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PROPOSED WILDERNESS AREAS

GOVERNMENT
Storage
AS STATE UNIVERSITY

HEARING

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS

OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

NINETY-THIRD CONGRESS

SECOND SESSION

ON

S. 29

A BILL TO ESTABLISH THE LONE PEAK WILDERNESS AREA IN THE STATE OF UTAH

S. 110

A BILL TO DESIGNATE CERTAIN LANDS IN THE CLEVELAND NATIONAL FOREST, CALIFORNIA, AS THE "AGUA TIBIA WILDERNESS" FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM

S. 111

A BILL TO DESIGNATE CERTAIN LANDS IN THE STANISLAUS NATIONAL FOREST, CALIFORNIA, AS THE "EMIGRANT WILDERNESS" FOR INCLUSION IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM

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MARCH 19, 1974

Printed for the use of the
Committee on Interior and Insular Affairs

U.S. GOVERNMENT PRINTING OFFICE

30-249 WASHINGTON : 1974

A11600 707021

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U.S. GOVERNMENT
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PROPOSED WILDERNESS AREAS

TUESDAY, MARCH 19, 1974

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

The subcommittee met, pursuant to notice at 10 a.m., in room 3110, Dirksen Office Building, Hon. Floyd K. Haskell, chairman, presiding.

Present: Senators Haskell, Hansen and McClure.

Also present: Jerry T. Verkler, staff director; Steven P. Quarles, special counsel; and Harrison Loesch, minority counsel.

OPENING STATEMENT OF HON. FLOYD K. HASKELL, A U.S. SENATOR FROM THE STATE OF COLORADO

Senator HASKELL. The Subcommittee on Public Lands of the Senate Committee on Interior and Insular Affairs will be in session.

I would like the witnesses to submit their statements for the record or summarize, and I would also hope that only where there is controversy would we have comment.

The committee's problem is this. We now have 44 proposed wilderness areas before us. In September the administration may present some 60 proposed areas in refuges and national forests. Unless we clear the docket we are going to get so far behind that nothing is every going to emerge.

So when the representatives of the administration, and when the citizens who are testifying either for or against these areas come up, if they would confine themselves to the controversial portions, I believe it would expedite the committee's consideration of the various wilderness proposals before us.

Before calling our first witness I will insert in the record the texts of the bills before us and the departmental reports the committee received in connection with said bills, plus a memorandum from the committee staff.

[The material referred to above follows:]

93D CONGRESS
1ST SESSION

S. 29

IN THE SENATE OF THE UNITED STATES

JANUARY 4, 1973

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

A BILL

To establish the Lone Peak Wilderness Area in the State of Utah.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3 (b) of the Wilderness Act (16 U.S.C. 1132 (b)), the following described area is hereby designated as the "Lone Peak Wilderness Area" within and as part of the Wasatch and Uinta National Forests, comprising an area of approximately 32,785 acres:

LONE PEAK WILDERNESS AREA

Beginning at the mouth of American Fork Canyon at the point of intersection of the Uinta National Forest bound-

ary and Utah State Highway 80, section 32, township 4 south, range 2 east, Salt Lake Meridian;

thence northerly to the intersection of the south quarter corner, section 29, township 4 south, range 2 east;

thence westerly 2,640 feet, more or less, to the southwest corner of said section 29;

thence northerly 2,640 feet, more or less, to the west quarter corner of said section 29;

thence easterly 2,640 feet, more or less, to the center of said section 29, which is also the southeast corner of private property owned by Carols and Bernell Watkins;

thence northerly 2,640 feet, more or less, to the north quarter corner of said section 29;

thence westerly 1,320 feet, more or less along the north end line of said section 29 to the intersection of the southeast corner of private property owned by Eugene Robinson, section 20, township 4 south, range 2 east, which is the same as the southeast corner of the southwest quarter southwest quarter of said section 20;

thence northerly 1,320 feet, more or less, to the intersection of the southwest corner of the private property owned by Wanda Johnson in said section 20;

thence westerly 1,320 feet, more or less, to the

southeast corner of private property owned by Wanda Johnson;

thence northerly 1,320 feet, more or less, to the center of said section 20, which is the same as the northeast corner of private property owned by said Wanda Johnson;

thence westerly 1,320 feet, more or less, to the northwest corner of private property owned by said Wanda Johnson;

thence northerly 5,280 feet, more or less; easterly 1,320 feet, more or less, to the center of section 17, township 14 south, range 2 east, which is also the intersection of the southwest corner of privately owned land by Theron T. Wiser, section 17, township 4 south, range 2 east;

thence northerly 2,640 feet, more or less, to the north quarter corner of said section 17;

thence westerly 1,320 feet, more or less, along the north end line of said section 17 to the intersection of private property owned by Utah Power and Light Company and the city of Alpine;

thence northerly 5,280 feet, more or less, to the intersection of the north end line of section 8, township 4 south, range 2 east, which is the same as the northeast corner of private property owned by Lemar Moyle;

thence westerly 3,960 feet, more or less, to the north quarter corner, section 7, township 4 south, range 2 east;

thence southerly 1,320 feet, more or less, to the intersection of the southwest corner of private land owned by said Lemar Moyle;

thence westerly 2,640 feet, more or less, to the intersection of the west side line of said section 7;

thence northerly 1,320 feet, more or less, to the northwest corner of said section 7;

thence westerly 5,280 feet, more or less, to the southwest corner of section 1, township 4 south, range 1 east, Salt Lake Meridian;

thence northerly, along the west end line of said section 1 to the intersection of the Utah and Salt Lake Counties dividing line;

thence north and east along the Salt Lake and Utah Counties dividing line to the intersection of the north end line of said section 1;

thence easterly to the northeast corner of said section 1;

thence northerly 5,280 feet, more or less, to the northeast corner of section 36, township 3 south, range 1 east, Salt Lake Meridian;

thence westerly 2,640 feet, more or less, to the in-

tersection of the north quarter corner of the aforesaid section 36;

thence northerly to the northeast corner of State Selection 16, section 25, township 3 south, range 1 east;

thence westerly along the north end line of State Selection 16 to the southeast corner of State Selection 5;

thence northerly to the northeast corner, State Selection 5, which is on the north end line of said section 25;

thence westerly to the point of intersection where State Selection 3 crosses the common end lines of sections 23 and 26;

thence northerly 3,960 feet, more or less, to intersection of the southwest corner, State Selection 15;

thence easterly 3,960 feet, more or less, to intersection of southeast corner, State Selection 11, section 24, township 3 south, range 1 east, Salt Lake Meridian;

thence northerly 3,960 feet, more or less, along the Wasatch National Forest boundary to the northwest corner of the northeast quarter, southwest quarter, which is the same as the southwest corner of intersection, Wasatch National Forest boundary and Bell Canyon Irrigation Company;

thence easterly 2,640 feet, more or less, to the intersection of the east side line of section 13 which is the

same as the southeast corner of private property owned by Bell Canyon Irrigation Company;

thence northerly 1,320 feet, more or less, to the northeast corner of said section 13;

thence westerly 3,960 feet, more or less, to a point where the boundary line of the Wasatch National Forest goes north from the south end line of section 12;

thence northerly 1,320 feet, more or less, to a point where the Wasatch National Forest boundary goes east;

thence easterly 1,320 feet, more or less, to the centerline of section 12;

thence northerly 660 feet, more or less, along the centerline of said section 12;

thence easterly 2,640 feet, more or less, to the intersection of the east side line of section 12, township 3 south, range 1 east, Salt Lake Meridian;

thence southerly to the northwest corner of the southwest quarter southwest quarter, section 7, township 3 south, range 2 east, Salt Lake Meridian;

thence easterly 5,280 feet, more or less, to the intersection of line 3–4, Wasatch Numbered 14 Placer Patented Mining Claim, which is the same as the northeast corner of the southeast quarter southeast quarter, section 7, township 3 south, range 2 east;

thence south to corner 4, Wasatch Numbered 14 Placer Mining Claim, Survey Numbered 6774;

thence east 1,320 feet, more or less, to corner numbered 5, Wasatch Numbered 14 Placer Mining Claim;

thence north 660 feet, more or less, to corner numbered 6, Wasatch Numbered 14 Placer Mining Claim;

thence east 1,801 feet, more or less, to the intersection of line 1–2, Wasatch Numbered 8 Placer Patented Mining Claim, Survey Numbered 6226;

thence south 899 feet, more or less, to corner numbered 2, Wasatch Numbered 8 Placer Mining Claim;

thence east 5,280 feet, more or less, to corner numbered 4 ,Wasatch Numbered 10 Placer Patented Mining Claim, Survey Numbered 6226;

thence north to intersection of south side of Little Cottonwood Creek;

thence easterly following the south side of Little Cottonwood Creek to the point where it intercepts the White Pine Canyon;

thence southerly up White Pine Canyon to the intersection of the north end line of Rainbow Numbered 13 Patented Mining Claim, Survey Numbered 6148;

thence south 66 degrees 46 minutes west, to corner numbered 4, Rainbow Numbered 2 Patented Mining Claim, Survey Numbered 6148;

thence north 88 degrees 14 minutes west, 1,500 feet, more or less, to corner numbered 1, Rainbow Numbered 2;

thence south 1 degree 46 minutes west, 1,800 feet, more or less, to corner numbered 2, Lucky Chance Patented Mining Claim, Survey Numbered 6148;

thence south 88 degrees 14 minutes east, 1,500 feet more or less, to corner numbered 3 of said Lucky Chance Mining Claim;

thence north 66 degrees 46 minutes east, to the bottom of White Pine Canyon;

thence southerly following White Pine Canyon to the intersection of the main west ridge coming down from the north end of Red Baldy or Haystack Peak (both names mean the same peak);

thence southeasterly following up the main west ridge coming down from the north end of Red Baldy to the point of intersection of the 11,000-foot contour line shown on USGS 7½-inch quadrangle map, "Dromedary Peak, Utah," 1955, Scale 1:24000;

thence east and north following the above-mentioned 11,000-foot contour level line around the west and east peaks of the American Fork Twin Peaks to the point where it intersects the Salt Lake and Utah Counties dividing line;

thence northeasterly following the Salt Lake and Utah Counties dividing line to the intersection of line 2–3, Jack Patented Mining Claim, Survey Numbered 6044;

thence south 33 degrees 37 minutes east, 284 feet, more or less, to intersection of line 2–3, Anna Patented Mining Claim, Survey Numbered 6044;

thence south 60 degrees 26 minutes west, 313 feet, more or less, to corner numbered 3 of said Anna Mining Claim;

thence south 15 degrees 26 minutes east, 471.9 feet, more or less, to corner numbered 4 of said Anna Mining Claim;

thence south 27 degrees 30 minutes east, 456.7 feet, more or less, to intersection of line 4–5, Patrick Henry Numbered 2 Patented Mining Claim, lot numbered 52;

thence south 68 degrees 20 minutes west, 304.8 feet, more or less, to corner numbered 4 of said Patrick Henry Numbered 2 Mining Claim;

thence south 21 degrees 40 minutes east, 800 feet, more or less, to corner numbered 3 of said Patrick Henry Numbered 2 Mining Claim;

thence south 21 degrees 14 minutes east, 397 feet, more or less, to corner numbered 2 of said Patrick Henry Numbered 2 Mining Claim;

thence north 68 degrees 20 minutes east, 300 feet, more or less, to the centerline of said Patrick Henry Numbered 2;

thence southeasterly in a straight line to corner numbered 4, Silver Bell Patented Mining Claim, lot numbered 69A;

thence south 67 degrees west, 1,500 feet, more or less, to corner numbered 3, Red Cloud Patented Mining Claim, lot numbered 71A;

thence south 23 degrees east, 600 feet, more or less, to corner numbered 2 of said Red Cloud Mining Claim;

thence north 67 degrees east, 103.2 feet, more or less, to the intersection of line 2–3, Horseshoe Numbered 4 Patented Mining Claim, Survey Numbered 7036;

thence south 263.9 feet, more or less, to corner numbered 2 of said Horseshoe Numbered 4 Mining Claim;

thence south 0 degrees 02 minutes west, 1,623.2 feet, more or less, to the intersection of line 2–3, Blue Bird Patented Mining Claim, Survey Numbered 6758;

thence south 81 degrees 27 minutes west, 153 feet, more or less, to corner numbered 2 of said Blue Bird Mining Claim;

thence south 8 degrees 33 minutes east, to intersec-

tion of line 1–2, Pearl Patented Mining Claim, Survey numbered 6623;

thence south 70 degrees 35 minutes west, to corner numbered 1 of said Pearl Mining Claim;

thence south 19 degrees 25 minutes east, 599 feet, more or less, to corner numbered 4 of said Pearl Mining Claim;

thence north 70 degrees 35 minutes east, 805.4 feet, more or less, to the intersection of line 1–4 of Surprise Mining Claim, Survey numbered 6623;

thence north 32 degrees 48 minutes west, 1,085 feet, more or less, to corner numbered 4 of said Surprise Mining Claim;

thence south 57 degrees 12 minutes east, 459.7 feet, more or less, to corner numbered 3 of said Surprise Mining Claim;

thence south 32 degrees 48 minutes west, 550.4 feet, more or less, to corner numbered 4, New West Numbered 1 Patented Mining Claim, Survey Numbered 6615;

thence westerly in a straight line to the point of intersection of corner numbered 2, Silver Mine Patented Mining Claim, lot numbered 38;

thence south 18 degrees 53 minutes west, 606 feet,

more or less, to corner numbered 1 of said Silver Mine Mining Claim;

thence southerly in a straight line to the intersection of corner numbered 2, Happy Boy Patented Mining Claim, lot numbered 37;

thence southwesterly in a straight line to the intersection of corner numbered 4, Milk Maid Patented Mining Claim, lot numbered 40;

thence southwesterly in a straight line to the intersection of corner numbered 2, White Lake Patented Mining Claim, Survey Numbered 6050;

thence west in a straight line to the top of the small ridge just east of Silver Lake;

thence southerly in a straight line to the intersection of the northeast corner of the southwest quarter southeast quarter northwest quarter, section 36, township 3 south, range 2 east, Salt Lake Meridian;

thence easterly to the intersection of the east side line of said section 36;

thence southerly following the west side of the road going south to the intersection of Utah State Highway numbered 80, excluding all spur roads and campgrounds which may be on the west side of this road;

thence westerly following the north side of Utah

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State Highway numbered 80 to the intersection of the east side line of Timpanogos National Monument;

thence northerly to the northeast corner of Timpanogos National Monument;

thence westerly to the northwest corner of Timpanogos National Monument;

thence southerly along the west side line of Timpanogos National Monument to the intersection of Utah State Highway numbered 80;

thence westerly following the north side of Utah State Highway numbered 80 to the point of intersection of the Uinta National Forest boundary line; the place of beginning.

