that will provide a wilderness experience both now and in the future. The bill S. 3699 further addresses itself to this concern. The means rather than the need for Eastern wilderness is the point of disagreement over the proposed "wild areas" system.

The Wilderness Act of 1964 sets up a *national* wilderness system and contains a broad and inclusive definition of wilderness. This wilderness definition, the already established precedent of wilderness areas that include works of man, and current hearing testimony by Senator Church, a sponsor of the Wilderness Bill, all support the need to include eastern wilderness quality lands within the National Wilderness System even if these lands must be set to rest by administrative procedures for several years before such inclusion. A separate "wild areas" system that parallels the wilderness system is unnecessary, confusing, and an additional burden to citizens, government agencies and the Congress who are all already far behind schedule on just wilderness classification alone.

The guidelines for administering these areas are too general and allow the possibility of logging and other "recreation facilities" that would let man rather than nature appear dominant. The mining problem seems best settled by outright purchase of the private mining rights that were never relinquished when the land was originally bought.

I therefore oppose the establishment of a "wild areas" system as outlined in this bill, since it parallels too closely the already established wilderness system. I do recognize the need for a back-country experience for people in the eastern half of the country, where larger numbers of people in a carefully managed area can experience camping in a natural setting. I request that this letter be made part of the official hearing record.

Sincerely yours,

CHRISTINA M. POWERS.

OFFICE OF THE COMMISSIONER, GILMER COUNTY,
Ellijay, Ga., July 20, 1972.

Mr. W. V. HOFELDT,
Forest Supervisor,
U.S. Department of Agriculture, Gainesville, Ga.

DEAR MR. HOFELDT: I appreciated your letter of 13-June-1972 requesting my comments relative to use of the National Forest system in the East and South, and how it could meet the needs of the people.

After reviewing the information attached to your letter I was of the conclusion that heretofore the Forest Service has managed the areas in our county under the multiple use concept in a successful manner. Under this method everyone can share in the wealth of the forest; the logger, lumberman, fisherman, hunter, hiker, picnicker, and the botanist. The forest service has protected the interest of the people against destructive logging and stream siltation in the past and I am sure will continue to do so in the future. I believe that to establish a wilderness area within our national forest will serve only a handful of 'elite haves' in this country while denying forever the material fruits of the forest to the average working man who is hard pressed just to make a living. Even now as a result of wild area practices in North Carolina, forest service timber offerings have been so drastically reduced in the past two years that operations

supporting long established wood working communities have been bidding for similar timber in North Georgia, specifically the Chattahoochee National Forest. This has resulted in inflation of stumpage values and has prejudiced the existence of long established woodworking communities in North Georgia.

In addition, a considerable amount of revenue ($5,677.77 in 1971) is received each year from timber harvesting of the 23,500 acre area. This payment is in lieu of taxes and is no minor source of revenue. These payments wlil increase now due to the recent addition of substantial acreage to the present area. The total area now encompassed by the Chattahoochee National Forest is approximately 46,998 acres. In conclusion, continue the multiple use concept of the forest area so that all may benefit.

Respectively yours,

HAROLD HEFNER,
Commissioner, Gilmer County.

GLENDALE, CALIF., *July 17, 1972.*

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

DEAR SIR: Please include this letter in the hearing record on S. 3699 (Aiken).

I oppose this bill. It is not needed and it dangerously competes with the Wilderness Act of 1964.

There are areas in the east which deserve to be wilderness and must be protected until they can be evaluated or until nature heals over the imprint of man's intrusions to the point where they qualify for wilderness status.

Our eastern citizens *deserve* and *need* wilderness areas. This bill's "wild area" designation does not insure wilderness. The bill does *not* sufficiently protect an area against future alteration by the works of man. It does not cope with the private mining rights threat nor does it prevent timber removal. The Wilderness Act of 1964 is the only available vehicle for protecting *genuine* wilderness areas in the east.

Sincerely,

MRS. MARY C. GOGUEN.

CLEVELAND, OHIO, *July 17, 1972.*

Senator JAMES EASTLAND,
Chairman, Subcommittee, Environment, Soil, Forestry,
Senate Office Building,
Washington, D.C.

SIR: We must have a few wilderness areas in the eastern U.S.. and the Wilderness Act of 1964 is the best tool for the preservation of wilderness areas in the East.

No new legislation is needed!

I am opposed to Senate Bill S. 3699. Please help to defeat it.

Please include this letter in the hearing record.

Sincerely,

PAUL A. HOVANEC.

NEW YORK, N.Y., *July 18, 1972.*

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

DEAR SENATOR EASTLAND: Please add my name as one more in opposition to Senate Bill S. 3699.

This legislation is uncalled for and unnecessary. Application of the 1964 Wilderness Act with its broad terms to Eastern forests in the proper way to protect our wilderness.

Our objections apply as well to S. 3224 and S. 3225. This legislation is also uncalled for, and the Sipsey Wilderness should be placed in the National Wilderness Preservation System under the 1964 Wilderness Act.

Our full support should be given instead to obtain passage of Senate bill S. 632.

Please add this letter to the records of your July 20 & 21 hearing.

Thank you very much.

Sincerely,

JOEL L. MEEKER.
EVA G. MEEKER.

PITTSBURGH, PA., *July 17, 1972.*

HON. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Committee on Agriculture,
U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: I am writing concerning Senate Bill 3699 on eastern Wild Lands which is scheduled for hearings on July 20th and 21st. In my view this is a pernicious and bad bill and not worthy of serious consideration. I hope the Subcommittee will not let it go further.

This bill is proposed by the U.S. Forest Service primarily in order to prevent the application of the Wilderness Act of 1964 to the East. It arises because the Forest Service insists on its own peculiar interpretation of the Act. While that Act defines wilderness as an area where human influence is "substantially unnoticeable," the Forest Service insists on its own definition requiring human influence to be "completely unnoticeable." As a result it rules out many areas which readily come under the definition of the Act. To those who have hiked in eastern National Forests there are many areas where the hiker's experience is one of human influence being "substantially unnoticeable."

The position of the Forest Service is doctrinaire to the extreme on this point, as witnessed by its recent report on the Joyce Kilmer-Slickrock Creek proposal in North Carolina. And it has resulted in a refusal to approve a considerable number of proposals for eastern wilderness, now over ten, which citizens groups have brought forward. Because of its interpretation of the Wilderness Act the Forest Service has now produced the new Wild Lands bill which, it claims, will make possible the protection of eastern Wild Lands. Such an alternative is completely unnecessary as the Act, as Senator Church has recently stated, clearly provides for such eastern areas. Moreover, it seems clear that the Wild Lands bill will provide far less protection than the Wilderness Act and degrade the quality of eastern protection.

I am convinced that the real reason for the Wild Lands bill is to prevent protection of eastern lands from commercial development and to subvert the intent of the Wilderness Act. I hope that it will go no further than these hearings. It should not be approved.

I ask that this letter be included in the hearing record.

Sincerely yours,

SAMUEL P. HAYS.