SEC. 2. The Lone Peak Wilderness Area shall be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act.

SEC. 3. As soon as practicable after the date of the enactment of this Act, the Secretary of Agriculture shall file a map of the Lone Peak Wilderness Area established by this Act based on the legal description of its boundaries as set forth in section 2 of this Act with the Interior and

Insular Affairs Committees of the United States Senate and House of Representatives. The Secretary of Agriculture is authorized to make corrections of clerical and typographical errors in such legal description and map.

SEC. 4. There is hereby authorized to be appropriated such amount as may be necessary to carry out the provisions of this Act.

93D CONGRESS
1ST SESSION

S. 110

IN THE SENATE OF THE UNITED STATES

JANUARY 4, 1973

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

A BILL

To designate certain lands in the Cleveland National Forest, California, as the "Agua Tibia Wilderness" for inclusion in the National Wilderness Preservation System.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(b) of the Wilderness Act (78 Stat. 891; 16 U.S.C. 1132(b)), certain lands in the Cleveland National Forest, California, which comprise approximately sixteen thousand four hundred and ten acres and which are generally depicted on a map entitled "Agua Tibia Wilderness—Proposed" and dated March 1972, are hereby designated as wilderness.

SEC. 2. As soon as practicable after this Act takes effect,

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

SEC. 3. The wilderness area designated by this Act shall be known as the "Agua Tibia Wilderness" and shall be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas.

93D CONGRESS
1ST SESSION

S. 111

IN THE SENATE OF THE UNITED STATES

JANUARY 4, 1973

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

A BILL

To designate certain lands in the Stanislaus National Forest, California, as the "Emigrant Wilderness" for inclusion in the National Wilderness Preservation System.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(b) of the Wilderness Act (78 Stat. 891; 16 U.S.C. 1132(b)), certain lands in Stanislaus National Forest, California, which comprises approximately one hundred and thirteen thousand acres and which are generally depicted on a map entitled "Emigrant Wilderness—Proposed" and dated March 1972, are hereby designated as wilderness.

SEC. 2. As soon as practicable after this Act takes

effect, the Secretary of Agriculture shall file a map and a legal description of the wilderness area with the Interior and Insular Affairs Committees of the United States Senate and House of Representatives, and such map and description shall have the same force and effect as if included in this Act; *Provided, however,* That correction of clerical and typographical errors in such legal description and map may be made.

SEC. 3. The wilderness area designated by this Act shall be known as the "Emigrant Wilderness" and shall be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas.

93D CONGRESS
1ST SESSION

S. 216

IN THE SENATE OF THE UNITED STATES

JANUARY 4, 1973

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

A BILL

To designate certain lands in the Cape Romain National Wildlife Refuge, South Carolina, as a wilderness area under the Wilderness Act.

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

SEC. 2. (a) That in accordance with section 3 (c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain lands in the Cape Romain National Wildlife Refuge, South Carolina, which comprise about twenty-eight thousand acres and which are depicted on a map entitled "Cape Romain Wilderness Proposal" and dated January 1971, are hereby designated as wilderness. The map shall be on file and available for public inspection

in the Offices of the Bureau of Sport Fisheries and Wildlife, Department of the Interior.

(b) The area designated by this Act as wilderness shall be known as the Cape Romain Wilderness and shall be administered by the Secretary of the Interior in accordance with the applicable provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act, and any reference to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior.

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

93D CONGRESS
1ST SESSION

S. 331

IN THE SENATE OF THE UNITED STATES

JANUARY 11, 1973

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

A BILL

To establish the Chassahowitzka National Wilderness Area in the State of Florida.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That those lands comprising the Chassahowitzka National Wildlife Refuge, Florida, located in Citrus and Hernando Counties, Florida, and consisting of approximately thirty thousand five hundred and fourteen acres, are hereby established as wilderness and, on and after the date of the enactment of this Act, shall be known as the Chassahowitzka National Wilderness Area.

SEC. 2. The wilderness area established by this Act shall be administered by the Secretary of the Interior in accord-

ance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the date of the enactment of this Act.

93D CONGRESS
1ST SESSION

S. 332

IN THE SENATE OF THE UNITED STATES

JANUARY 11, 1973

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

A BILL

To establish the Saint Marks National Wilderness Area in the State of Florida.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That those lands comprising the Saint Marks National Wildlife Refuge, Florida, which comprises about seventeen thousand seven hundred and forty-six acres of land, and depicted on a map entitled "St. Marks Wilderness—Proposed", dated December 1971, and on file in the Bureau of Sport Fisheries and Wildlife, Department of the Interior, are hereby established as wilderness and, on and after the date of the enactment of this Act, shall be known as the Saint Marks National Wilderness Area.

SEC. 2. The wilderness area established by this Act shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the date of the enactment of this Act.

93D CONGRESS
1ST SESSION

S. 600

IN THE SENATE OF THE UNITED STATES

JANUARY 29, 1973

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

A BILL

To designate certain lands as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3 (c) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c)), the following lands are hereby designated as wilderness, and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act:

(1) certain lands in the Farallon National Wildlife Refuge, California, which comprise about one hundred and forty-one acres and which are depicted on a map entitled "Farallon Wilderness—Proposed" and

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

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

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

(4) certain lands in the National Key Deer Refuge, Great White Heron National Wildlife Refuge, and the Key West National Wildlife Refuge, Florida, which are depicted on a map entitled "Florida Keys Wilderness—Proposed", dated August 1969, which shall be known as the Florida Keys Wilderness;

(5) certain lands in the Simeonof National Wildlife Refuge, Alaska, which comprise about twenty-five thou-

sand one hundred and forty acres and which are depicted on a map entitled "Simeonof Wilderness—Proposed", dated November 1969, and revised January 1971, which shall be known as the Simeonof Wilderness;

(6) certain lands in the Izembek National Wildlife Range, Alaska, which comprise approximately three hundred thousand acres, and certain lands in the Aleutian Islands National Wildlife Refuge, Alaska, which comprise about one thousand four hundred and fifty-one acres and which are both depicted on a map entitled "Izembek Wilderness Proposal", dated May 1970, which shall be known as the Izembek Wilderness;

(7) certain lands in the Breton National Wildlife Refuge, Louisiana, which comprise about four thousand four hunderd and twenty acres and which are depicted on a map entitled "Breton Wilderness—Proposed" and dated December 1970, which shall be known as the Breton Wilderness;

(8) certain lands in the Matia Island and San Juan National Wildlife Refuge, Washington, which comprise about three hundred and fifty-five acres and which are depicted on a map entitled "San Juan Islands Wilderness Proposal" and dated August 1971 (revised November 1971) are hereby designated as wilderness. Nothing in this subsection shall be deemed to pro-

hibit the establishment and maintenance of aids to maritime navigation by the United States Coast Guard pursuant to section 2 of title 14, United States Code, on those islands designated as wilderness by this section, except that such aids shall be the minimum required to facilitate safe transit of deep-draft tankers in the area affected.

(9) certain lands in the Moosehorn National Wildlife Refuge, Maine, which comprise about four thousand five hundred and ninety-eight acres and which are depicted on a map entitled "Moosehorn Wilderness (Baring Unit)—Proposed", and dated September 1971 (revised December 1971), are hereby designated as wilderness. The map shall be on file and available for public inspection in the offices of the Bureau of Sport Fisheries and Wildlife, Department of the Interior. The area designated by this section as wilderness shall be known as the Moosehorn Wilderness (Baring Unit).

(10) certain lands in the St. Marks Wildlife Refuge, Florida, which comprise about seventeen thousand seven hundred and forty-six acres and which are depicted on a map entitled "St. Marks Wilderness Proposal—Florida" and dated September 1971 (revised December 1971), are hereby designated as wilderness. The map shall be on file and available for public inspection in the offices

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of the Bureau of Sport Fisheries and Wildlife, Department of the Interior. The area designated by this section as wilderness shall be known as the St. Marks Wilderness.

(11) certain lands in the Wolf Island National Wildlife Refuge, Georgia, which comprise about four thousand one hundred and sixty-eight acres and which are depicted on a map entitled "Wolf Island Wilderness Proposal" and dated March 1971, October 1971 (revised), are hereby designated as wilderness. The map shall be on file and available for public inspection in the offices of the Bureau of Sport Fisheries and Wildlife, Department of the Interior. The area designated by this section as wilderness shall be known as the Wolf Island Wilderness.

(12) certain lands in the Cape Romain National Wildlife Refuge, South Carolina, which comprise about twenty-eight thousand acres and which are depicted on a map entitled "Cape Romain Wilderness Proposal" and dated January 1971, are hereby designated as wilderness. The map shall be on file and available for public inspection in the offices of the Bureau of Sport Fisheries and Wildlife, Department of the Interior. The area designated by this section as wilderness shall be known as the Cape Romain Wilderness.

(13) certain lands in the Chase Lake National Wildlife Refuge, North Dakota, which comprise about four thousand one hundred and fifty-five acres and which are depicted on the map entitled "Chase Lake Wilderness—Proposed" and dated September 1971, which shall be known as the Chase Lake Wilderness;

(14) certain lands in the Brigantine National Wildlife Refuge, New Jersey, which comprise about four thousand two hundred and fifty acres and which are depicted on the map entitled "Brigantine Wilderness—Proposed" and dated August 1971, which shall be known as the Brigantine Wilderness;

(15) certain lands in the Blackbeard Island National Wildlife Refuge, Georgia, which comprise about three thousand acres and which are depicted on a map entitled "Blackbeard Island Wilderness—Proposed", dated December 1971, which shall be known as the "Blackbeard Island Wilderness": *Provided,* That nothing in this Act shall be deemed to prohibit the construction and maintenance of the proposed underground electric power transmission line which is depicted on a map entitled "Blackbeard Island Wilderness—Proposed" and dated December 1971:

(16) certain lands in the Chassahowitzka National Wildlife Refuge, Florida, which comprise about sixteen

thousand nine hundred acres and which are depicted on the map entitled "Chassahowitzka Wilderness Proposal" and dated October 1971, revised November 1971, which shall be known as the Chassahowitzka Wilderness: *Provided,* That nothing in this Act shall be construed to prohibit established uses within the navigable waters of the Chassahowitzka Wilderness of motorboats, commercial fishing, and guiding activities which are compatible with primary refuge objectives but subject to such restrictions as the Secretary of the Interior deems available;

(17) certain lands in the Lostwood National Wildlife Refuge, North Dakota, which comprise about five thousand five hundred and seventy-seven acres and which are depicted on a map entitled "Lostwood Wilderness Proposal" and dated August 1971, which shall be known as the Lostwood Wilderness;

(18) certain lands in the Bosque del Apache National Wildlife Refuge, New Mexico, which comprise about thirty-two thousand five hundred acres and which are depicted on a map entitled "Bosque del Apache Wilderness—Proposed" and dated July 1971, are hereby designated as wilderness. The map shall be on file and available for public inspection in the offices of

the Bureau of Sport Fisheries and Wildlife, Department of the Interior.

SEC. 2. Each map and description of the boundaries of the areas designated in this Act shall be on file and available for public inspection in the offices of the Bureau of Sport Fisheries and Wildlife, Department of the Interior.

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

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

SEC. 5. Except as specifically provided for in this Act, and subject to existing private rights, there shall be no com-

mercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act and for the purposes prescribed by sections 4 (a) and (b) of the Wilderness Act (78 Stat. 890) (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area. Commercial services may be performed within the wilderness areas designated by this Act to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of such areas.

93D CONGRESS
1ST SESSION

S. 601

IN THE SENATE OF THE UNITED STATES

JANUARY 29, 1973

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

A BILL

To designate certain areas in the United States as wilderness areas.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in accordance with section 3 (b) of the Wilderness Act (78 Stat. 891; 16 U.S.C. 1132 (b)), the following areas are hereby designated as wilderness, and shall be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act:

(1) the area classified as the Glacier Primitive Area in Wyoming, with the proposed additions thereto and deletions therefrom, as generally depicted on a map

entitled "Proposed Glacier Wilderness", which is on file and available for public inspection in the Office of the Chief, Forest Service, United States Department of Agriculture, is hereby designated as the "Glacier Wilderness" within and as part of the Shoshone National Forest, comprising an area of approximately one hundred and eighty-two thousand five hundred acres. The previous classification of the Glacier Primitive Area is hereby abolished.

(2) the area classified as the Agua Tibia Primitive Area in California, with the proposed additions thereto and deletions therefrom, as generally depicted on a map entitled "Proposed Agua Tibia Wilderness", which is on file and available for public inspection in the Office of the Chief, Forest Service, United States Department of Agriculture, is hereby designated as the "Agua Tibia Wilderness" within and as part of the Cleveland National Forest, comprising an area of approximately eleven thousand nine hundred acres. The previous classification of the Glacier Primitive Area is hereby abolished.

(3) the area classified as the Gore Range-Eagles Nest Primitive Area in Colorado with the proposed additions thereto and deletions therefrom, as generally depicted on a map entitled "Proposed Eagles Nest Wilderness", which is on file and available for public in-

spection in the Office of the Chief, Forest Service, United States Department of Agriculture, is hereby designated as the "Eagles Nest Wilderness" within and as part of the Arapaho and White River National Forests, comprising an area of approximately eighty-seven thousand nine hundred and fifty acres. The previous classification of the Gore Range-Eagles Nest Primitive Area is hereby abolished.

(4) the area classified as the Emigrant Basin Primitive Area in California, with the proposed additions thereto and deletions therefrom, as generally depicted on a map entitled "Proposed Emigrant Wilderness", which is on file and available for public inspection in the Office of the Chief, Forest Service, United States Department of Agriculture, is hereby designated as the "Emigrant Wilderness" within and as part of the Stanislaus National Forest, comprising an area of approximately one hundred and five thousand eight hundred and seventy-six acres. The previous classification of the Emigrant Basin Primitive Area is hereby abolished.

(5) the area classified as the San Juan and Upper Rio Grande Primitive Areas in Colorado, with the proposed additions thereto and deletions therefrom, as generally depicted on a map entitled "Proposed Weminuche Wilderness", which is on file and available for public

inspection in the Office of the Chief, Forest Service, United States Department of Agriculture, is hereby designated as the "Weminuche Wilderness" within and as part of the Rio Grande and San Juan National Forests, comprising an area of approximately three hundred and forty-six thousand eight hundred acres. The previous classification of the San Juan and Upper Rio Grande Primitive Areas is hereby abolished.

(6) the area classified as the Mission Mountains Primitive Area in Montana, with the proposed additions thereto and deletions therefrom, as generally depicted on a map entitled "Proposed Mission Mountains Wilderness," which is on file and available for public inspection in the Office of the Chief, Forest Service, United States Department of Agriculture, is hereby designated as the "Mission Mountains Wilderness" within and as a part of the Flathead National Forest, comprising an area of approximately seventy-three thousand two hundred acres. The previous classification of the Mission Mountains Primitive Area is hereby abolished.

(7) the area classified as the Aldo Leopold Primitive Area in New Mexico, with the proposed additions thereto and deletions therefrom, as generally depicted on a map entitled "Proposed Aldo Leopold Wilderness", which is on file and available for public inspection in the

Office of the Chief, Forest Service, United States Department of Agriculture, is hereby designated as the Aldo Leopold Wilderness within and as part of the Gila National Forest, comprising an area of approximately one hundred eighty-eight thousand and ninety-five acres. The previous classification of the Aldo Leopold Primitive Area is hereby abolished.

(8) the area classified as the Blue Range Primitive Area in New Mexico and Arizona, with the proposed additions thereto and deletions therefrom, as generally depicted on a map entitled "Proposed Blue Range Wilderness", which is on file and available for public inspection in the Office of the Chief, Forest Service, United States Department of Agriculture, is hereby designated as the "Blue Range Wilderness" within and as part of the Apache National Forest, comprising an area of approximately one hundred seventy-seven thousand two hundred acres. The previous classification of the Blue Range Primitive Area is hereby abolished.

SEC. 2. Each map and description of the boundaries of the areas designated in this Act shall be on file and available for public inspection in the office of the United States Forest Service, Department of Agriculture.

SEC. 3. As soon as practicable after this Act takes effect, the Secretary of Agriculture shall file a map of each wilder-

ness area designated by this Act and a legal description of its boundaries with the Interior and Insular Affairs Committees of the United States Senate and 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. 4. The areas designated by this Act as wilderness shall be administered by the Secretary of Agriculture in accordance with the applicable provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act.

93D CONGRESS
1ST SESSION

S. 777

IN THE SENATE OF THE UNITED STATES

FEBRUARY 6, 1973

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

A BILL

To designate certain lands in the Brigantine National Wildlife Refuge, Atlantic, Burlington, Ocean Counties, New Jersey, as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3 (c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain lands in the Brigantine National Wildlife Refuge, New Jersey, which comprise about four thousand two hundred and fifty acres and which are depicted on a map entitled "Brigantine Wilderness—Proposed" and dated August 1971, are hereby designated as wilderness. The map shall be on file and available for public inspection in the

Offices of the Bureau of Sport Fisheries and Wildlife, Department of the Interior.

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

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

93D CONGRESS
2D SESSION

S. 3020

IN THE SENATE OF THE UNITED STATES

FEBRUARY 19, 1974

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

A BILL

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

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

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

SEC. 2. The area designated by this Act as wilderness shall be known as the "Florida Keys Wilderness" and shall be administered by the Secretary of the Interior in accordance with the applicable provisions of the Wilderness Act.

SEC. 3. Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act and for the purposes prescribed by sections 4 (a) and (b) of the Wilderness Act (78 Stat. 890) (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area. Commercial services may be performed within the wilderness areas designated by this Act to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of such areas.

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C., March 19, 1974.

To: The chairman and members of the Subcommittee on Public Lands.

From: The Steven P. Quarles, special counsel.

Re Subcommittee hearing on 21 proposed wilderness areas, March 19, 1974.

Today's hearing before the Subcommittee on Public Lands covers 21 proposed wilderness areas—18 in wildlife refuges and 3 in national forests.

During the December recess, the Chairman of the Subcommittee asked staff to consult with the major interest groups to determine which wilderness areas are relatively noncontroversial. With some 43 proposed areas pending before the Committee and an additional 47 refuge proposals and some 20 national forest proposals to be submitted in September by the Administration, it was hoped that several of the less controversial measures could be moved so as to avoid a heavy backlog of wilderness legislation in the 94th Congress.

Both majority and minority staff met with representatives of the Forest Service, the Bureau of Sport Fisheries and Wildlife, and the Wilderness Society. The measures scheduled for today's hearing were generally regarded by all as relatively non-controversial. As all but two or three of the proposals are moving quickly through the House Interior Committee, the possibility of final action this Congress on these proposals is not remote.

Bill Mauk, an intern from Antioch Law School serving with the Committee, prepared the attached summary list of areas being considered today. The information is taken from the large chart of pending wilderness legislation which was prepared two months ago by Mr. Mauk and sent to you. The chart is also attached to this memorandum.

PROPOSED WILDERNESS LEGISLATION FOR CONSIDERATION OF THE SUBCOMMITTEE ON PUBLIC LANDS SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, MARCH 19, 1974

This chart provides the following information:

(a) under "(a)" is the total acreage and the present status of the proposed area.

(b) under "(b)" is listed any action on the area other than the administration.

(c) under "(c)" is the present status of companion bills in the House of Representatives.

1. Chamisso, Alaska (S. 600)

(a) 455 acres; presently wildlife refuge.
(b) Recommended as suitable, 4/29/71.
(c) Companion bill, approved by full committee.

2. Izembek, Alaska (S. 600)

(a) 1,450 acres; presently wildlife refuge.
(b) Recommended as suitable, 4/29/71.
(c) Companion bill pending before Subcommittee.

3. Simeonof, Alaska (S. 600)

(a) 25,140 acres; presently wildlife refuge.
(b) Recommended as suitable, 4/29/71.
(c) (Same as (c) above.)

4. Agua Tibia, Calif. (S. 110 and S. 601)

(a) 16,410 acres (S. 110); 11,900 (S. 601); presently classified primitive area.
(b) Recommended as suitable, 2/8/72.
(c) Companion to S. 601 approved by full committee.

5. Emigrant Basin, Calif. (S. 111 and S. 601)

(a) 113,000 acres (S. 111); 105,876 acres (S. 601); presently classified primitive area.
(b) (Same as 4(b).)
(c) (Same as 4(c).)

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6. Farallon Islands, Calif. (S. 600)

(a) 141 acres; presently wildlife refuge.
(b) Recommended as suitable, 4/29/71.
(c) Companion bill approved by full committee.

7. Chassahowitzka, Fla. (S. 331 and S. 600)

(a) 30,540 acres (S. 331), 16,900 (S. 600); presently wildlife refuge.
(b) Recommended as suitable, 9/21/72.
(c) Companion bill to S. 600 approved by full committee.

8. Florida Keys, Fla. (S. 600 and S. 3020)

(a) 4,740 acres; presently wildlife refuge.
(b) Recommended as suitable, 4/29/71.
(c) Companion bill to S. 600 approved by full committee.

9. Saint Marks, Fla. (S. 332 and S. 600)

(a) 17,746 acres (S. 332), 7,746 acres (S. 600); presently wildlife refuge.
(b) Recommended as suitable, 2/8/72.
(c) Companion bill to S. 600 approved by full committee.

10. Blackbeard Island, Ga. (S. 600)

(a) 3,000 acres; presently wildlife refuge.
(b) Recommended as suitable, 9/21/72.
(c) Subcommittee hearings held on companion bill.

11. Wolf Island, Ga. (S. 600)

(a) 4,160 acres; presently wildlife refuge.
(b) Recommended as suitable, 2/8/72.
(c) Companion bill approved by full committee.

12. Breton, La. (S. 600)

(a) 4.420 acres; presently wildlife refuge.
(b) Recommended as suitable, 4/29/71.
(c) Companion bill approved by full committee.

13. Moosehorn, Maine (S. 600)

(a) 4.590 acres; presently wildlife refuge.
(b) Recommended as suitable, 2/8/72.
(c) Companion bill approved by full committee.

14. Brigantine, N.J. (S. 777 and S. 600)

(a) 4,250 acres; presently wildlife refuge.
(b) Recommended as suitable, 9/21/72.
(c) Companion bill to S. 600 approved by full committee.

15. Bosque del Apache, N. Mex. (S. 600)

(a) 32,500 acres; presently wildlife refuge.
(b) Recommended as suitable, 2/8/72.
(c) Companion bill approved by full committee.

16. Chase Lake, N. Dak. (S. 600)

(a) 4,155 acres; presently wildlife refuge.
(b) Recommended as suitable, 9/21/72.
(c) Companion bill approved by full committee.

17. Lostwood, N. Dak. (S. 600)

(a) 5,577 acres, presently wildlife refuge.
(b) Recommended as suitable, 9/21/72.
(c) Subcommittee hearings held on companion bill.

18. West Sister Island, Ohio (S. 600)

(a) 85 acres; presently wildlife refuge.
(b) Recommended as suitable, 4/29/71.
(c) Companion bill approved by full committee.

19. Cape Romaine, S. C. (S. 600 and S. 216)

(a) 28,000 acres; presently wildlife refuge.
(b) Recommended as suitable, 2/8/72.
(c) Companion bill approved by full committee.

20. Lone Peak, Utah (S. 29)

(a) 32,785 acres, presently National Forest.;
(b) Presently under study for final report, Summer, 1974.
(c) No companion bill.

21. San Juan Islands, Wash. (S. 600)

(a) 350 acres; presently wildlife refuge.
(b) Recommended as suitable, 2/8/72.
(c) Subcommittee hearings held on companion bill.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., March 18, 1974.

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

DEAR MR. CHAIRMAN: This is in response to your request of April 18, 1973, for the views of the Office of Management and Budget on S. 29, a bill "To establish the Lone Peak Wilderness Area in the State of Utah."

The Office of Management and Budget concurs in the views of the Department of Agriculture in its report on S. 29, and accordingly recommends that action on the bill be deferred.

Sincerely,

WILFRED H. ROMMEL,
Assistant Director for Legislative Reference.

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, D.C., March 15, 1974.

Hon. JAMES A. HALEY,
Chairman, Committee on Interior and Insular Affairs,
House of Representatives.

DEAR MR. CHAIRMAN: Here is our report on S. 29, a bill "To establish the Lone Peak Wilderness Area in the State of Utah."

The Department of Agriculture recommends that no action be taken on S. 29 until a wilderness study has been completed on the area.

S. 29 would establish the Lone Peak Wilderness Area in the Wasatch and Uinta National Forests in the State of Utah. The area comprises approximately 32,785 acres and is to be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act of September 3, 1964 (78 Stat. 890, 16 U.S.C. 1131 *et. seq.*).

This area includes a large portion of the rugged mountain Wasatch Front and is almost immediately adjacent to Salt Lake City, Utah. The area is bounded on the north by State Highway 210 and on the west by Salt Lake City.

As part of the Forest Service's long-range management planning, an inventory, review and evaluation was made of all roadless areas in the National Forest System of over 5,000 acres, as well as roadless areas contiguous to existing primitive or wilderness areas. The basic purposes of the roadless area review and evaluation were to: (1) provide a systematic and orderly means for selecting areas with high wilderness potential as new wilderness study areas through a nationwide analysis to assure a national perspective on the wilderness resource in relation to other National Forest resources; (2) afford prompt recognition of areas having considerable wilderness value so those values could be protected until a final determination can be reached as to their classification for wilderness or allocation to other purposes; and (3) provide for orderly and meaningful public involvement in considering the best use of National Forest roadless and undeveloped areas.

A total of 1,449 roadless areas containing some 56 million acres were systematically evaluated. Each area was evaluated as to its potential wilderness quality using such criteria as scenic quality, isolation, size, and variety of potential wilderness experience. The review process also evaluated other resource opportunities which would be foregone if the area were to be classified as wilderness.

As a result of the review and evaluation, the Forest Service selected 274 new wilderness study areas containing approximately 12.3 million acres. The list was offered for national public review and comment before the final selection was

made. A final environmental statement covering the selection of these new study areas was filed with the Council on Environmental Quality on October 17, 1973.

The Lone Peak Area is included on the list of new study areas. These new study areas will be given detailed study for possible inclusion in the National Wilderness Preservation System. Preliminary recommendations concerning wilderness classification will be presented to the public through local hearings, meetings, and other media. Upon completion of the detailed study including public review, we will recommend wilderness designation for those areas we believe should be added to the National System. During the study process, the new study areas will be protected from activities which would change the land characteristics of these areas in such a manner as to disqualify them from wilderness designation.

We recommend that the study procedure be followed to allow a complete evaluation of each area including consideration of national needs for both wilderness and other resource values. Then based on this study, a determination can be made as to the desirability of adding any specific area to the National Wilderness Preservation System. We strongly recommend that the Lone Peak Area not be designated as wilderness without this detailed study of all resource values.

The Office of Management and Budget advises that there is no objection to th 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., March 15, 1974.

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

DEAR MR. CHAIRMAN: As you asked, here is our report on S. 601, a bill "To designate certain areas in the United States as wilderness areas."

The Department of Agriculture strongly recommends that S. 601 be enacted.

The Wilderness Act of 1964 (78 Stat. 890) established the National Wilderness Prevention System. Subsection 3(b) of the Wilderness Act directed the Secretary of Agriculture to review the areas then classified as National Forest Primitive Areas, within ten years, as to their suitability or nonsuitability for preservation as wilderness. The Act provided that the Secretary is to report his findings to the President, and the President is to submit his recommendations to the Congress.

The eight National Forest wilderness proposals included in S. 601 resulted from a review of the corresponding Primitive Areas in accordance with the review procedures set forth by the Wilderness Act. The Secretary of Agriculture submitted a report of his findings on each of the areas to the President. The President submitted his recommendations to the Congress on February 8, 1972, on the following wilderness proposals: Glacier, Agua Tibia, Eagles Nest, Emigrant, Weminuche, Mission Mountains, Aldo Leopold, and Blue Range. These recommendations are embodied in their entirety in S. 601.

We feel that each of the areas proposed for wilderness designation meets the definition of wilderness as contained in subsection 2(c) of the Wilderness Act. Each area is unique and will make its own contribution to the National Wilderness Preservation System. The specific characteristics and attributes of each area are fully discussed in the Secretary's reports which accompanied the President's recommendations to Congress. In addition, on September 6, 1973, we offered our views on S. 1863 and S. 1864 as reported to the full Committee by the Subcommittee on Public Lands. These bills relate to the designation of the Weminuche and Eagles Nest Wildernesses.

We offer technical corrections on page 4, line 21 and on page 5, line 6, where the bill language refers to the "Aldo Leopold" Primitive Area. The correct reference is the "Black Range" Primitive Area.