STAMFORD, CONN., *July 21, 1972.*

Senator JAMES O. EASTLAND,
Chairman of Senate Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.:

I am a graduate forester who has practiced forestry in the South for over 25 years. I have worked for the U.S. Forest Service and private industry. I am concerned that the wilderness concept being used in the West will be transferred to the East and South. To prevent this I urge your support of S. 3699 and opposition to S. 3792. I agree that a program must be implemented for the set aside of scenic and recreational areas but I am fearful that without proper guidance we could lose our present concept on multiple use. Mr. Fred Simmons in the July 1972 issue of American forests magazine makes a number of good points against the establishment of large wilderness areas in the South.

I urge you to make this information available to your committee.

R. W. LAW,
Director of Woodlands,
Olinkraft, Inc., Monroe, La.

WASHINGTON, D.C., *July 18, 1972.*

HON. JAMES O. EASTLAND,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR EASTLAND: I am very much opposed to the provisions of S. 3699, which I understand will be considered by your Subcommittee on Environment, Soil Conservation and Forestry on July 20 and 21.

This bill would negate the terms of the Wilderness Act, which clearly states that wilderness is "an area of undeveloped Federal land retaining its primeval character and influence . . . and which . . . generally appears to have been affected primarily by the forces of nature, with the imprint of man's work *substantially*

unnoticeable." (Underscoring mine.) This indicates that the intent of the Act was *not* to exclude lands once utilized by man, as the Forest Service states, so long as other factors justified declaring such lands wilderness areas, and providing that nature could erase the manmade changes.

S. 3699 is therefore quite unnecessary and would merely complicate the task of protecting wilderness areas. May I request that my view be made a part of your hearing record?

Sincerely yours,

MRS. C. E. VAN SICKLE.

BETHESDA, MD., *July 18, 1972.*

Senator JAMES EASTLAND,
Senate Office Building,
Washington, D.C.

DEAR SENATOR EASTLAND: Presently under consideration by Congress are two very similar bills, H.R. 14392 and S. 3699. Prior to the Senate hearings on July 20–21, I would like to share my impressions of twenty-two consecutive summers in Western wilderness areas.

My first camping trip, in 1948, to Big Sur National Park, lingers in my mind not only because it was my first wilderness experience, but also because it provided a reference or a standard point in time with which to compare the subsequent changes in this and similar areas. In Big Sur, at that time, there were no motorized campers, no lines of campers with long-standing reservations, and none of the once strictly urban problems which many of us enjoy grappling with but which also occasionally remind us that the "world is too much with us." In order that I might continue to enjoy similar wilderness experience, I have traveled throughout the Rockies, spending several weeks in the Jim Bridger Wilderness Area of central Wyoming. At the present time only by driving to the end of a long county road and back-packing ten to fifteen miles can one find wilderness areas as pristine as those that I knew as a child, camping with my parents. The Wilderness Act of 1964 forever protected the areas that I presently enjoy, complete with the Golden Trout, the fat Cutthroats, and the Montana Grayling.

Two points deserve emphasis. The first is that S. 3699 aims to set aside "wild areas, as opposed to wilderness areas, presumably because these areas have been more affected by the presence of man, than had the now existing Wilderness areas. This assumption is the crucial flaw in the bill, for it presupposes that that the wilderness is stable enough to withstand compromise; it is not. Just as Big Sur and Yosemite have failed to do so, so will the designated wild areas. The second point of emphasis is that, to those of us dealing daily with the vicissitudes and complexities of human life, an experience in the wilderness affords a welcome pause and opportunity for appreciation of the rugged grandeur, occasionally true beauty, that is lost when man is anything but a visitor.

I urge you to include my thoughts in the hearing record, to defeat S. 3699 and not to compromise the lovely areas which would otherwise be affected by your proposals.

Respectively yours,

STEPHEN W. ASHER, M.D.,
Research Associate, NIH.

NEW YORK, N.Y., *July 19, 1972.*

Hon. JAMES O. EASTLAND,
Senate Office Building,
Washington, D.C.

DEAR SIR: As a concerned citizen of an Eastern state I wish to record my protest against Senate bill 3699. The people of this heavily populated area are already short-changed in the matter of national parks and wilderness areas. The last thing we need is passage of a bill which would provide many loopholes by which many suitable wild areas can escape protection.

I hope that your subcommittee will consider this bill from the point of view of the citizens residing in this area—not from the point of view of the Forest Service.

Sincerely yours,

KATHARINE R. O'HARE.

ST. LOUIS, MO., *July 18, 1972.*

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

DEAR SENATOR: I am interested in the Congressional hearings scheduled in the Senate in late July on S. 3699 sponsored by Sen. George Aiken to establish a system of wild areas on int eastern national forests.

I feel that it is unnecessary to do this. The 1964 Wilderness Act is the best tool for preservation of wilderness in the United States—be it the east or the west. Why not give areas of undeveloped Federal land or areas of Federal land that have recovered almost completely from signs of past human activity wilderness protection? There is no reason to disqualify a wilderness area that has recovered or has almost recovered from this protection.

Please make my letter a part of the hearing record.

Sincerely,

Mrs. EVELYN M. HERTER.

TUCSON, ARIZ., *July 19, 1972.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation and Forestry, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SIR: Please include this letter as part of the record of the hearing held July 20 & 21, concerning S. 3699.

As the population of our nation continues to grow and our natural areas continue to shrink at alarming rates, we need to insure that our irreplaceable wilderness areas are passed on intact for the benefit of future generations. They will need them more than we, in their even more crowded and ravaged world. This is especially true in the East, where, unfortunately, as of yet Wilderness Areas have not been created.

However, I do not feel that S. 3699 is the best instrument to accomplish the above. It would, by creating additional administrative functions, thrust an unnecessary complexity upon the preservation of land. It would not sufficiently protect the land against, for example, logging and mining interests. In short, the Wilderness Act of 1964, one of the wisest pieces of legislation coming from Congress, is sufficient; S. 3699 is not needed.

One additional point. Many areas in the East would qualify for wilderness if allowed to restore themselves through the healing processes of nature. Such an approach has been successful in the West, as is found in Big Bend National Park, administered by the National Park Service. There a badly abused area, through careful protection healed itself over time. The added protection of Wilderness Status is now pending.

It seems to me that a greater number of similar opportunities exists in areas of the East. They should be managed with interim protection, with the goal of eventual inclusion in the Wilderness System.

Sincerely,

PETER WILD.

ONTARIO, CALIF., *July 19, 1972.*

Senator JAMES O. EASTLAND,
U.S. Senate Building,
Washington, D.C.

DEAR SENATOR: I am opposed to S. 3699 because, in my opinion, it would weaken the 1964 Wilderness Act.

Please admit this letter at the hearing on this bill.

Very truly yours,

(Miss) ELIZABETH SCHRADER.

BETHESDA, MD., *July 19, 1972.*

Hon. JAMES O. EASTLAND,
U.S. Senate,
Washington, D.C.

DEAR SENATOR EASTLAND: I respectfully ask and urge the Forest Service to drop its "purity" position in its designation of forested areas as Wilderness.

The position that previous logging or temproary roads disqualify such forests is untenable under the 1964 Wilderness Act. It is a narrow, self-serving

interpretation which would minimize the number and extent of areas which should be placed in the Wilderness System.

My family and I enjoy our natural forests and hope the language and spirit of the Wilderness Act will not be so misinterpreted as to allow the Forest Service to threaten their preservation.

Sincerely yours,

MRS. W. STUART REFSHAUGE.

BERKELEY, CALIF., *July 25, 1972.*

SENATE COMMITTEE ON AGRICULTURE,
Senate Office Building,
Washington, D.C.

DEAR SIRS: Please *add* my statement, as follows, to your *Official Hearings Records* concerning the *Proposed Sipsey Wilderness* on the Bankhead National Forest in Alabama.

I am in *full support* of such proposal and do urge its passage at this time. Such proposal, however, must include at least some *12,000 acres* so as to be a viable and important addition to our National Wilderness Preservation System.

Sincerely,

JOHN R. SWANSON.

BERKELEY CALIF., *July 25, 1972.*

CHAIRMAN,
Subcommittee on Environment, Soil Conservation and Forestry, Committee on Agriculture, U.S. Senate.

DEAR SIR: Please add my statement, as follows, to your Official Public Hearings Record concerning S. 3699, so-called "Eastern Wild Lands Proposal".

I am opposed to S. 3699 simply because such proposal is unnecessary. Unnecessary due to the fact that we have the National Wilderness Preservation system to afford wilderness states to undeveloped forests worthy of such wilderness preservation; the Wilderness Act of 1964.

In this regard, I strongly urge that legislation be passed that will give wilderness status to each undeveloped wilderness potential area within each national forest east of the Rocky Mountains.

Senator Jackson's "Eastern Wilderness Bill" of June 30, 1972, is a good start in affording wilderness to undeveloped lands in the Eastern National Forest, and such bill should be strongly supported at this time.

I urge, then, support of Senator Jackson's Eastern Wilderness Bill to add areas to our National Wilderness Preservation System. I also urge legislation to make detailed study of all undeveloped lands in the Eastern National Forests. And, from such study add worthy undeveloped lands to our National Wilderness Preservation System.

Study the Boundary Waters Canoe Area of Superior National Forest and report on the feasibility of adding this area, plus, adjacent lands-waters to our system of National Parks, and such area is certainly of National Park potential. And, introduce and pass legislation, now, to end logging in this Boundary Waters Canoe Area, and adjacent lands-waters to this area to increase its size by 35% and, afford full wilderness status to this entire area. Give wilderness status to the Sylvania Woods Area of Ottawa National Forest.

Sincerely,

JOHN R. SWANSON.

BETHLEHEM, PA., *July 19, 1972.*

DEAR SIR: I would like to comment on proposed "wild area" bill S. 3699 and request my views be included in the hearing record.

In my opinion, S. 3699 is not needed since the Wilderness Act is effective for preserving wild lands. As the Wilderness Society points out, the Eastern Wild Lands bill would also place greater burdens on citizen conservationists—would be ineffective in prohibiting mining and would allow logging for "recreational purposes."

I believe we need more out-door recreation areas, but should not confuse this with wilderness preservation.

Very earnestly,

R. A. WEIMER.

MINOT, MAINE, *July 18, 1972.*

Senator JAMES O. EASTAND,
Chairman, Subcommittee on Environment, Soil Conservation, and Forestry, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND, I am writing to express my opposition to S. 3699. The 1964 Wilderness Act must not be diluted. This bill S. 3699 will only make it easier for the American people to be robbed of what few wild lands we have remaining in the East.

Very sincerely,

DAVID C. HAINES.

NEW ORLEANS, LA., *July 18, 1972.*

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

DEAR SENATOR EASTLAND: Please include my letter in the hearing record for S. 3699, concerning the Eastern Wild Lands Proposals.

I am against this bill which, I believe, would infringe upon, duplicate or usurp the work of the 1964 Wilderness Act.

I advocate employment of the Wilderness Act in the designation and preservation of areas in the east qualifying and/or in proposal as wilderness areas. Those areas in the process of natural restoration should be protected by interim administrative measures until later consideration as wilderness areas.

Humans tend to circumvent or readily discard established or ethical methods because they don't serve a selfish purpose (although they *do* serve a true purpose). Rationalization purports to make such procedure right. History more often proves it was wrong. Our ecological battle of today is a good example of such behavior.

Very truly yours,

Mrs. JOSEPH HENRY MILLER.

BOSTON, MAINE, *July 12, 1972.*

DEAR SENATOR EASTLAND: I ask that this letter be made part of the hearing record on S. 3699—eastern wild lands bill, and that its contents be transmitted to your colleagues on the committee.

I am opposed to the bill (and its House companion (HR 14392)). The bill duplicates the provisions of the 1964 Wilderness Act, while serving the same goal, and is considerably weaker than it.

I trust your committee will see this and not report the bill out.

Sincerely yours,

LEONARD TOWER, Jr.

P.S. I ask also that the committee amend S. 3224 so that the entire 9,000 acres proposed in the Bankhead National Forest be designated the Sipsey wilderness.

SAGINAW, MICH., *July 20, 1972.*

Senator JAMES O. EASTLAND,
Chairman, Subcommittee on Environment,
U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: Please include my name as one of those conservationists striving to urge the agency to drop this 'purity' position and to use the Wilderness Act of 1964 as it was meant to be used.

Please give interim administrative protection to the wilderness areas pending full study of wilderness suitability over the next few years.

Thank you,

JOHN L. RIES.

MONTEBELLO, CALIF., *July 20, 1972.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation, and Forestry, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: I would like to express my opposition for the "wild area" proposals in S. 3699 since I believe Eastern wild areas should be fully proteced by the Wilderness Act as specific wilderness areas.

The "wild area" proposal is good because it would prohibit mining and bar commercial timber harvesting, however, these same actions would be implemented under the Wilderness Act. Also S. 3699 could create problems in both citizen participation and administration.

Clearly remaining Eastern wild areas need immediate protection, but this protection should come under the Wilderness Act not another legislative policy. Those study areas which may not at present be included because of remnant signs of man's intrusion should be given interim administrative protection until they revert back to wilderness. Please do not allow precious de facto wilderness areas to get anything less than total protection under the Wilderness Act.

Also I urge your support for an 11,000 acre Sipsey Wilderness in Bankhead National Forest, Alabama; protected as a part of the National Wilderness Preservation System.

Please include this letter in the appropriate hearing record. I'd appreciate your comments.

Thank you very much.

Sincerely,

RICHARD SPOTTS,
President, Montebello Ecology Council.

NORFOLK, VA., *July 21, 1972.*

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

DEAR SIR: As a citizen concerned about the protection of wilderness areas in the eastern part of the United States, I am writing to express opposition to S. 3699 which offers a weaker system for safeguarding these areas than the 1964 Wilderness Act.

The Act's definition of wilderness is liberal and inclusive which makes the "purity" position taken by the Forest Service unjustifiable. Although some historic adverse use of designated and proposed wilderness areas in the east has been made, much of such activity has been healed by nature.

I feel that the Forest Service should endeavor to apply the Wilderness Act as it was intended to be applied. Also, I urge that interim protection be given to potential wilderness areas pending study of full suitability.

Please include this letter as part of the hearing record on July 20–21.

Yours respectfully,

LOUISE BETHEA.

GREER, ARIZ., *July 20, 1972.*

Hon. JAMES EASTLAND,
Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: Please use your influence in opposition to S. 3699. This is not in the best interests of the people of our U.S.A.

Also please support S. 3224 and S. 3225 which are in the interest of our people.