Environmental statements relating to the proposed wilderness areas have been prepared pursuant to section 102 (2)(c) of the National Environmental Policy Act (83 Stat. 852).

The lands proposed for designation as wilderness are presently being administered as a part of the National Forest System; consequently, no new budget authority or additional appropriations would be required as a result of the enactment of the proposed legislation.

The Office of Management and Budget advises that there is no objection to the presentation of this report and that enactment of legislation to designate the National Forest wilderness areas included in S. 601 would be consistent with the Administration's objectives.

Sincerely,

J. PHIL CAMPBELL,
Under Secretary.

DEPARTMENT OF AGRICULTURE,
OFFICE OF SECRETARY,
Washington, D.C., March 21, 1974.

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

DEAR MR. CHAIRMAN: As you requested, here is our report on S. 110, a bill "To designate certain lands in the Cleveland National Forest, California, as the 'Agua Tibia Wilderness' for conclusion in the National Wilderness Preservation System."

The Department of Agriculture recommends that S. 110 be enacted if amended to conform with the Administration's proposal as contained in S. 601.

S. 110 would designate as wilderness approximately 16,410 acres within the Cleveland National Forest, California. The areas would be known as the 'Agua' Tibia Wilderness" and would be administered by the Secretary of Agriculture in accordance with the provisions of the Wilderness Act.

The Wilderness Act of 1964 (78 Stat. 890) established the National Wilderness Preservation System. Subsection 3(b) of the Wilderness Act directed the Secretary of Agriculture to review the areas then classified as National Forest Primitive Areas, within ten years, as to their suitability or nonsuitability for Preservation as wilderness. The Act provided that the Secretary is to report his findings to the President, and the President is to submit his recommendations to the Congress.

The Agua Tibia Wilderness proposal included in S. 601 resulted from a review of the Agua Tibia Primitive Area in accordance with the review procedure set forth by the Wilderness Act. The Secretary of Agriculture submitted a report of his findings on the area to the President. The President submitted his recommendation to the Congress on February 8, 1972, on the Agua Tibia Wilderness proposed. That proposal recommended that approximately 11,900 acres of Federal land in the Agua Tibia Primitive Area be designated as wilderness.

S.110 includes the entire area recommended by the President and includes approximately 4,500 additional acres. These additional lands were specifically reviewed during the primitive area study and are described in the Secretary's report which accompanied the President's recommendation to Congress. The areas are referred to in the report and comprise the major portion of exclusions 1 and 3. The portion of exclusion 1 contains approximately 3,900 acres. It contains two roads which are in place, and portions of these roads will continue to be needed to carry out essential fire protection and related administrative activities. The portion of exclusion three contains approximately 600 acres. It is divided into two parts by an existing road. The Forest Service plans to close this road; however, its presence in the area has had a substantial impact on the land. These evidences of man's activity and the continuing need for the roads in exclusion one led to our determination not to recommend the inclusion of these lands in the wilderness. We strongly recommend that our 11,900 acre proposal be adopted.

S. 110 does not contain a provision to abolish the Agua Tibia Primitive Area Classification. We recommend that this provision be included in legislation designating the wilderness.

An environmental statement for the Agua Tibia Wilderness Proposal has been prepared pursuant to section 102(2)(c) of the National Environmental Policy Act (83 Stat. 852).

The lands proposed for designation as the Agua Tibia Wilderness are presently being administered as part of the Cleveland National Forest. No new budget authority or additional appropriations would be required as a result of enactment of the proposed legislation.

The Office of Management and Budget advises that there is no objection to the presentation of this report and that enactment of legislation to designate the Agua Tibia Wilderness as recommended herein would be consistent with the Administration's objectives.

Sincerely,

ROBERT W. LONG,
Assistant Secretary for Conservation,
Research and Education.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 18, 1974.

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

DEAR MR. CHAIRMAN: This responds to your request for the views of this Department on S. 600, a bill "To designate certain lands as wilderness."

We recommend enactment of this bill, if amended as suggested herein.

S. 600 contains 18 proposed wilderness areas which are to be fashioned from the same number of national wildlife refuges. All of these proposed areas constitute wilderness recommendations which the President has made to the Congress pursuant to the requirements of the Wilderness Act, 78 Stat. 891. In this letter we shall discuss only those proposed areas in the bill as to which there is some controversy or as to which we have revised our thinking since they were originally submitted.

I. SIMEONOF NATIONAL WILDLIFE REFUGE

Section 5 of the bill would designate lands within the Simeonof National Wildlife Refuge as wilderness. In testimony presented to this Committee on May 5, 1972, Assistant Secretary Reed stated that the grazing permit currently in force in the refuge would not be reissued after it expired in 1981. We would like to clarify that statement by explaining that the grazing is continually monitored and at present appears to do little damage to the island's habitats if held to the permitted level. We will continue to monitor the grazing and make adjustments as required.

The Simeonof National Wildlife Refuge was established primarily to protect sea otters and as such encompasses not only the islands but adjacent waters and water bottoms. We recommend that the entire refuge be included within wilderness. If the water is included, the provisions of the Wilderness Act concerning motors would apply. However, it is our opinion that boats and float planes could continue to use the embayment for storm shelter and to carry out necessary administrative functions.

II. IZEMBEK NATIONAL WILDLIFE RANGE

We recommend that section 6 of the bill, which would designate certain lands in the Izembek National Wildlife Range, Alaska, as wilderness, be deleted from S. 600. Pursuant to the Alaska Native Claims Settlement Act, 85 Stat. 688, lands for 17 cabin sites, three native villages, and numerous historical sites may be selected by the natives within the area of the range recommended for wilderness designation. We therefore recommend that no action be taken on this proposal until native selections are made and we are able to determine their impact on the proposed wilderness.

III. BRETON NATIONAL WILDLIFE REFUGE

We recommend that section 7 of the bill, which would designate certain lands within the Breton National Wildlife Refuge, Louisiana, as wilderness, be amended to permit continued use of a United States Coast Guard lighthouse on the northernmost island of the Chandeleur chain. This beacon, which has much historic value, operates as a self-contained light which requires only periodic servicing and thus its continued operation would have minimal impact upon the proposal. Accordingly, we recommend that the semicolon in line 18, page 3, of the bill be changed to a colon and that the following be inserted thereafter:

"*Provided,* That nothing in this Act shall be deemed to preclude continued essential maintenance of the lighthouse as a navigational aid and as a historical structure;"

IV. SAN JUAN ISLANDS NATIONAL WILDLIFE REFUGE

Section 8 of S. 600 would designate lands within the San Juan National Wildlife Refuge and Matia Island National Wildlife Refuge, Washington, as wilderness. As originally submitted to the Congress, this proposal stated that certain islands had recently been acquired for refuge purposes. This was an error. The islands in question have not yet been transferred to the Bureau of Sport Fisheries and Wildlife from the Bureau of Land Management. However, a public land withdrawal order to accomplish this transfer is presently being prepared by this

Department, and the consent of the United States Coast Guard, which operates certain lighthouses in the area to be withdrawn, is being sought. In any event, because of prior claims by the State of Washington, the number of islands which can be added to the refuge—and designated as wilderness—has been diminished. We recommend that the proposal go forward with the islands-to-be-acquired designated "potential wilderness", so that, when the withdrawal order has been effectuated, they may become wilderness without recourse to further legislation. This recommendation can be carried out by striking lines 19 through 24 on page 3 of the bill and substituting in their place:

"(8) certain lands within the Matia Island and San Juan National Wildlife Refuge which comprise about 168 acres and which are depicted on a map entitled 'San Juan Island Wilderness Proposal' and dated August 1971, (revised) March 1974, are hereby designated as wilderness. The lands which comprise about 115 acres, designated on the above map as 'Potential Wilderness Additions', are, effective upon publication in the *Federal Register* of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated as wilderness."

Finally, we believe that in light of section 4 of the bill, which makes all appropriate provisions of the Wilderness Act applicable to these wilderness areas, section 5 is redundant and should be stricken.

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

Sincerely yours,

NATHANIEL REED,
Assistant Secretary of the Interior.

Senator HASKELL. Our first witness is Senator Alan Cranston. I ask Senator Cranston to step forward first because I understand he has to be someplace else and probably should be there right now.

STATEMENT OF HON. ALAN CRANSTON, A U.S. SENATOR FROM THE STATE OF CALIFORNIA

Senator CRANSTON. Thank you very much, Mr. Chairman and members of the committee. I very much appreciate your scheduling this hearing of the Public Lands Subcommittee of the Senate Interior Committee on legislation to designate three new wilderness areas in California—Agua Tibia, Emigrant, and Farallon. I'm pleased to be here this morning to testify in support of my bills, S. 110 and S. 111, to designate the Agua Tibia and Emigrant wildernesses respectively. I also support the establishment of a Farallon wilderness as proposed in S. 601, introduced by Senator Jackson.

Our wilderness areas are unique resources which Americans have long desired to protect, not only for this but also for future generations. We have recognized the importance of preserving some of our land the way it was before man began to modify his environment. We are fortunate that both Agua Tibia and Emigrant Basin, now protected as primitive areas, have remained undeveloped without permanent improvements or human habitation. Both areas offer outstanding opportunities for solitude. Yet being geographically very different, they provide very different wilderness experiences for the visitor.

Agua Tibia, located within the Cleveland National Forest in the urbanized counties of San Diego and Riverside, about 50 miles north of San Diego and 75 miles southeast of Los Angeles, affords a true southern California-type wilderness experience. Because man's use

of the area has been very light, Agua Tibia has been preserved as an example of what the rest of southern California was like when Americans pioneered the West. Most of Agua Tibia is brush-covered, with steep slopes and deep canyons formed by the erosion action of streams. Unlike much of the surrounding area, the vegetation in the heart of the proposed wilderness, the upper Castro Canyon, hasn't been burned for over 100 years, and here ecological communities have developed with merit scientific study. The elevations in this coastal mountain region vary from 1,400 feet to the 5,400-foot crest of Agua Tibia Mountain. From the upper ridges, the visitor can enjoy the panoramic views of distant mountains and the Pacific Ocean 40 miles to the west.

The wildlife also is typical of that once found throughout southern California. There are southern mule deer, mountain lion, golden eagle, quail, bantained pigeon, dove, and hawk.

Emigrant Basin, located in the Stanislaus National Forest in rural Tuolumne County approximately 185 miles east of San Francisco, offers a High Sierra wilderness experience. Like Yosemite National Park, which forms 15 miles of its southern boundary, Emigrant displays superb sierra scenery. The area has rugged mountains, glaciated ridges and more than 100 lakes and streams bordered by meados and alpine vegetation. Elevations vary from 5,200 feet to 11,500-foot Leavett Peak. There are eight peaks over 10,000 feet in height in Emigrant Basin. Emigrant abounds with sierra wildlife, California black-tailed deer, mountain lion and black bear in the summer and numerous small mammals year round. Trout are plentiful in the high elevation lakes.

Of the 26,700 acres comprising the Agua Tibia Primitive Area, a total of 16,410 acres qualify as wilderness and would be so designated with enactment of S. 110. There are no nonconforming uses in this area—no commercial mining or timber activities, no campground facilities, or other permanent features. I know the Forest Service recommends designation of only 11,900 acres as the Agua Tibia wilderness and opposes the larger classification because of the inclusion of certain grazing lands and two fire roads. Yet there is nothing in the Wilderness Act which would prohibit the continuance of the grazing. With regard to the fire roads, these are unpaved and not well maintained and would revert to nature if not used. As you know there are precedents for establishing wilderness areas with dirt roads within the boundaries and then closing them to travel. In addition, as you know, section 4(d)(1) of the 1964 Wilderness Act specifically allows the Secretary of Agriculture to take whatever steps are necessary for fire protection in wilderness areas. The Secretary may maintain fire roads, fire breaks, and helipads within wilderness areas if he chooses. Thus, I see no justification for designating less than a 16,410-care Agua Tibia wilderness.

I would like to emphasize that the Agua Tibia wilderness will be the only wilderness in one of the most populous areas in the State of California. It is important that an adequate wilderness area be established. Because of land ownership patterns and surrounding developments, there is no possibility of designating another wilderness in San Diego County or expanding the boundaries of Agua Tibia beyond the 16,410 acres I am proposing.

The people of San Diego County and California enthusiastically support wilderness designation of 16,410 acres, as evidenced by the more than 1,000 signatures on petitions I have received. I ask that the petitions be made part of the hearing record in support of enactment of S. 110 and the establishment of a 16,410-acre Agua Tibia wilderness.

Like Agua Tibia, Emigrant Basin has remained substantially undeveloped under its management as a primitive area. Under S. 111, the entire primitive area of 90,598 acres would be designated as wilderness as well as the adjacent national forest and non-Federal land which has similar topography, vegetation, and remoteness. With enactment of S. 111, a total of 113,000 acres would be designated as the Emigrant wilderness.

I am aware that the Forest Service favors the designation of only a 106,890-acre Emigrant Wilderness consisting of both national forest and private lands. Within the area proposed by the Forest Service are a number of manmade improvements—two well-hidden snow cabins, seven well-distributed snow measuring courses, and several cabins and barns for managing livestock. Except for the snow courses and snow cabins the structure would be removed within 10 years after the area is designated as wilderness.

The 6,042 acres the Forest Service has excluded from its proposal contains some of the best alpine scenery in Emigrant Basin. Lying to the north of the glaciated ridge separating Emigrant from Yosemite, the area boasts five peaks over 10,000 feet high, three small lakes formed by glacial erosion, and two outstandingly beautiful lakes. Also within this area are several grazing permits and 40 mining permits as well as some inconspicuous flow maintenance dams made of natural rock and covered with moss and lichens. These are substantially unnoticeable and like the snow cabins and snow courses in the area proposed by the Forest Service do not detract from the wilderness quality of Emigrant Basin. The area is roadless with one exception—a narrow 21-mile unpaved road to the mining sites. This would be closed to vehicular traffic if the wilderness is established. I do not believe that any of these minor nonconforming uses should preclude designation of the entire 113,000-acre area as Emigrant Wilderness

With regard to the mining permits, under current law, any prospector who thinks he has an economic deposit will have until 1984 to get the ore out. To date none of the mines has been financially profitable. Moreover, there is geologic evidence that the tungsten resources in the area are not valuable or of strategic importance.

I understand that the Minerals Subcommittee of this committee recently marked up legislation, S. 1010, which would provide for the the termination of the application of mining and mineral leasing laws to prospecting activities within wilderness areas. Soould the committee approve this bill, there would be no reason to exclude the mining site area because of the existing permits.