Please include this letter in the Hearings.

Thanks very very.

Sincerely,

AMOS HOFF.

TULSA, OKLA.

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation and Forestry, Committee on Agriculture, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: Please include this letter in the hearing record on the Eastern Wild Lands proposals and the Sipsey Wilderness.

Two items coming before the subcommittee on July 20 and 21 merit careful consideration. The Eastern Wild Lands bill, S. 3699, by Senator Aiken is an unnecessary piece of legislation with several drawbacks. The need for this bill is created by Forest Service's narrow definition of wilderness and incorrect interpretation of the Wilderness Act of 1964. The Wilderness Act actually provides for protection of the type of wilderness found in the East. If the proposed bill is passed, designation of wild areas would involve the same detailed process as required for wilderness designation.

There may be areas in eastern national forests of potential wilderness value, but that are not yet sufficiently restored by nature to qualify under the Wilderness Act. These areas should be preserved under interim administrative protection, and then transferred later to the National Wilderness Preservation System.

This bill is supposedly a wilderness bill, while in fact, it is a recreation area bill. The purpose of wilderness legislation is to assure the existence of areas where nature is still dominant and that man does not interfere with the natural processes.

Also before the subcommittee are bills concerning the Sipsey Wilderness in Alabama. S. 3224 would establish a 6,000 acre Sipsey Wilderness and a 3,000 acre national recreational area side by side. I question the practicality of such an arrangement and feel that it could have adverse effects on the wilderness. S. 3225 is a special bill for wilderness protection which, because of the Wilderness Act, is unnecessary. I favor the proposal to create an 11,000 acre Sipsey Wilderness placed in the National Wilderness Preservation System.

Thank you for your consideration.

Sincerely,

FENTON REED.

McHENRY, ILL., *July 20, 1972.*

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

HONORABLE SIR: This bill intended to establish a system of wild areas on the eastern national forest we consider as being a misinterpretation of the 1964 Wilderness Act. We encourage the application of the Wilderness Act as it was meant to be.

Please include our objection in the hearing record as being essential to protect the integrity of the Wilderness System. Thank you.

Sincerely,

ANNA & PHILIP WHEELOCK.

CHARLOTTESVILLE, VA., *July 17, 1972.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation and Forestry, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SIR: We are writing to express our opposition to S. 3699, a bill to introduce a new classification of "wild areas" in the eastern National Forests. This bill reflects an open attack by the Forest Service upon the Wilderness Act of 1964, in its new and baseless contention that no eastern forest lands qualify as Wilderness under the terms of that Act. That eastern forests have in the past so qualified is a matter of record, and we can personally attest that by no means do these exhaust the number of areas whose wilderness character is in accord with both the letter and the spirit of the Wilderness Act.

The present legislation would commit the eastern forests irrevocably to near-total development and management, since even in the "wild areas," various manipulations would be permitted, all of which are expressly forbidden by the Wilderness Act. And the threat of mining would remain, because the bill fails to deal with the private ownership of mineral rights in many of the forests.

In short, we believe that S. 3699 would deny strong statutory protection to *de facto* wildernesses which most desperately need such protection—those in the eastern National Forests.

We would appreciate your inclusion of this letter in the hearing record on S. 3699.

Yours very truly,

Mr. and Mrs. ROBERT M. SIMMS.

NEWTON CENTRE, MASS., *July 19, 1972.*

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

DEAR SENATOR EASTLAND: I am categorically opposed to the creation of an alternate designation to apply to wilderness lands in the East, as proposed by

R. John Kyl of Iowa. The existing Wilderness legislation already covers, by its language and its intent, the disposition of remaining wild lands in the East, and stands to be weakened if a competing legislation is drawn up.

We must give complete protection to Eastern lands that have recovered from the former influence of man and have regained their true wilderness character or are capable of doing so. The "Wild area" designation does not do this; it is in fact, a "recreation area" bill making them open to exploitation by government agencies in the name of "public interest."

There are many areas that should be developed for the recreational uses of the Eastern population, to be sure, but there should also be Wilderness. Only by adhering to a sound, unified policy, can we be certain of achieving both. The Wilderness Act should not be challenged.

Please include this letter in the official hearing record.

Yours truly,

EMILY V. WOLF.

BOULDER, COLO., *July 18, 1972.*

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

DEAR SENATOR EASTLAND: I would like to express my *opposition to S. 3699* regarding Eastern Wild Lands on the grounds that such a bill is unnecessary and even potentially harmful. The 1964 Wilderness Act already provides an adequate tool for preservation of Eastern areas and has in fact already been successfully applied there. Many more specific proposals concerning Eastern Wilderness are now before Congress. S. 3699 will serve only to confuse the present machinery while giving less than adequate wilderness protection to areas (i.e. allowing logging for "recreational purposes," vista clearings, etc.).

Please include this letter in the hearing record.

Thank you for your attention.

Sincerely,

UNISON R. HUBBARD.

SHAKER HEIGHTS, OHIO, *July 17, 1972.*

Senator JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Committee on Agriculture, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: Bill S. 3699 is essentially a recreation area bill, not a wilderness bill.

We need wilderness, not more recreation areas which are comparatively short lived and shortsighted.

Recreation areas are crowded because people who use them like close proximity to others. We have seen this often as we passed the popular spots for the wilderness area nearby.

Nature lovers like uncrowded quiet, enriching experiences found nowhere else but in wilderness, the last refuge of animals.

Anything commercial deteriorates lasting values which we have to have to survive.

Please include this letter in the hearing record.

Sincerely yours,

Mrs. M. M. ZARICH.

ATLANTA, GA., *July 18, 1972.*

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

DEAR SENATOR EASTLAND: The Forest Service has wisely recognized the need to preserve areas in our national forests particularly in the East that will provide a wilderness experience both now and in the future. The bill S. 3699 further addresses itself to this concern. The means rather than the need for Eastern wilderness is the point of disagreement over the proposed "wild areas" system.

The Wilderness Act of 1964 sets up a *national* wilderness system and contains a broad and inclusive definition of wilderness. This wilderness definition, the

already established precedent of wilderness areas that include works of man, and current hearing testimony by Senator Church, a sponsor of the Wilderness Bill, all support the need to include eastern wilderness quality lands within the National Wilderness System even if these lands must be set to rest by administrative procedures for several years before such inclusion. A separate "wild areas" system that parallels the wilderness system is unnecessary, confusing, and an additional burden to citizens, government agencies and the Congress who are already far behind schedule on just wilderness classification alone.

The guidelines for administering these areas are too general and allow the possibility of logging and other "recreation facilities" that would let man rather than nature appear dominant. The mining problem seems best settled by outright purchase of the private mining rights that were never relinquished when the land was originally bought.

I therefore oppose the establishment of a "wild areas" system as outlined in this bill, since it parallels too closely the already established wilderness system. I do recognize the need for a back-country experience for people in the eastern half of the country, where larger numbers of people in a carefully managed area can experience camping in a natural setting. I request that this letter be made part of the official hearing record.

Sincerely yours,

CHRISTINA M. POWERS.

PORT ORANGE, FLA., *July 20, 1972.*

Senator JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation, and Forestry, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: Please include this letter in the record of the Hearing on S. 3224—the Wilderness Proposal for the Bankhead National Forest.

While I am not a member of the Alabama Conservancy, I have studied its proposal for an 11,000-acre tract to be included in the National Wilderness Preservation System. I am fully in accord with the views expressed by that organization and urge that it be accepted rather than the proposal now being offered by the Forest Service.

The proposal to set aside 3,000 acres for management under the title of "recreation" is a bad compromise of the wilderness principle and a means of evading proper protection under the Wilderness Act of 1964.

There are hundreds of thousands of acres of the National Forests which will serve the recreation purposes of the people. There are all too few areas left to serve the "wilderness" purpose and every acre that can be given the higher protection should receive it.

Rsepectfully submitted,

WALTER S. BOARDMAN.

PORT ORANGE, FLA., *July 20, 1972.*

Senator JAMES O. EASTLAND,
Chairman, Subcommittee on Environment, Soil Conservation, and Forestry, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: Please include this letter in the record of the Hearings on S. 3699 "a bill to establish wild areas."

The consistent opposition of the Forest Service to wilderness proposals by every technical point that it can muster is regretted but well understood. The bureaucracy wishes to retain its power to manipulate the National Forests without consultation with Congress or the people. I would expect it to object to a wilderness proposal for the moon's surface on the grounds that there are already evidences of human disturbance there.

This bill is not needed, since the Wilderness Act provided protection for wild lands and S. 3699 would only confuse the situation. It would simply be used as a leverage to evade the Wilderness Act everywhere.

There are many areas in the Eastern United States that already qualify for Wilderness Classification if criteria are broadly interpreted and lands are left alone for a few years.

Rsepectfully submitted,

WALTER S. BOARDMAN.

DES MOINES, IOWA, *July 19, 1972.*

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

DEAR SIR: The purpose of this letter is to express my opinion of S. 3699 for inclusion in the hearing record of July 20 and 21.

As a concerned conservationist and member of several conservation organizations I am, of course, interested in any bills pending in the Senate or in committees which affect the environment and ecology of the U.S. The Wilderness Society has pointed out to me, as a member, this piece of pending legislation which I consider to be detrimental to the ecology of the U.S. and to the efforts of the many conservation groups who are working hard to protect and preserve wilderness lands under the 1964 Wilderness Act for the benefit of me and of everyone else in the country. Senator Aiken's and Senator Talmadge's Bill would undermine the effectiveness of the 1964 Wilderness Act which is the best tool for the preservation of wilderness areas in the U.S. S. 3699 is supported by the Forest Service in its selfish self-interest, as this will would open the way to allow logging on eastern lands which would be protected by the bill in the name of public multi-recreational use. The Forest Service justifies this by maintaining that eastern wilderness areas are not pure, virgin areas, untouched and unaffected by man, as most have been previously logged, and thus, cannot be classified as wilderness under the 1964 Act and be fully protected as such.

This would defeat the whole purpose of the 1964 Act which is to keep certain wild areas from being influenced or further influenced by man. Nature will eventually cover the scars made by man in these wild areas as long as these areas are allowed to remain wild.

I urge that this bill be killed in committee and not allowed to come on the floor for a vote.

Thank you for your time and patience.

Respectfully,

GEORGE W. THOMLIN.

Madison, N.J.

DEAR SENATOR EASTLAND, I am writing concerning the forest services interpretation of the Wilderness Act for the East. I urge them to drop the purity position, that is, the forest service should allow land which shows signs of human use, to be protected under the Wilderness Act. The forest service should give interim administrative protection to potential wilderness areas in the East pending full study of wilderness suitability. Please include my letter in the hearing record.

The Wilderness Act should not be changed for the East. Thank you.

Sincerely

HAROLD BELL, III.

LYNCHBURG, VA., *July 20, 1972.*

Hon. JAMES O. EASTLAND,
U.S. Senate,
Washington, D.C.

DEAR SENATOR EASTLAND: The Wilderness Society has informed me that the Senate subcommittee of which you are the chairman is holding hearings on a bill to establish "wild areas" (S. 3699) in eastern national forests.

I would appreciate it if you would include in the hearing record my opposition to this bill. My opposition is due to the apparent duplication of the effects of the Wilderness Act, an Act which I believe sufficient for the protection of wild areas in both eastern and western parts of the country. I personally have enjoyed trips in the Pecos Wilderness in New Mexico, and the Bridger Wilderness in Wyoming, and see no reason why similar areas cannot be set up in various national forests in the East.

The impression I have gained from the Wilderness Society is that the Forest Service has supported the "wild areas" bill because the Service believes that the Wilderness Act applies only to "pure" wilderness. I am sure that you are aware by now that the Wilderness Act does not apply only to "pure" wilderness.

In greater appreciation of America's wildlands, I remain

Yours truly,

BRUCE J. BENEDICT.

CHICAGO, ILL., *July 20, 1972.*

Hon. JAMES O. EASTLAND,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR SENATOR EASTLAND: I would like to go on record as protesting the Senate Bill 3699 which is a bill to establish, as I understand it, a system of wild areas in Eastern National Forests.

These bills are unnecessary, and a threat to the integrity of the Wilderness Act. I doubt very much whether the narrow interpretation of the Forest Service's definition of "wilderness" is satisfactory, and it would put a great additional burden on conservationists to gain protection of any wilderness area.

Sincerely yours,

JEFFREY R. SHORT, JR.

NEW YORK, N.Y., *July 20, 1972.*

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

DEAR SENATOR EASTLAND: I understand that S. 3699, S. 3224 and S. 3225 will be considered at a hearing before your committee this week.

I would like you to know that I strongly disapprove of all of these measures.

An Eastern Wild Lands bill would add nothing to the protection and conservation provisions we already have incorporated in the comprehensive Wilderness Act of 1964, which applies in the East as fully as it does in the West.

On the contrary, such legislation establishing a competing System would cause confusion and jurisdictional disputes between committees and agencies, and would constitute a basic threat both to the lands and to the Wilderness Act.

The prohibition of mining and of removal of timber in S. 3699 would have to be ineffectual, compared with the over-all, non-ambiguous prohibitions already provided by the Wilderness Act. In essence, this S. 3699 is a recreational, not a wilderness proposal.

The bills dealing with the proposed Sipsey Wilderness also confuse the issue as to management policies and responsibilities and as to purposes and values in regard to recreation and wilderness priorities.

I shall appreciate your opposition to all of these bills.

Sincerely yours,

MRS. F. E. BAGGER.

STATEMENT OF RICHARD W. BRYAN, JR., ALEXANDRIA, LA.

My name is Richard W. Bryan, Jr. and I live in Alexandria, Louisiana.

I very much appreciate the opportunity to comment on the Forest Service's program to identify and protect areas in the South and East which have potential for primitive type recreation.

After studying the background material for this public meeting and having previously discussed this and other resource matters with Bruce Macko and Odum McDaniel I am quite impressed with the depth and sincerity with which the Forest Service is studying this and other resource questions. I also greatly appreciate Forest Service efforts to actively draw the public into the decision making process. This is commendable.

I am also convinced this is a quite complex problem which does not lend itself to easy solutions. However, I do have two general observations.

First, it appears that this study arose almost entirely as a response to President Nixon's recent directive, rather than as a long range effort to institute comprehensive planning for the best use of all national forest values.