Finally, I would like to point out that the National Park Service has proposed a substantial Yosemite Wilderness to the south of Emigrant Basin and the Forest Service has selected as a new wilderness study area the land between Emigrant and the existing Hoover Wilderness to the east. Should these two wildernesses be established

along with Emigrant Basin, we will have created a corridor and a large hole in a wilderness complex unless the 6.042 acres are included. The logical Emigrant Wilderness should be a 113,000-acre area.

I urge enactment of S. 111, to create the 113,000-acre Emigrant Wilderness, and again urge enactment of S. 110, to create a 16,410-acre Agua Tibia Wilderness.

Thank you.

Senator HASKELL. As I understand it, Senator Cranston, the difference between you and the Forest Service is the Forest Service is excluding because there are some minor improvements within the area?

Senator CRANSTON. Yes, and they amount to nothing that cannot be dealt with by time and removal.

Senator HASKELL. I thank you very much, indeed, Senator Cranston.

Senator Hansen, do you have anything?

Senator HANSEN. Senator Cranston, in yesterday's Washington Star-News was a story about a problem that was encountered in a wilderness area, as I remember, on the Inyo National Forest, was it the Mount McKinley area?

Senator Moss. Mount Whitney.

Senator HANSEN. Maybe it was. The Mount Whitney area in your State?

Senator CRANSTON. Yes.

Senator HANSEN. As I read the story, I got the impression that this very beautiful, unique area, coupled with the extra interest that wilderness designation always generates, had resulted in an immense amount of use. As I read the story it was not uncommon at all for as many as 250 hikers to walk to the top of the peak, and the story said further that an overnight stopping place, where there had been some plastic privies installed at one time, but which had to be removed because of their nonconformance with wilderness designation, had resulted in a pollution problem that was very critical. I know we have experienced somewhat similar situations in the Grand Tetons, in Grand Teton National Park. As a consequence, I have opposed the designation of any wilderness areas within the National Park. It may be of some interest to note that—with the exception, I think, of the late Congressman Saylor of Pennsylvania, I believe it is fair to say that I think his was the only dissenting voice on the Centennial Commission that favored wilderness designation within national park areas.

I am wondering if wilderness designation as the law is presently written, and I am not proposing that it be amended, serves the long-time purposes that we had hoped that it might serve.

I see here on the second page of your testimony, you say, "except for the snow courses and snow cabins, the structures would be removed within 10 years after the area is designated as wilderness." Do I infer from that statement that the snow cabins, it would be your intention that the snow cabins be left in place after 10 years?

Senator CRANSTON. Yes, that is the Forest Service's proposal.

Senator HANSEN. Doesn't this violate the concept of wilderness?

Senator CRANSTON. I don't believe that it does.

Senator HANSEN. It does the way I read the act. Isn't the act rather precise? Would you have that, Mr. Quarles, that portion of the Act? It seems to me that it does.

Senator CRANSTON. Isn't the phrase, "substantially unnoticeable," which these are?

Senator HANSEN. Here is the definition:

(c) 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.

I don't know what is meant by a permanent improvement but it would seem to me that a cabin would be a permanent improvement.

Then it goes on to say further:

(1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable;

Senator CRANSTON. That is the point. I think snow cabins fit within that definition.

Senator HANSEN. If it is, then I think that some of the things that the Forest Service is doing in removing old buildings—are you saying that these old buildings could be left and not violate the act?

Senator CRANSTON. I believe under the interpretation the Forest Service has placed on it of "substantially unnoticeable," yes, that those particularly buildings could remain.

Senator HANSEN. They have been rather precise in my area in saying that any building had to come down within 10 years' time. I am not opposed at all to what you are trying to accomplish, but I think that we are getting into a situation where we are just headed for a head-on collision. I can't see how we can encourage more and more people to visit areas and get by without some kind of sanitary facilities. In Grand Teton Park they used to pick up these temporary jobs with a helicopter, but, of course, the intrusion of a helicopter into a wilderness area isn't endorsed by everyone.

Senator CRANSTON. I think I agree with you, and perhaps "substantially unnoticeable" sanitary facilities would be in order.

Senator HANSEN. They have been taken out in the Inyo National Forest in this area.

Senator CRANSTON. In regard to your comment about Mount Whitney, that is not in a wilderness area, as so designated. It is rather unique. It is the highest peak there. It happens to be one that is easily reached by people not necessarily in the greatest physical condition, it has become a challenge.

Senator HANSEN. It is not a wilderness area?

Senator CRANSTON. No, it is not. Use cannot be prevented. The question is, is it going to be planned use or unplanned use. We get planned use by designating certain areas in certain categories.

Senator HANSEN. My concern has been that might there not be a better way of achieving the purposes to which we all subscribe without bringing into question the specifics in the Wilderness Act? If we create a wilderness and then have to try to modify or interpret that act so as to permit the sort of variance that I think has been found in a number of cases, I wonder if this is what we should be doing.

Senator CRANSTON. I think that should be explored, whether there are practical alternatives. At the present time the objective is to preserve these.

Senator HANSEN. Those are the issues that I wanted to raise, Mr. Chairman. I am deeply concerned about it because, as I read the Wilderness Act and as I have seen it interpreted, at least in Wyoming, it occurs to me that the Forest Service has an idea that I think follows fairly strictly and closely the language in the act. I am disturbed, as I assume you might be.

Senator HASKELL. I might mention, just for the record, that there is a difference of opinion, of interpretation, and the Senator from Wyoming has articulated one.

There is another which would stress different language in the act, stress, "A wilderness, in contrast with those areas where man and his own works dominate the landscape." And there are those who would interpret it to permit wilderness to be in areas where there had been roads or had been people and they would recognize the fact that it is pretty hard in the United States of America, with possibly the exception of Alaska, to find any place where man at some time has not been. Therefore, those who would adopt the viewpoint that I adopt, as opposed to the distinguished Senator from Wyoming, would feel that it is appropriate to have wilderness areas in those areas which were most closely in fact wildernesses, and I think that is just a difference, Senator Cranston, of interpretation.

Senator Moss.

Senator MOSS. Thank you, Mr. Chairman. I don't have any questions.

Senator HASKELL. Do you have any further questions of Senator Cranston?

Senator HANSEN. I would just make this one further observation, Mr. Chairman. That if it is the intention, and I think the record is rather clear that it is the intention of the distinguished Senator from California, that these snow cabins remain—am I right about that?

Senator CRANSTON. That is what the Forest Service has suggested.

Senator HANSEN. Then I should like it to be noted that there is at least in this area of the country, by the Forest Service, an interpretation that the presence of a cabin does not violate the wilderness concept. Because if this can be permitted, I should think that it would be useful in many other areas. We have places in Wyoming where we, too, think that—I mean it doesn't bother me except I am trying to square it with what they have been telling us up there, what the Forest Service has been telling us. And if there can be privies and if there can be cabins, if they are placed in areas so as to be as unobstructive as possible, I should think that would make it a far more workable area. But so far the Forest Service has been pretty adamant in saying it can't be.

Senator CRANSTON. I should think it would be a matter of judgment. Where it is really remote and you don't have that many people coming, I don't see a need for sanitary facilities. A place that does attract so many people, it seems to me there should be a way to provide such facilities in a totally unobtrusive way.

Senator HANSEN. Whether you and I agree or not, we just about have to have them, don't we?

Senator CRANSTON. Yes.

Senator HASKELL. I am told by staff that the 6,000 acres that differs between you and the Forest Service, actually if those were eliminated then that would create a cordon between the Emigrant Basin Wilderness area and some adjacent wilderness area. Am I correct in that? In other words, would we be in effect separating two wilderness areas?

Senator CRANSTON. Yes.

Senator HASKELL. I just want the record to show that. Thank you very much, Senator Cranston.

Senator CRANSTON. Thank you very much. I appreciate your interest and count on your support.

Senator HASKELL. I will place in the record a statement by Senator Tunney.

STATEMENT OF HON. JOHN V. TUNNEY, A U.S. SENATOR FROM THE STATE OF CALIFORNIA

Mr. Chairman, I want to thank you for scheduling this hearing.

The growth of appreciation for the wilderness has inevitable resulted in an increasing demand for actual contact with wild country. In fact, there is a wilderness "boom" of unprecedented proportions. There is no question that Americans want more unspoiled land to be protected.

I welcome the opportunity to testify in favor of S. 110, to designate the Agua Tibia Wilderness and S. 111, to designate the Emigrant Wilderness.

Agua Tibia is located in the Cleveland National Forest and offers a typical Southern California Wilderness experience. I disagree with the Forest Service's recommendation for only 11,900 acres to be designated as wilderness. The Act of 1964 specifically allows for fire roads—which constitute the controversy—thus I find no logic of excluding the acreage where these roads exist. In addition, there is no provision in the Wilderness Act which would preclude continued grazing. Therefore, I urge the Committee to adopt the full 26,700 acreage of S. 110.

Emigrant Basin, located in the Stanislaus National Forest, is a true Sierra wilderness. I find the exclusion of the 6,042 acres by the Forest Service a judgmentally incorrect interpretation of the Wilderness Act. None of the mining activities has proven financially profitable. Should the area be designated wilderness, the 21 mile access road obviously would be closed. Furthermore, the National Park Service has proposed a Yosemite Wilderness area lying to the South of Emigrant and the Forest Service has selected as a new study area the land lying between Emigrant and the Hoover Wilderness to the east. Should these areas be designated wilderness, then the exclusion of the acreage in question becomes even more illogical.

Mr. Chairman, I urge that your Subcommittee act favorably on these important of wilderness legislation.

In conclusion, I would like to quote the noted conservationist, Robert Marshal, who said, "There is just one hope of repulsing the tyrannical ambition of civilization to conquer every niche on the whole earth. That hope is the organization of spirited people who will fight for the freedom of wilderness."

Senator HASKELL. Senator Moss, I believe you have a statement.

STATEMENT OF HON. FRANK E. MOSS, A U.S. SENATOR FROM THE STATE OF UTAH

Senator Moss. Thank you, Mr. Chairman. I was attempting to get into the discussion of the theory of wilderness. We have had problems in our part of the country, the interpretation of the Wilderness Act has been so strict that places such as our High Glacier Lakes in the Uintas, that have had a little bit of work done on them from pioneer times in order to keep the lakes from draining out, and acting

as reservoirs, has inhibited the placing of this in the wilderness system simply because people would have to go in sometime with some equipment to do a little work on some of those lakes. So I am glad to hear the discussion and the possible broadening somewhat of the definition of wilderness that may enable us to have a wider designation.

I see from the long list here that you are going to be in the wilderness for some time, Mr. Chairman, and I will try to be merciful and not prolong that time, as you have many important witnesses to hear. I have a prepared statement and I would ask that it go into the record.

Senator HASKELL. It will be so included.

Senator MOSS. My statement has to do with the Lone Peak Wilderness Area which the chairman is familiar with because he held a hearing in Salt Lake City on it on January 4 of this year, and this constitutes the Washington hearing. Not only that, we had a Lone Peak Wilderness bill in the last session of the Congress on which hearings were also held in Salt Lake City and were held here in Washington, and the Senate bypassed the bill by modifying it, saying it should be studied by the Forest Service in the interim, supposedly to this year.

Well, the Forest Service has been studying, I guess, because I finally see the report of the Forest Service by walking in here this morning, we hadn't had it before, and it is almost a word-for-word copy of what they said last time. They want to keep studying it. I guess they can study and study. And this seems to be one that they want to study.

The Lone Peak Wilderness Area is almost universally endorsed, as I think the chairman will remember from the hearings. The local government agencies, the citizens, all of the conservation groups, they came in large numbers to testify. I think about 50 people testified in January when the chairman was out there. Many more letters and statements have been submitted for the record and almost in total approval of this. So I don't think I need to spend any time saying anything about the qualification of this area to be a wilderness area nor the desire of people who live in the area, and, indeed, people living far away to have it designated as wilderness.

It is close to a metropolitan area and yet it is ideally suited to be kept as a wilderness and not encroached upon to any marked degree, although sympathize somewhat with the remarks made by the Senator from Wyoming. If you can't have some of the accommodations for people to go in there and walk through it and see it, perhaps it will be destroyed by being wilderness, so we ought to be careful of that.

The only thing I came to talk about, and I am not ready to be definitive yet, is about the boundaries of the Lone Peak Wilderness Area. When we held the first hearing, we were talking about a very small constricted area and people came in, various groups, suggesting that the area be expanded in various ways. Consequently, when I introduced the bill again this year I went on the theory that we ought to put everything in the boundaries that people had heretofore said they thought would be in there and look at them and then be in a position where we could modify the boundaries to areas that could qualify.

I believe after the hearings this year and further study on it that some of the boundaries of the current bill ought to be changed a bit and I would like to come in and be specific about that before the subcommittee moves to markup.

The reason I am not prepared to be specific this morning is I was hoping the Forest Service would come in with the boundaries and I could look at them, along with my observations. But since the Forest Service has no boundaries and still wants to study it, I guess there is no hurry and I hope I can come before the subcommittee sometime before markup with a more metes and bounds recommendation on boundaries.

Senator HASKELL. Certainly, Senator Moss. We would ask if you would submit your recommendation either in writing or verbally, as you wish, to the subcommittee, and I will figure out the best technical way to do this. I don't imagine we can keep this hearing record open, but maybe we can have a supplemental report to this hearing.

Senator Moss. I would appreciate that, Mr. Chairman. There are some competing things that have to be reconciled, and I would like to be heard on that before you proceed to markup.

Senator HASKELL. By all means, Senator Moss.

[The prepared statement of Senator Moss follows:]

STATEMENT OF HON. FRANK E. MOSS, A U.S. SENATOR FROM THE STATE OF UTAH

Mr. Chairman, I have asked for time to testify here today so I can give the subcommittee the conclusion I have reached as to where the boundaries of the Lone Peak Wilderness Area should be set. I have reached this conclusion after a more than two year study of the area which began when I introduced my first Lone Peak Wilderness bill in February, 1972, and which has continued through two separate Senate Public Lands Subcommittee field hearings on Lone Peak bills in Utah, and through the consideration and passage of a Lone Peak bill by the Senate in the 92nd Congress.

To aid the subcommittee in its consideration of the bill under consideration today, I must ask for the time to briefly sketch the history of this legislation. I introduced a Lone Peak bill first on February 4, 1972, as S. 3466 of the 92nd Congress, with boundaries which established 13,000 acres in the Wasatch and Uinta National Forests in Utah as the Lone Peak Wilderness Area. These boundaries followed recommendations made by the U.S. Forest Service in a study which had recently been completed.