Second, I seriously doubt we can establish a single set of inflexible guidelines for meeting the President's directive. Bill Towell of the American Forestry Association and others have pointed out that what is undoubtedly needed is a broad scale of quite flexible criteria that will enable identifying several classifications of land for a variety of recreational uses.

To carry this thinking a step further I would strongly recommend a total land use study of all national forest lands in the South and East to determine how to best meet the combined demands for an increase in forest products, improved wildlife habitat, watershed protection, a limited amount of livestock

grazing, and a variety of recreational uses, including, but not confined to, the primitive or wilderness experience.

Unless this is done, I strongly suspect that some lands will be set aside for primitive recreation or wild areas with the remainder managed almost exclusively for timber production, and that if other values occur it will be spite of rather than because of management policies. A continuation of current funding alone will give the Forest Service little change of reversing this trend.

Without a total study it is also highly likely that too much land may be set aside for wild areas and too little managed for either timber of wildlife, or that the reverse will occur.

The study should also determine beyond the shadow of a doubt whether or not any undesignated lands in the South and East qualify for inclusion in the wilderness system under the Wilderness Act of 1964.

There seems to be quite a difference of opinion between the Forest Service and segments of the general public concerning the wording of this act, particularly the phrases, "an area of undeveloped Federal land retaining its primeval character and influence . . . and which . . . generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticed."

Provided that other demands on our national forests can be met, any areas which qualify under the existing Wilderness Act should be included in that system. Second a flexible system of wild and semi-wild areas, which do not meet wilderness standards, but deserve protection should be established, and finally a broad category of other land use classifications which will meet the various demands of national forest lands, recreational and otherwise, should be established.

I believe it is quite probable that comprehensive land use planning on national forest lands besides those meeting the criteria for wilderness and primitive recreation would go a long way toward meeting present and future recreational needs.

For example, I strongly recommend a comprehensive management plan for the Corney Bayou basin which would include developing Corney Lake as a fisheries resource, while at the same time developing waterfowl habitat resources and maintaining the water quality and wild characteristics of Corney Bayou, which is included in Louisiana's Natural and Scenic River System. I have discussed this previously with Forest Service officials and would like to leave with you a few specific suggestions. But for the present, let me say, as I have in the past, that I believe any manipulation of Corney Lake which dries up approximately six miles of Corney Bayou is a violation of the spirits, if not the letter, of the Scenic River Act.

Another method of meeting recreational needs would be to modify cutting practices on certain streams wihin Kisatchie National Forest. It is my understanding that both Mr. Finison and Mr. Macko considered the Kisatchie and Saline Bayou basins the closest thing to wild areas in Kisatchie National Forest and have suspended timber harvest until a land use determination can be made. This is excellent. I would also recommend that Cunningham Brake on Kisatchie Bayou be given particular consideration for some form of special classification. Forest Service officials previously indicated this area may have ecological significance, and this possibility should be further explored and identified.

In addition, a broader policy of management along natural streams should be formulated; a policy that will allow timber management in areas not set side, but will at the same time maintain other values such as wildlife habitat, water quality and scenic qualities.

A strong trend in this direction is developing on industry lands in the South. George Kelly, executive director of the Southern Forest Institute, stated recently in a talk to the Forest Products Research Society in Dallas that there is no excuse for clearcutting to the banks of streams.

The Alabama Forest Products Assn. recently recommended that strips of hardwood timber be left along streams, and a similar recommendation was made to the Recreation and Wildlife Committee of the Louisiana Forestry Assn. by the Louisiana Wild Life and Fisheries Commission and the Delta Chapter of the Sierra Club.

Several Louisiana companies are already following this policy, and there is little question that the general public believes the Forest Service has a responsibility to do no less than private industry.

I have received several complaints about the logging operation on Fish Creek, which is in the Scenic River System, off highway 123 between Dry Prong and Breezy Hill.

These people complained about what appears to be a clearcut which was never completed, and which has many numerous trees cut on the stream bank. They recognize that this creek bottom contains excellent pine and hardwood timber and they have no objection to harvesting portions of the timber. What they suggest is that a narrow strip, perhaps as little as 100 to 150-feet on either side of the stream, be perpetually selectively cut, even if this means an eventual conversion to a pure hardwood stand. Let me also point out that I have heard no objections to a rather sizeable clearcut on upland areas in this same vicinity.

I would also highly recommend that the points recommended by the Alabama Forest Products Assn. and those suggested to the Louisiana Forestry Assn. be studied as possible guidelines for forest management policy.

One final suggestion for fuller utilization of national forest resources stems from a paper entitled "Managing for Quail and Timber in Longleaf Pine Forests", prepared by J. J. Stransky of the Southern Forest Experiment Station in cooperation with Stephen F. Austin University.

The paper indicates that quail populations can be substantially increased with little loss of timber volume by following a member of relatively simple management practices. I would suggest that the Red Dirt Game Management Area and other longleaf pine sites in Kisatchie National Forest would provide an excellent opportunity to improve recreational opportunities through this means.

As far as the method of classifying these new wild areas is concerned I think legislative action is needed, but I would be opposed to amending the Wilderness Act in any way that would weaken the requirements for that system. Therefore, the most logical alternative would be new legislation.

However, I believe that certain lands can probably be protected by administrative action within the individual national forest through the Forest Service Unit Plans. A recent news release indicated that something of this nature has already been done on the Kisatchie Hills portion of our national forest and I can see no reason why similar action cannot be taken elsewhere. Obviously, some type of guidelines for this action must be established.

CRITERIA FOR IDENTIFICATION

1. Land ownership.—I would think that areas placed in a wild or semi-wild classification should contain substantial acreage in public ownership of both surface and subsurface rights, even though this may handicap efforts to provide adequate protection to Kisatchie Bayou. The term substantial should be defined as enough to provide adequate control over the area without additional purchases.

3. Size.—The background sheet indicates that Forest Service personnel believe some minimum size should be set to assure the values and objectives of an area are being met and protected. I agree that the area should be large enough to protect the values desired, but I cannot agree that this necessitates an arbitrary minimum size such as designated in the Wilderness Act of 1964.

The Nature Conservancy has purchased areas that are a fraction of an acre in size and I am quite impressed with the pocket wilderness concept pioneered by Bowaters Southern. Areas in the Bowaters system range from 75-acres to 710-acres. However, because of the arrangement of the trails and rugged terrain the complete hike in the smallest picket wilderness takes six to eight hours.

One of the areas recommended for the Big Thicket National Monument is the Clear Fork Bog, which is in reality a 50-acre tupelo brake. Preservationists want to set aside 500 acres to adequately protect the bog ecosystem. There seems, however, to be little justification for not preserving the 50-acre brake and modifying harvesting practices, if necessary, on the remainder of the 500-acres.

I think you have hit on the solution to the size question; areas should be big enough to retain the values desired, and no bigger.

4. Natural or esthetic values.—I do not believe wild areas need to contain values of national significance. By the same token setting aside areas with no special esthetic or natural values would be establishing a dangerous precedent.

But I think the criteria "regionally significant, unusual or outstanding natural or esthetic values" should be rather broadly interpreted. To my thinking an unusually scenic stream such as Kisatchie Bayou, Corney Bayou, Six Mile Creek, Ten Mile Creek and Whisky Chitto Creek has values that are worth maintaining. I would say the same thing for a cypress-tupelo brake that is permanently

or seasonally flooded. And if I'd had the opportunity, I would, quite frankly, have opposed the location of Kincaid reservoir. I am also very strongly opposed to the building of any reservoir on Brown's Creek lake or Hunter lake.

I strongly believe the Forest Service has a responsibility to the American public to protect certain areas, which may never be placed in the wild area system, from activities of man such as reservoir building and commercial development.

2. Evidence of man and his activities.—This question is more difficult to answer. One would prefer that there be little or no evidence of man's activities, and I would think the extent and recentness of man's activities might be one basis for different classifications of primitive or wild areas. One classification might exhibit no evidence, another might have slight evidence of old logging roads, previous logging, old buildings, cemeteries, mines or recreation sites (the old spring house at White Sulphur Springs is a good example (of a historically significant old recreation site) even though it is not on national forest lands). A primary criteria for consideration probably should be how distant in the past these activities were carried out, with the more ancient having more historic value and thus coinciding better with the concept of preservation (a feature of one of the Bowaters pocket wilderness areas is an abandoned mine shaft).

Basically, however, I am opposed to creating wilderness, or saying that an area has the potential to become wilderness if man's activities are stopped. I think this is a dangerous precedent, which could be exploited by those who have little regard for anyone's employment, except their own, and would like to see most of man's activities stopped.

But the Forest Service has already indicated that few places exist in the South and East where there is no evidence of man's activities, while there are most certainly, at least limited, areas in the Ouachita, Ozark, and Kisatchie National Forests, such as the Caney Creek Back Country, which should be maintained as wild areas, and I am afraid we are going to have to put up with some evidence of man's activities or forego keeping these areas in any semblance of wild areas, or protecting them from other threats such as channelization, reservoirs, rights-of-way, roads, etc.

Therefore I suggest we make our choice from all three alternatives under this category and that we classify the area according to the category in which it falls.

DIRECTION FOR MANAGEMENT

1. Removal of evidences of man's activities and restoration of site.—Basically, I favor allowing areas to revert by natural forces, with some exceptions. I can see no advantage in allowing erosion to continue where it has been induced by man, but I would prefer assisting nature by means that will not further indicate the presence of man. For example, I would prefer seeing the use of native vegetation to concrete check dams.

If we have a classification of wild area where certain of man's activities are continued, such as some logging, I can see little point in attempting to remove old evidence of these activities, such as old logging roads.

2. *Presence of utilities.*—In wild areas, I would certainly deny future requests for oil and/or gas transmission lines, power lines, telephone lines, antennas, etc. But, if I were making national forest policy I would also prohibit these activities from virtually any scenic area whether in the wild area system or not. For example, I am not at all enthusiastic about the power line that parallels part of highway 7 in the Ozark National Forest. And I certainly think the public should be consulted before rights-of-way are granted on game refuges or management areas, etc in the national forests.

While I would not set a definite time schedule for removal of these items from wild areas, I would attempt to work with industry toward an acceptable program of removal. However, I would first attempt to choose areas where these activities did not exist or where their presence was minimal.

3. *Use of motorized equipment.*—Some of the areas we might consider in Louisiana, such as Saline Bayou, can be traveled by boat and motor. I would favor continuing this means of transportation. But wild areas which are basically on dry land, I recommend be retained primarily as walk-in areas. I visualize many of these areas as not being accessible to four-wheeled vehicles in time.

The question of whether or not to permit use of motorized vehicles for maintenance and management is complex. One criteria might be the amount of public use. If usage is sufficient, motorized maintenance of trails and litter pickup may be necessary. A second criteria might be the type of classification. One classification of wild area might allow existing roads to be obliterated by nature. In these

areas we should have no motorized travel, except to save human life or other values such as protection of important watersheds and preventing the spread of fire or epidemic disase or insect attack. In a different classification, if some logging is permitted, roads are going to be present unless we institute balloon, helicopter or some other system of logging being studied under the FALCON program.

If roads are present, people are going to use them, and they might as well be used by the Forest Service for management activities.

4. *Timber Management. 9. Fire Control 10. Insect and Disease Control.*—I can visualize one classification of land, such as along stream bottoms where certain forms of timber management would be allowed. But in other areas, under stricter criteria, where the activities of man are only minimally present, where scenic qualities outweigh commercial values or where the slope, fragility of the soil or ecosystem argue against logging, this activity should be prohibited to the fullest extent possible.

Here, the term "fullest extent possible" needs clarification. I am very concerned about fire, disease and insect control, the Southern pine bark beetle is one example. Should we allow it to kill the pines within a wild area, and should we allow it to spread to adjacent managed areas? It's one thing to say let nature change wild areas as it will, but should nature be allowed to adversely effect adjacent terrain, and particularly if that terrain belongs to private individuals or companies?

First, I would be in favor of cutting trees or taking other measures to prevent the spread of fire, disease or insect damage to adjacent areas. This might well also be the criteria for determining whether or not to salvage dead trees.

Second, I would think the values to be maintained would have a bearing on what course of action is taken within the wild area. If the wild area is a watershed protecting a city water supply or a high quality scenic stream, I would favor attempting to keep fire from degrading water quality through erosion.

Basically, then I think the area and the values it contains should determine the management practices.

In some areas I would allow long rotations of individual trees selection, in some I would salvage timber following fire, wind or insect damage, in some I would manipulate vegetation for wildlife and in some I would allow no timber harvest or roads unless adjacent areas are endangered. In each case, the area would be classified according to the management practices decided upon.

The same criteria might be followed in fire control. In a few areas where fire-created savannahs or other phenomena were to be maintained or wildlife management was the primary goal, I would use prescribed burning.

Basically, I would favor alternative C control epidemic populations and/or organisms that threaten values outside the area for the strictest class wild area. Where timber management was permitted, I would use regular insect and disease control measures.

5. *Land ownership.*—I lean strongly toward alternatives a and b, with the exception that eminent domain should be used only as a last resort and only when the public interest clearly outweighs private property rights.

6. *Extraction of nonrenewable resources.*—I take a dim view toward certain methods of extracting nonrenewable resources, such as strip mining, from any national forest lands, much less these designated as wild areas.

For the strictest classification of wild area, I would establish regulations that exceed the most stringent recommended, and would exclude mineral extraction under any circumstance. However, it should be pointed out that my concept of the wilderness east idea is that the individual size and aggregate size of the land mass involved should be sufficiently small to not hamper demands for either forest products or non-renewable resources.

7. *Wildlife management.*—It would seem that in most cases excluding forest management would also be excluding wildlife management, since in wooded areas forest management, either by accident or design, is wildlife management.

I think the key is the values desired. The highest value in one area might be an eagle roost. Management here might be desired and might consist of nothing more than preventing man's activities from interfering with the roost.

Depending on the classification, I would apply alternative A on some lands (generally those with the strictest classification), B on others and even E and D on some limited areas.

8. *Grazing.*—There are conceivably some instances where grazing might protect or maintain present resource values. The diversified topography of Vermont

is one example. But for the most part I would prohibit grazing in wild areas and the use of riding stock in certain wild areas. In addition I would reduce livestock grazing on all national forest land where it hampers wildlife production.