The Lone Peak area is one of the few in the country which is close enough to a large city to provide almost surburban wilderness. It is located to the east and south of Salt Lake City, and is only a few minutes drive from its outskirts. The peak is one of the most beautiful in the rugged mountain range which towers over the city, and the area surrounding it is still wild and privitive. Evergreens abound, and the streams are clear and unpolluted. Within an hour or so of leaving the city, one can have hiked or backpacked or ridden by horse into a fresh new world.

Legislation to establish a Lone Peak Wilderness Area has the support of the Salt Lake County Commission, of most of the Utah press, many outdoor and environmental groups in the State, and the public generally.

During the hearings on the first bill (S. 3466) in Salt Lake City and Washington, many witnesses said that the area proposed for wilderness designation was too small, and urged that other adjacent acreage of wilderness quality should be encompassed within the boundaries of the wilderness. The bill which the Senate Interior Committee reported and which passed in the Senate in September of 1972 would have provided for a study of some 20,000 acres in the Wasatch and Uinta National Forests of Utah for possible addition to the National Wilderness Preservation System. This bill was not acted upon in the House.

When I introduced the Lone Peak Wilderness Bill in the 93rd Congress (S. 29), I enlarged the boundaries to include a more extensive area, so that the Subcommittee could have the benefit of hearing testimony on practically all of the areas any group of individuals in Utah felt should be included within the Lone Peak wilderness boundaries.

S. 29 introduced on January 4, 1973, therefore, encompassed an area of 32,785 acres more than 2½ times larger than the 1972 bill. The objective was to give all of those interested an opportunity to support the areas they wished to have included within the wilderness area. The chairman conducted hearings in Salt Lake City on

January 14th of this year. About 50 individuals testified and hundreds of additional statements and letters have been filed. I think I can say that the subcommittee heard a fairly representative group of Utahns express their views.

After listening to all of the testimony offered at the hearings, studying all of the other comments carefully, and after visiting the area several times myself over the years, I have come to the conclusion that the entire area of 32,000 acres cannot be supported, and that the boundaries should be adjusted in two main areas—in the White Pine Canyon and Twin Peaks areas, and in the American Fork Canyon area.

I cannot at this time give the subcommittee the exact reduction in acreage which I would support, nor the exact metes and bounds description of the new boundaries I would suggest. I am in the process of drawing these and will have them before markup. I can, however, tell you generally how I would recommend changing the boundaries and why.

First, I would suggest that the boundaries follow the natural eastern boundary along the rugged ridge between Red Pine and White Pine Valleys in Little Cottonwood Canyon in the Wasatch National Forest rather than in the bottom of White Pine Canyon as in the case under S. 29. The line should run from the White Pine-Red River Canyon Ridge southwesterly along the main ridge dividing Salt Lake County and Utah County, thence back of the Twin Peaks to the main ridge line between Dry Creek and American Fork Canyon, and thence to a point—thence due west to a point.

I think this should be done to allow full development of the ski potential in the area. Utah's ski slopes—what we call the "greatest snow on earth" are rapidly becoming more and more crowded. The lines waiting for ski lifts on weekends parallel the gas lines we have seen recently in the east. We are going to need more mountain space to accommodate those already in linejas well as to provide for expansion. White Pine Canyon offers this added area to us.

Following is some of my reasoning:

White Pine Canyon is not true wilderness. There is an artificial reservoir in the canyon, and a four-wheel drive access road is in the bottom. In the past the road has been used by people in four-drive vehicles and on trail bikes and motorcycles to get to the reservoir, and because of this historical use, the area is likely to continue as non-wilderness.

In addition, White Pine Canyon presents an avalanche hazard if uncontrolled. If half of the Canyon were included in the wilderness area, its use in winter by cross-country and touring skiers would be extremely hazardous because wilderness designation would preclude avalanche control.

The avalanche hazard requires either expanding or diminishing the boundaries as set forth in S. 29. The present boundary—running up the middle of the canyon—effectively precludes use of the eastern side of the canyon for winter recreation purposes because of the avalanche hazard. Of the two options, diminishing the boundaries to exclude from wilderness all of White Pine is preferable.

Little Cottonwood offers unique terrain, altitude, and snow conditions which make it, quite literally, one of the finest skiing areas in the world. White Pine is the last part of the canyon remaining which is well adapted for skiing. Furthermore, there is little other terrain along the entire Wasatch front which is as suitable for ski area development. Skiing is the backbone of Utah's tourism industry, on which so much of the State's continued economic health depends.

Keeping White Pine in the National Forest but not in the wilderness area, will permit future expansion of the State's winter sports industry. This will still leave a very large area to be preserved as wilderness.

The other boundary adjustment I would recommend is in the American Fork Canyon area.

Again, this area is not of as high wilderness quality as is most of the rest of the suggested wilderness area. It is primarily a watershed and mining area which has already been staked out and worked.

The American Fork Mining District comprises approximately two square miles in Upper American Fork Canyon, and mining and prospecting has been going on here since the 1870's. Roads into the area were constructed by private interests during the period of greatest mining activity, and still exist and are used. Most of the mines are inactive now, but with the acute mineral shortage facing the country—a shortage which may prove to be much greater than the energy shortage—it is possible that we will reactivate some of these mines. Perhaps they could meet crucial needs, and bring considerable economic benefits.

In addition, the area is widely used for sightseeing and pleasure driving and new roads are being sought in this area. Besides, it has long been a favorite retreat for the people who live nearby. The Lower Canyon is even more widely used, since most of the current facilities are there, but the Upper Canyon offers relief from the crowded situation. I want to be sure that these local people—and this includes the people from the greater Salt Lake area—are not deprived of what has long been a cherished outdoor experience close at hand. The area now affords too much pleasure, at least, can be assured by conventional access in the future. People who are not able to backpack and hike should not be shut out of this accessible area.

Furthermore, a number of small Utah communities, including Lehi and Alpine depend on a culinary water supply in the Uinta National Forest northwest of the city, and they need to have access to the area to develop more water as their cities grow. This must be carefully checked out before boundaries are finally set.

In my opinion, it would not detract from the desirability of the Wilderness Area, nor would it substantially decrease the amount of acreage available for those who seek the true wilderness experience, to move in the boundaries somewhat in the American Fork Area, and this I would like to see done.

These are my recommendations, Mr. Chairman, and I ask the indulgence of the subcommittee in giving me time to work with the Forest Service in getting metes and bounds land descriptions of the new boundaries. I want time also to study the Forest Service recommendations, which will be presented here this morning, and which I have not yet seen.

May I take the opportunity to thank you, Mr. Chairman, for the time and consideration you have given to the Lone Peak Wilderness area—for the time you took to come to Utah during our recess in January to hold field hearings. I will appreciate your cooperation in working out boundaries which will be in the best interest of the people of Utah—and of the nation as a whole.

Senator HANSEN. Mr. Chairman, I realize you have been most patient in permitting me to raise some questions. I do have one further observation I would like to make.

I hadn't taken the opportunity to read Senator Cranston's statement before his appearance this morning. And I failed to notice in the paragraph from which I read precisely what the language is. As I read it now:

> Within the area proposed by the Forest Service are a number of manmade improvements, two well-hidden snow cabins, seven well-distributed snow measuring courses, and several cabins and barns for managing livestock. Except for the snow courses and snow cabins, the structures would be removed within 10 years after the area is designated as wilderness.

The point I would like to raise, Mr. Chairman, is I guess about 4 years ago I introduced a bill to establish a wilderness on the Teton National Forest which would include an area in which there were several grazing permits. Over the years the Forest Service has built a number of fences. They have been added to or kept in repair oftentimes by the grazing permittees. As you know, grazing use is not incompatible with wilderness.

The point I want to raise, and it is brought to mind by the statement that I have just read here, is that the Forest Service has found good and sufficient reason to build these drift fences in order better to regulate and control the grazing of livestock, and for the same reason, of course, cabins have been built from time to time. I should like to raise the question, and I direct it to those representatives of the Forest Service present here today, if they would feel that the improvements, the grazing improvements that have been placed on an area, both fences and cabins, would have as much validity to continue as would the snow cabins.

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Senator HASKELL. I think this would be an appropriate question for the Forest Service to answer, and I am sure that—are there any representatives of the Forest Service here at the moment? A representative is here and I am sure the representative will address himself to the Senator's question.

Senator HANSEN. Fine.

Senator HASKELL. First, I would like to say for the record that I would like to submit a letter from Senator Metzenbaum addressed to Senator Jackson, chairman of the Full Committee, in reference to West Sister Island National Wildlife Refuge and also a statement of the Senator from Florida, Mr. Gurney, in favor of two proposals in Florida which are embodied in S. 331 and S. 332.

[The letter of Senator Metzenbaum and statement of Senator Gurney follow:]

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
Washington, D.C., March 18, 1974.

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

DEAR SCOOP: I am pleased to respond to your letter of February 27 inquiring as to my views on the proposal to place all the lands of West Sister Island National Wildlife Refuge in the National Wilderness Preservation System as provided in S. 600.

This proposal has my full support and I welcome the opportunity to participate in passing legislation which will assure permanent preservation of the natural beauty and primeval environment of this unspoiled island in Lake Erie.

It is my understanding that extending the protection of the Wilderness Act to the 85 acres of West Sister Island will not alter its status as a national wildlife refuge, and that it will continue to be administered by the U.S. Bureau of Sport Fisheries and Wildlife.

Thank you for this opportunity to express my complete support of S. 600 as it relates to the West Sister Island wilderness proposal. I will appreciate your entering this letter in the March 19th hearing record.

With best wishes,
Sincerely,

HOWARD M. METZENBAUM.

STATEMENT OF HON. EDWARD J. GURNEY, A U.S. SENATOR FROM THE STATE OF FLORIDA

Mr. Chairman, I am pleased and honored to appear before this committee in support of S. 331 and S. 332, legislation which would establish the St. Marks and Chassahowitzka National Wildlife Refuges as national wilderness areas.

Mr. Chairman, I first introduced legislation to effectuate this change in the 92nd Congress. Since that time I am pleased to note that these two areas, although separated by several hundred of miles, but both containing invaluable and numerous forms of wildlife, have gained overwhelming support by the Department of Interior and knowledgeable residents and organizations. At this time I would like to inform the committee of the history of the St. Marks National Refuge and the importance of making this a wilderness area.

The St. Marks National Wildlife Refuge stretches long the Apalachee Bay from the Ochlockonee River to the Aucilla River, and is located about twenty miles south of Tallahassee, Florida, in Taylor, Jefferson and Wakulla counties. This refuge, some 64,000 acres, was established in 1931 under the authority of Executive Order 5740.

Established on the northern gulf coast of Florida by the Spanish in 1679, the St. Marks Refuge derives its name from Fort San Marcos de Apalachee. The fort, which is adjacent to the refuge, has during its history been occupied successively by pirates, British, Confederate and Federal forces, and is presently a State Park at the town of St. Marks.

Despite two centuries of human conflict and activity, the refuge remains largely unchanged and retains its natural unspoiled character.

S. 332 proposes that 17,746 acres of the 64,000 acre refuge be designated as wilderness within the National Wilderness Preservation System. The designation of this area will assure that the national processes will continue largely unaltered by man and give legislative sanction to preservation of the habitats contained within this area.

At present more than 300 species of birds have been recorded on the refuge; includes nearly 100 nesting species, 19 species of ducks, and has been the haven for tens of thousands of ducks and geese, totaling as many as 120,000 each year.

Mr. Chairman, this area provides a diversity of habitat that offers food, cover and protection to numerous species of wildlife, including a sizeable population of the endangered alligator. This area is one of the few remaining unspoiled, highly productive salt water marshes and deserves the high degree of protection the Wilderness Act provides.

These salt and brackish natural marshes, tidal flats and bays comprise a substantial part of the St. Marks Refuge, and to a large extent form the basis of my proposal for consideration of portions of it for designation as wilderness.

However, in addition to the value of these areas, there are many fine natural hardwood swamps which occur throughout the proposed wilderness area. Wildlife species range from night herons, nesting woodducks, and prothonotary warblers to alligators, black bears, bobcats, otters and raccoons. Pine woods also comprise a substantial amount of the refuge area and support thrifty populations of deer, wild turkey, fox squirrels, Buchman's sparrows and pine warblers.

Activities such as hunting, camping, fishing, picnicking, bird watching and other popular public uses of this refuge would be little changed by the addition of this area into the wilderness system. I have been assured by the department that it would continue its present policies and practices in this area with little modification and that designation for the areas proposed would not interfere with present management programs.

Mr. Chairman, I would like to now turn the committee's attention to another area which I feel equally deserves designation as a wilderness area—that being the Chassahowitzka National Wildlife Refuge.

Many local and national organizations which recognize the scientific and cultural importance of preserving and protecting the remnants of our unspoiled natural environment have urged that this area be designated as a wilderness area.

Consisting of some 30,514 acres, the Chassahowitzka National Wildlife Refuge extends into both Citrus and Hernando Counties. This area was designated as a refuge in 1943 because of its exceptional estuaries which support an abundant wildlife. This refuge is a fantastic wildland resource and is one of the few remaining areas on the Florida West Coast which has remained relatively untouched by the effects of man.

The original wilderness study concluded by the Department of Interior recommended that the Chassahowitzka Refuge not be changed in status as it did not conform in some areas as a wilderness. Mr. Chairman, as you are aware there are major policy questions being discussed with regard to S. 316, the Eastern Wilderness Bill. One such policy question is whether the definition of wilderness as provided for by the Wilderness Act of 1964 should be broadened to include areas which, not presently meeting the standards, could be restored to wilderness quality. As I stated in my letter to the ranking minority of the Interior Committee, the definition of wilderness contained in the 1964 act is already sufficiently broad to include areas which have been restored following some disturbance by man. I feel that the area we are discussing today is one which readily falls into this category.

Mr. Chairman, I am not going to elaborate on the characteristics of the Chassahowitzka Refuge; there are many here that can do that better than I. However, I will say that the Chassahowitzka Refuge if not fully protected may be lost because of previously existing privately owned mineral and timber rights.

Mr. Chairman, I understand that the draft environmental impact sutdy states that the "current refuge management and development plans indicate that wildlife objectives can be attained while maintaining the areas proposed for wilderness in a national, unaltered state." If these previously owned mineral and timber rights are exercised, these refuge objectives will be altered and the wildlife for which the refuge was first established, will be lost forever.