J. J. Stransky's paper on quail tends to substantiate the idea that livestock generally compete with wildlife for available food, and I would have no objection to seeing grazing phased out on most Eastern and Southern national forests.

11. New Man-Made Developments. The background paper states "if these areas are to be used by man it may be necessary to inject some types of man-made improvements." I think this would depend entirely on the area.

Along some creek bottoms where timber harvest has been eliminated or curtailed and where visitors would have difficulty becoming lost, I would prefer having no improvements—no trails, no directional signs or anything else.

One of the most basic instincts of man seems to be to overmanage, to improve upon and enhance. What is probably more rare than anything today is a place that has been left alone, that is really wild. You can't really get away from the activities of man on a trail. I would much prefer walking along some of our wooded streams where there are no trails, no signs, and no beer cans than I would be to be on some of our more highly publicized, over developed and over crowded formal wilderness areas. Unfortunately these few isolated and forgotten spots will not long remain really wild unless we make a concerted effort to keep them that way.

In other areas, of course, it will be necessary to institute some improvements, but I think we should strongly resist the temptation to overdo. In the stricter wild area classification, I would not go beyond alternative B.

Again, I am impressed with the Forest Service's interest in this matter and I appreciate the opportunity to contribute my thinking. Please include this statement in the official record of this meeting. Thank you.

TALLAHASSEE, FLA., *July 24, 1972.*

Senator JAMES O. EASTLAND,
Chairman, Subcommittee on Environment and Forestry, U.S. Senate, Washington, D.C.

DEAR SENATOR EASTLAND: Please enter this statement for inclusion in the July 20–21 hearing record on S. 3699.

I have read this bill very carefully and considered it in the context of the problems of rapidly growing population in the East—of a population needing solitude at times, as well as a broad spectrum of recreational activities which they may pursue in rustic settings.

My objections to S. 3699:

(1) This bill unnecessarily complicates the preservation of wilderness as well as being inadequate in meeting recreational needs.

(2) It is too limited in applying to only National Forests rather than all Federally owned land.

(3) The provision that the President may authorize reservoirs, power projects, transmission lines, etc. is completely unacceptable in any plan for wilderness preservation.

(4) The mining prohibition would make little improvement over the Wilderness Act, since these lands are generally under lease already and therefore would not be affected.

My suggestions are:

(1) The 1964 Wilderness Act should continue to be utilized as a practical means of immediate action by Congress to protect Eastern wilderness. It was written in a realistic fashion, not requiring *absolute purity* but land relatively untouched. Other areas of potential wilderness which have been more seriously affected by man deserve administrative protection while they recover by appropriate management practices toward national regrowth, until they are suitable for transfer to the Wilderness system.

(2) Rather than combine the purposes of wilderness (where Nature, not man, has precedence) with general recreation in a rustic setting (where man and his needs take precedence), recreational needs—which S. 3699 definitely leans toward—should rather be handled by new special legislation for a crash program to select and develop (to a limited and strictly rustic degree) numerous recreational areas. These areas should be chosen from Federally owned lands, with provisions as well for careful study and purchase of selected private lands

of special merit (for example, beach areas *before* development pressure hits the area, lands once timber-producing which border desirable river and lake areas, etc.).

I appreciate this opportunity to state my position on legislation for wilderness preservation. I agree that legislation is needed to cover areas that have less-than-wilderness potential and that recreational areas are much needed. But let's use the Wilderness Act, interpreting it as it was written, and make a major effort toward rustic recreational opportunities, not confusing the two.

Sincerely,

SHIRLEY H. TAYLOR,
Chairman, Big Bend Sierra Club.

HUNTSVILLE, ALA., *July 25, 1972.*

Hon. JAMES O. EASTLAND,
Chairman, Subcommittee on Soil Conservation, Forestry and Environment, Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: I am pleased to submit my comments on S. 3699 for inclusion in the hearing record on this measure.

Comments on this proposed measure are based on the following considerations:

1. The accumulated affect of the national land management policy has created a shortage of public lands in the eastern U.S.A.

2. The failure to maintain significant segments of the public domain in continuous public ownership in the eastern U.S.A. has deprived the population of this section of our country of the opportunity of having access to wilderness comensurate with the demand.

3. Current U.S. forest Service policy in the eastern U.S.A. has tended to deny the public a true picture of the extent of wilderness available to them in the east.

4. Preservation of wilderness areas in the eastern U.S.A. is essential to the environmental well being of the land.

Comments on S-3699 are: General—That the national forests of the eastern U.S.A. could contain lands that do not qualify for wilderness under PL 88-577 but could be restored to this essential quality is reasonable to assume. That ravaged lands meeting reasonable criteria should be restored to wild status is also accepted.

In restoring *land* the use of this term in its broadest sense of total biotic community is encouraged. Historically all evidence supports the position that wilderness only shrinks. If the U.S.A. can reverse this trend a great event will have occurred.

The public position of the U.S. Forest Service in regard to the existence of wilderness on lands they manage in the eastern U.S. has tended to cloud the issue. That valid wilderness shall not be sacrificed a moratorium on timber sales and other consumptive commitments in areas in question for some short period such as ten years is suggested This will permit the orderly conduct of public hearing on these points of contention.

Specific comments are: Section 2(a) of the statement of findings is recommended to be revised by replacing—few areas of the National Forest System located in the eastern United States—with—much of the National Forest System located in the Eastern United States.

Line 22 and after of section 2(b) of the statement of findings is recommended to be revised to read—of the area for the principal purpose of restoring and protecting the habitat of the indigenous wildlife and other elements of the original biotic community while accommodating the public within the level of ecological impact established as acceptable for a given wild area. No area shall be designated as a wild area except as provided in this act or a subsequent act.

Section 5(a) (3) is recommended to be revised to restrict development to the minimum required to maintain sanitary conditions necessary for public health. No massive construction permanently altering the regenerative capability of National Forest lands should be undertaken.

Motorized equipment use is not in keeping with the reasonable objectives of the wild areas. Section 5(a) (4) should be reworded to set limits of use consistent with the objectives of a wild area.

Fire control within a wild area should be primarily limited to closure when conditions necessitate and restricting the areas where camping and open fires are allowed.

The restrictions on grazing of domestic livestock is most acceptable. In general riding stock are recommended to be excluded from wild areas.

That the President should have the authority granted by section 5(a)(7) is not accepted. Reservoirs, power projects, transmission lines and other related developments have taken too great a toll of our national forest lands to date. They should certainly not be permitted in a wild area.

Concluding comments are:

1. Congress passed the wilderness act recognizing the need to provide wilderness for the future.

2. Congress should direct the U.S. Forest Service to show evidence that all forest service lands have been reviewed for wilderness potential and is not now proceeding with management planning that will adversely affect lands potentially suitable for wilderness status. Considering the known scarcity of wilderness in the east emphasis should be directed to this geographic region.

3. Those eastern lands under forest service management that are widely accepted to be of wilderness quality should be so protected by early congressional action.

4. Passage of S 3699 should only be considered if the bill is passed with the clear intent of providing for the expanding need for wild areas after the total wilderness potential of public lands in the east has been exhaustively searched and all qualified lands protected as wilderness.

Sincerely,

LYLE A. TAYLOR.

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