Mr. Chairman, in concluding my testimony before the committee I wish to emphasize that it was the purpose of the 1964 Wilderness Act to secure for the American people of present and future generations, the benefits of an enduring source of wilderness.

Wilderness areas are fast disappearing in this country. These two proposals would set some 48,000 acres aside to remain in their natural state for eternity. The hearings on these proposals have been extensive and have served to underscore the overwhelming desire of residents and organizations to insure the preservation of these areas. All that is needed now is for Congress to pass this enabling legislation. I fully support these proposals and I feel that by giving these areas status under the Wilderness Act, we would assure them the highest form of legislative protection. I look ahead to the days when Congress will consider placing these areas in the National Wilderness Preservation System, and therefore urge favorable and speedy committee action.

Senator HASKELL. I don't know whether Senator Domenici is here. He was next on my list.

I understand Senator Domenici is unable to attend this morning, but has submitted a statement for the record.

[The prepared statement of Senator Domenici follows:]

STATEMENT OF HON. PETE V. DOMENICI, A U.S. SENATOR FROM THE STATE OF NEW MEXICO

Mr. Chairman and members of the committee, thank you for the opportunity to testify in support of Section 18 of S. 600 which would designate certain lands in the Bosque del Apache National Wildlife Refuge as wilderness. I endorse the provisions of this Section and the Senior Senator from New Mexico and I have introduced S. 3087 which is identical to the provisions set forth in S. 600, Section 18.

The Bosque del Apache National Wildlife Refuge is about 13 miles south of Socorro and the three proposed wilderness units are situated in uplands on both sides of the Rio Grande. The three areas which would be included are: Indian Wells Unit, approximately 5000 acres; the Chupadera Unit, approximately 5000 acres; and the Little San Pascual Unit, approximately 22,500 acres.

These three areas are predominantly desert country with vegetative cover typical of the Lower Sonoran Life Zone. The common species of plants are creosote bush, black grama, and snakeweed.

Since this area was acquired in 1939 as a National Wildlife Refuge, there have been recorded 232 species of birdlife including Gambel's and scaled quail, roadrunners, desert sparrows and rock wren. The endangered Mexican black duck has also been seen in this area.

An important objective of the proposed wilderness is to assure the opportunity for people of this and future generations to enjoy a quality wilderness experience. The public use in the area will continue as it has in the past several years and will include wildlife photography, birdwatching, nature study, and research.

Mr. Chairman, I think it is important to point out that the U.S. Geological Survey and the Bureau of Mines appraisal of the proposed wilderness areas indicated no significant mineral resources on the area. The geologic environment indicates that the chances for finding oil and gas or other usable mineral resources in this area are very small. Presently, prospecting for minerals is not permitted here and designation as wilderness will not change the management practices now in effect for the refuge.

Again, thank you, and I hope the committee will act favorably by reporting this proposal to the Senate.

Senator HASKELL. Our next witness is Congressman Burgener of California.

STATEMENT OF HON. CLAIR W. BURGENER, A U.S. CONGRESSMAN FROM THE STATE OF CALIFORNIA

Mr. BURGENER. I am Congressman Burgener from Riverside and San Diego Counties. I have the privilege of representing the district which would include the Agua Tibia and I appear in very strong and unqualified support of Senator Cranston's position on S. 110.

I think rather than read my statement, I can save the time of the members by briefly paraphrasing.

Senator HASKELL. And it will be reproduced in full in the hearing record.

Mr. BURGENER. There is a difference of opinion between the Forest Service and the local residents. I think this point is a friendly difference and all parties are approaching it in that spirit of good will. The difference of opinion is over the size of what the wilderness area should be. The Forest Service is proposing 11,500 acres, approximately, and all of the conservation groups as well as many, many, individual citizens recommend 16,500 acres so there is about a 5,000-acre disparity, and the arguments have to do with fire roads and access for fire protection, which all of us are interested in, indeed. I feel these problems are not insurmountable and somehow can be compromised and worked out in terms of fire protection, but the one point I would like to leave with the committee is this: Within a 1- to 2-hour automobile drive of this area, which is a beautiful area, there now live 10 to 12 million people. All of the people in the Los Angeles Basin, San Diego, Orange, Riverside, and San Bernardino Counties would be served by this. So here you have an immense area that could be used for backpacking, nature studies, and a great variety of things, other than development, within the wilderness state with 10 to 12 million people within a 1- to 2-hour availability. And I think it is most important the area be absolutely as large as we can possibly make it.

Mr. Chairman, that is my statement. I feel very strongly about it and I appreciate very much your consideration.

Senator HASKELL. Thank you very much, Congressman. We appreciate your appearing here. I have no questions. You have made your viewpoint clear.

Senator Hansen.

Senator HANSEN. I have no questions, sir.

Senator HASKELL. Thank you, sir, very much indeed. I appreciate it.

[The prepared statement of Congressman Burgener follows:]

STATEMENT OF HON. CLAIR W. BURGENER, A U.S. CONGRESSMAN FROM THE STATE OF CALIFORNIA

Mr. Chairman; I appreciate this opportunity to bring to the attention of this Sub-Committee the feelings of many of my constituents who are directly affected by the decision this Congress will make on the Agua Tibia Primitive Area.

The Agua Tibia area straddles the border between Riverside and San Diego Counties in Southern California. It is a precious expanse of chaparral preserving some of the last remaining examples of an environment which was once abundant in California.

The Forest Service has, as you know, come forward with a recommendation which would designate some 11,920 acres of the Agua Tibia Primitive Area as Wilderness lands under the Wilderness Act.

Some of the exclusions are such that argument does not exist. For instance, exclusion number six (by far the largest at over 8,500 acres) is within the Mission Indian Withdrawal and not subject to the terms of the Wilderness Act. Exclusion 4 is private land as is exclusion number 5.

Other exclusions, however, are the subject of controversy among many of my constituents. These individuals are rightfully concerned that the maximum acreage be assigned the protection of Wilderness designation in order to insure the benefit of this beautiful area for future generations as well as today's population.

Exclusion number one and three are of considerable controversy.

Exclusion number one would exempt over 4,500 acres of national forest land from wilderness classification in order to maintain roads which local residents believe should be abandoned.

Exclusion number three proposes to withhold another 590 acres in order to maintain the Woodchuck Road.

I most strongly urge that this sub-committee give every possible consideration to Senator Cranston's S–110 and the concept of maximum wilderness protection for the maximum acreage of the Agua Tibia area.

Senator HASKELL. Before our next witness I would like to place in the record a statement by Senator Hollings concerning the Cape Romain National Wildlife Refuge in South Carolina.

[The prepared statement of Senator Hollings follows:]

STATEMENT OF HON. ERNEST F. HOLLINGS, A U.S. SENATOR FROM THE STATE OF SOUTH CAROLINA

Mr. Chairman; I am pleased to appear before this subcommittee concerning legislation I have introduced to designate certain lands in the Cape Romain National Wildlife Refuge, South Carolina as a wilderness area under the Wilderness Act of 1964 (P.L. 88–577).

The Cape Romain National Wildlife Refuge located in Charleston County, South Carolina, consists of a 60,000 acre wilderness of salt marshes and sea islands which stretches for about 15 miles on the coast of South Carolina. Established in 1930 as a refuge to preserve habitat for waterfowl, shorebirds, endangered species and native game animals, Cape Romain is one of the more important coastal reguges in the country. Year-round use is made of the area by the various migratory species. Shorebirds flock to the sand islands to nest and raise their young—terns, gulls, oyster-catchers, black skimmers, and brown pelicans number into the thousands each year. It is also one of the few areas on the eastern seaboard that attracts a sizable number of the Eastern brown pelican, an endangered species. These marshes and saltwater creeks are rich with fish, oysters, shrimp and other marine organisms that spawn, feed and grow there. This refuge has been a favorite spot for shrimpers, oyster gatherers and commercial fishermen. Much of the economy is tied to the sea even today.

It is important that we preserve this refuge as so many other acres of estuarine habitat disappear. My bill, S. 216, would authorize the inclusion of approximately 28,000 acres of the wild and undeveloped area of the Cape Romain Wildlife Refuge as wilderness. By definition under the Wilderness Act, a wilderness area shall be devoted to public purposes of recreational scenic, scientific, educational and historical use. Cape Romain offers an unusual opportunity for public enjoyment. Salt water fishing and boating are the most common uses made of the refuge. While these activities are quite popular, use of land areas for birding and nature study is quite common. In addition, hunting & camping have been enjoyed on certain parts of the refuge.

By including this area in the wilderness system we will protect this stretch of shore and estuarine habitat from urban and industrial pollution. It is imperative that this refuge be left in its present unmarred condition for the benefit of the shorebirds, marine life, migratory waterfowl, and endangered species which use the area as well as those people who enjoy this natural environment. The present use of pleasure boats and commercial fishing crafts in the waters and the gathering of oysters would not be affected by wilderness deisgnation. Camping, beachcombing, hunting, fishing and nature study would continue to be permitted on the refuge subject to regulations to keep these activities compatible with wildlife use. In addition, the remaining 30,000 acres which will continue to be under State jurisdiction would benefit from a wilderness designation of the refuge land as the land and waters are ecologically one intricate wildlife and biological habitat, each dependent on the other.

I urge this Subcommittee to consider this legislation favorably so that we may preserve the wild "paradise" for future generations.

Senator HASKELL. Our next witness is Congressman Charles W. Sandman, Jr. of New Jersey.

STATEMENT OF HON. CHARLES W. SANDMAN, JR., A U.S. CONGRESSMAN FROM THE STATE OF NEW JERSEY

Mr. SANDMAN. Gentlemen, I am not going to read the entire statement.

Senator HASKELL. It will be included in the record in full.

Mr. SANDMAN. It pertains to the Brigantine Wildlife Refuge which is in the Second Congressional District of New Jersey. It is located approximately 10 miles north of Atlantic City. This particular area is entirely virgin. Although we are one of the most densely populated States in the Union, this particular area is all marshland. It embodies 16,800 acres and in the House version unfortunately they only approved 4,250 acres of this land to be included in the wilderness area.

And the only point I would like to make here this morning, gentlemen, is the difference of opinion—reluctantly I went along with what they agreed to take at this early date, but I am hopeful the Senate in its wisdom will include the entire 16,800 acres.

The argument that was used there is on the fourth page of my remarks. Their argument was that certain parts of the fringe had some little bit of development in it and for that reason they only wanted to take the northern tract which was 4,250 acres, a drastic difference from what is available.

No one is asking that any of the improved area be put in the Wilderness Area. Certainly I am not. If we exclude everything that has any kind of a road on it even, the most that could be excluded from the entire tract would be only 1,435 acres, which surrounds two areas, one called the East Pool and the other called the West Pool and some tiny holdings on Oyster Creek and Motts Creek Landing. They really are not developed either. All they are are a couple of little landings that have been made by squatters and have no title at all, but there is no improvement in either of those areas.

This is the last real large area that we have remaining and we hope the Senate, when this bill does go to conference, will fight for the entire 16,800 acres.

Senator HASKELL. Basically, Congressman—we will have somebody from Interior here, too, Mr. Bohlen will be next—the dispute seems to me, there are quite a few acres under dispute and their position is that there has been some development in the 10,000 acres that they would exclude. Is that roughly their position?

Mr. SANDMAN. That is their reason, sir, but if you took all of the area that even had a load on it, we are only talking about 1,435 acres.

Senator HASKELL. I will then ask Mr. Bohlen, in his statement I believe he addresses it, to address it more thoroughly.

Thank you very much for appearing.

[The prepared statements of Congressman Sandman and Senators Case and Williams follow:]

STATEMENT OF HON. CHARLES W. SANDMAN, JR., A U.S. CONGRESSMAN FROM THE STATE OF NEW JERSEY

Mr. Chairman, I appear before this distinguished Subcommittee this morning to support the proposed legislation to designate some 16,800 acres of the Brigantine National Wildlife Refuge as wilderness.

I represent the Second Congressional District of New Jersey in the U.S. House of Representatives. The entire parcel under consideration lies within my Congressional District.

It is my contention, and the contention of an overwhelming majority of concerned citizens in New Jersey, that virtually all of what is presently the Brigantine Wildlife Refuge should be designated as federally protected wilderness.

That means approximately 16,800 acres, not just the 4,250 acres I am sad to say has been recommended in the House version of the Omnibus Wilderness Bill.

I am pleased that New Jersey's two United States Senators, the honorable Clifford P. Case and the honorable Harrison A. Williams, are also advocating the large parcel, not just one-fourth of the area.

Over the past year, I have examined all of the arguments on the size issue and have concluded there is no good reason not to include the 16,800 acres in the proposed wilderness designation.

There is tremendous strength to the reasons why we should. As one of the most densely populated states in the nation, New Jersey is subject to incredible development pressures, particularly in the relatively undeveloped region I represent in Congress.

Unless we have the foresight now, in 1974, to set aside precious undeveloped, natural sections of the Garden State, I fear that by the 1980's, the development pressures will have been so intense, so lucrative and so subject to political whim that my State will be totally paved and developed. We cannot allow this to happen.

The State government in New Jersey has moved ahead in its jurisdiction and within the limited finances available to the State. This proposal to set aside 16,800 acres at Brigantine as the Brigantine Wilderness would be a great contribution from the federal level.

From my point of view, Mr. Chairman, and from the point of view of every taxpayer in the Second Congressional District of New Jersey, it is important to note that increasing the porposed wilderness area from 4,250 to 16,800 acres involves no additional expense.

I will not dwell on the many compelling reasons for including the entire Refuge in the wilderness. There are many advocates of this proposal. To my knowledge, and this opinion results from reading approximately 200 letters from New Jerseyans on this subject, there are no opponents to the 16,800 acre proposal from my state.

There is a parliamentary impasse on this legislation at the present time. The House Interior Committee's Public Lands Subcommittee is recommending the 4,250 acre parcel. I testified against that acreage limitation on April 12, 1973 and again on February 5th, 1974. I have consistently stated that I strongly favor the larger parcel.

Lacking agreement on the full size from the Subcommittee in the House, I sought and secured a committment that if, for whatever reasons, we have to settle for the smaller acreage now, additional hearings will be held later this year in the House to expand Brigantine to the full size we from New Jersey are requesting. Still, I am not satisfied there is adequate reason for refusing to include the entire 16,800 acres in this original Wilderness legislation.

Accordingly, I urge this Committee to favorably report a Wilderness bill that includes the 16,800 acres of the Brigantine parcel.

If the bill goes to conference, I urge the Senate Conferees to stand firm on the 16,800 version of the bill.

In the meantime, I am appealing once again to the House Interior Committee. And when the House considers the bill, I will continue to press for the larger acreage designation.

The argument that was used before the House Subcommittee against the 16,800 acre parcel was that there is some development along the fringes of the proposed Wilderness area. I agree that we do not want to include developed areas.

The 16,800 acre parcel I urge be adopted represents the entire Brigantine National Wildlife Refuge, minus the areas occupied by existing roads, cottages and present management facilities.

Areas to be excluded from wilderness designation, would be approximately 1,435 acres around the East and West Pools, and small holdings at Oyster Creek and Motts Creek landing.

Thank you for this opportunity to express my convictions on this matter, Mr. Chairman. The proposed Brigantine Wilderness is very important to Atlantic and Ocean Counties and for that matter, for all of Southern New Jersey.

From the Office of Senator Clifford P. Case (R-N. J.)

FOR RELEASE: P.M. Newspapers, Tuesday, March 19, 1974

SENATOR CASE MAKES A STRONG BID FOR APPROVAL OF AN EXPANDED WILDERNESS AREA MADE UP OF PORTIONS OF THE BRIGANTINE NATIONAL WILDLIFE REFUGE IN NEW JERSEY

Senator Clifford P. Case today urged a Senate Subcommittee to approve legislation to designate about 16,700 acres of the Brigantine National Wildlife Refuge as a wilderness area.

The Senator, in a statement prepared for presentation to the Subcommittee, itemized his differences with an Administration proposal which would designate only 4,250 acres of the Refuge as wilderness.

Although the Senator originally introduced the Administration bill, he called attention to the fact that he had said at the time that he planned to review Administration objections to additional areas being designated and offer an amendment to expand the proposal if he believed that was justified.

Senator Case introduced his proposal for an expanded wilderness area last July 9, along with Senator Williams.

Earlier this year, the House approved a bill designating 4,250 acres of the Brigantine Refuge as a wilderness area. Senator Case today sought to persuade the Senate Interior Committee's Subcommittee on Public Lands to expand on the House action to include at least the Holgate Peninsula and the mainland marshlands sections of the Refuge under the protection of the Wilderness Act.

Text of Senator Case's statement follows:

STATEMENT BY SENATOR CLIFFORD P. CASE FOR SUBMITTAL TO THE SENATE INTERIOR COMMITTEE'S SUBCOMMITTEE ON PUBLIC LANDS IN CONNECTION WITH HEARINGS ON THE SENATOR'S PROPOSAL TO DESIGNATE PORTIONS OF THE BRIGANTINE WILDLIFE REFUGE AS A WILDERNESS AREA, AT 10 A.M., TUESDAY, MARCH 19, 1974

I appreciate the opportunity to present to the Subcommittee my views on proposals to designate portions of the Brigantine National Wildlife Refuge in New Jersey as part of the National Wilderness Preservation System.

In February of last year, I introduced, on behalf of the Administration, S. 777, a bill to designate 4,250 acres of the Brigantine Wildlife Refuge as a wilderness area.

At that time, I emphasized that 4,250 acres was the minimum area of the Refuge that should be given the additional protection as a wilderness area. I said I intended to consider the possibility of proposing additional areas of the Refuge that could appropriately be designated as wilderness.

On July 9, I offered, on behalf of Senator Williams and myself, an amendment to S. 777 to increase the area to be designated as wilderness under the bill. Our amendment will designate a total of about 16,800 acres of the Refuge as a wilderness area.

S. 777, without our amendment, proposes wilderness status only for Little Beach Island and a group of associated salt marsh islands east of the intercoastal waterway. There is unanimous agreement, I believe, that this area deserves the highest priority and that it represents the essential core of a wilderness area.

Our amendment proposes designation of three additional areas -- 256 acres of the Holgate Peninsula; Shad Island, an island of about 100 acres that lies just to the east of the intercoastal waterway; and the largest part of the Refuge, the marshlands on the mainland.

I reviewed carefully the reasons offered by the Bureau of Sports Fisheries and Wildlife for not including these additional areas in its proposal for designating only Little Beach Island and its associated islands as wilderness.

Following are the Bureau's comments about each of these areas and my own views on these areas:

1. Holgate Peninsula. The Bureau pointed out that its ownership extends only to mean high tide with the State of New Jersey owning riparian rights. The Bureau said "thousands of people use the riparian lands for boating, swimming, sunbathing, fishing and beach buggy use, which eliminates any opportunity for solitude or wilderness-type recreation on this part of the refuge. Further, there are no unique ecological or geological features present on the peninsula. Our plans are to retain this portion of the refuge in a natural state, thus achieving de facto wilderness status without official designation."

It should be pointed out here that the Wilderness Act seeks to preserve areas that show no substantial evidence of the presence of man but does not seek to preserve areas which cannot be used by man.

Access to the area between low and high tide on the Holgate Peninsula is controlled by Long Beach Township, which prohibits overnight camping. The only vehicles that are permitted to enter are beach buggies that can travel only in the wet sand area, no further than 25 feet above mean high tide.

The management of the area has successfully protected the fragile sand dunes and beaches which are particularly valuable as a nesting area for skimmers and terns. The fact that the bird population of the peninsula has increased dramatically in the last two years demonstrates, I believe, that public use of the beaches has not been, and need not be, detrimental to administering the area as a wilderness.

If Congress were to be satisfied with "de facto wilderness" which can be expanded or contracted at the discretion of the Administrative branch of government without consulting Congress, there would be no need for the statutory protection provided by the Wilderness Act for wilderness area anywhere in the country. I believe the Holgate peninsula deserves the statutory protection of designation under the Wilderness Act.

2. Shad Island. The Bureau pointed out that Shad Island currently is an approved site for disposition of spoils dredged from the Intercoastal Waterway. "Continued use of these sites will help safeguard far more valuable estuarine habitat represented in potential spoiling sites," the Bureau said.

At the time we submitted our amendment, Rutgers, the State University of New Jersey, was conducting a study for the Corps of Engineers of alternative means of disposing of dredge spoils from the Intercoastal Waterway in the area of Shad Island. Preliminary reports indicated an acceptable alternative might be found. The Rutgers study now has been completed. In essence, the study concluded that there was no acceptable alternative site.

Therefore, the Subcommittee may want to exclude this area from the proposed Wilderness designation. This could be done without detracting from the designation of the other 16,700 acres proposed as wilderness under our amendment. If alternative means of disposing of the spoils are found in the future, we could, of course, propose wilderness status for the Island at that time. It has already been shown that once the dumping of the spoils is halted, Shad Island begins to revert to its natural state.

3. The mainland marshlands, west of the Intercoastal Waterway. The Bureau said it excluded this area from consideration for wilderness designation because it wanted to maintain a system of mosquito control ditches and because the area might be needed in the future for construction of artificial impoundments for wildlife habitat.

I disagree with the Bureau on both points.

The best answer to the mosquito control problem in the Refuge area is to prevent contamination of the water. Clean water does not serve as a breeding ground for mosquitos.

The Bass and Mullica Rivers which feed into these marshlands are perhaps the cleanest rivers in the New Jersey coastal area and the quality of these waters is improving as improved treatment practices are being put into effect.

The Commissioner of the Atlantic County Mosquito Control Extermination Commission has stated that no mosquito control ditching has been carried out on the Refuge south of Oyster Creek for more than 20 years. This area, which is returning to its natural state, represents about three-fourths of the land area of the refuge. It should be allowed to continue its reversion to the state in which it was found by early settlers in this area.

There has been no ditching on any of the Refuge lands in the past three years and there has never been any ditching on about 1,800 acres north of Oyster Creek.

Cross sections of the ditches that do exist vary from less than one square foot to less than four square feet and the majority of them are of the smaller size. They are observable only from the air.

Our amendment would exclude from the wilderness area bout 4,000 acres of the Refuge on which two impoundments have been constructed to provide a habitat for certain types of wildlife. This area contains sufficient space for an additional impoundment if that is considered necessary in the future.

But it should be pointed out that two of the most valued species of wildfowl, Black Ducks and Atlantic Brant, depend on natural estuarine habitat and impoundments deprive them of the natural marshlands they need for survival.

In its comments on the mainland marshes, the Bureau did not refer to the fact that two corridors, known as Oyster Creek and Motts Creek Landing, contain residences, fishing enterprises and a restaurant.

The corridors are very small parts of the surrounding tidal marshes but they do not meet the criteria for wilderness areas. Therefore, we propose exclusion of these corridors from the wilderness area. There is precedent for exclusion of road areas such this in other actions taken in regard to wilderness designation, particularly in regard to logging roads.

We believe it is urgent that the largest possible area of the Brigantine Refuge, surrounded as it is by the relentless exploitation of man, be given the statutory protection of designation as wilderness so that its pristine quality will remain for future generations.

STATEMENT OF HON. HARRISON A. WILLIAMS, A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Mr. Chairman, I appreciate this opportunity to register my support for estabment of 16,800 acres of the Brigantine National Wildlife Refuge in New Jersey as a wilderness area.

New Jersey has a special need for this kind of preserve. New Jersey is the most densely populated state in the country, and there are, at the present time, only six acres within the state which are administered under the Wilderness Act. Along the Eastern Seaboard, there is not a single coastal wilderness area between the states of Massachusetts and Florida.

The New Jersey coastal area from Raritan Bay in the north to the beaches of Wildwood and Cape May in the south has been well developed over the years. Visitors are able to take advantage of the many commercial interests that have been established in these areas. Brigantine, however, offers relative solitude in a clean, untouched section of the coastal land and water along New Jersey's Atlantic Coast. If Brigantine is not designated as wilderness, this area will be susceptible to commercial development resulting from the rapidly spreading urbanization that is occurring along the entire Eastern coastline.

Brigantine is an established Wildlife Refuge. An area designated as a wildlife refuge, however, does not receive the same kinds of strict statutory protection that is afforded an area classified as wilderness. Administration of an area under the Wilderness Act completely rules out the use of mechanical equipment. But this protection can only be provided by an Act of Congress; there is a clear need to give firm statutory protection to the Brigantine area.

When an area is designated wilderness, the Department of the Interior seeks to preserve and maintain lands and waters that have not been substantially touched by development. While individuals are not prohibited from using wilderness areas, the intensity of that use can be controlled by the Department. Although the original bill would have only provided for the establishment of 4,250 acres as wilderness, I joined with Senator Case in sponsoring an amendment to this bill to designate an additional 12,550 acres as wilderness area.

The original acreage included the Little Beach Island and a group of western salt marsh islands. Little Beach is essentially a barrier island that protects the inland environment from possible ravage by the Atlantic Ocean. The Island and its neighboring complex of salt marsh islands is remote and unspoiled. The dunes and the marshes offer protected nesting and feeding places for wildlife. This area offers people peace and solitude as well as providing an outdoor laboratory for various studies by schools and universities. This area definitely deserves top consideration for inclusion in the wilderness system.

Establishment of the entire 16,800 acres as wilderness would ensure, however, that this area would be protected from development pressures in the years to come. The entire area provides a habitat for many forms of wildlife. The Refuge is a prime waterfowl sanctuary. One vanishing species of bird that Brigantine supports is the brant. The population of this small goose species has dropped from 200,000 to 25,000 in the past two years. Two fresh water pools within the salt marshes are nesting places for a variety of ducks, geese and other marsh birds. During spring migration the shallow waters are a haven for waterfowl, shore birds and water birds. The salt creeks and small bays are the habitat for many species of fish, shell fish and other marine animals and plants. The diamondback terrapin, which was at one time nearly extinct due to commercial use, now abounds in the larger tidal streams and little bays. The waters of Brigantine are still unpolluted due to the lack of development in neighboring areas, and the beaches remain clean and unspoiled.

The Department of the Interior has proposed establishing only the original 4,250 acres as wilderness, while holding the remaining 12,550 acres in "de facto" wilderness. However, this would not allow the Department of the Interior to impose the regulations that will be needed to protect this area from the possibility of further destruction by man. Brigantine offers many New Jersey residents a place to escape from the densely populated urban areas of the state. In order to continue to afford people the opportunity to relax in this untouched, peaceful environment, the entire 16,800 acres should be included in the wilderness system. This more substantial transfer would provide the critically needed protection for the last potential winderness area in our state.

Wilderness designation of the entire 16,800 acres will benefit the wildlife resources of the Brigantine refuge by protecting their habitats from human manipulation and from construction of inappropriate facilities. At the same time,

however, wilderness designation will not seriously disrupt the public use of this land. By establishing Brigantine as a wilderness area, we will be able to preserve the main attraction of this refuge: its natural beauty and the abundant and healthy wildlife population.

Senator HASKELL. Our next witness is Mr. Bohlen.

STATEMENT OF HON. E. U. CURTIS BOHLEN, DEPUTY ASSISTANT SECRETARY, FISH AND WILDLIFE AND PARKS, DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY JIM GILLETT, CHIEF WILDERNESS PLANNER, BUREAU OF SPORT FISHERIES AND WILDLIFE; RICHARD GRIFFITH, REGIONAL DIRECTOR, NORTHEAST REGION, BOSTON; AND ROYSTON RUDOLPH, ASSISTANT REGIONAL REFUGE SUPERVISOR, SOUTHEAST REGION, ATLANTA

Mr. BOHLEN. Mr. Chairman, I am E. U. Curtis Bohlen, Deputy Assistant Secretary for Fish and Wildlife and Parks.

I am extremely pleased to appear before your committee in behalf of the Department of the Interior to testify on S. 216, S. 331, S. 332, S. 600, S. 777, and S. 3020, bills to designate certain lands in the National Wildlife Refuge System as wilderness.

We plan to complete our review of refuge lands to determine their suitability for designation as wilderness on schedule as required by the Wilderness Act. Recommendations to Congress on an additional 47 refuge proposals will be forthcoming before September 3, 1974. Therefore, we are hopeful that our testimony today will assist the committee in obtaining congressional action on some of these earlier proposals.

My statement will review those wilderness proposals being considered today where there is a nonconforming feature which we think should be noted by the committee or where legislative proposals have been introduced which would alter the administration's recommendations. A detailed statement and maps on each wilderness is being submitted for the record.

Senator HASKELL. It will be received and reproduced in full at the conclusion of your statement.

Mr. BOHLEN. There is agreement on the Farallon, Chamisso, Florida Keys, Moosehorn, St. Marks, Chase Lake, and the Lostwood Wilderness proposals as they appear in the bills under discussion today, and we recommend enactment of legislation to include these areas in the wilderness system. In the case of Florida Keys we would like the record to show that we are reserving the right to conduct controlled burning on certain keys as a management tool to insure the survival of the endangered key deer.

WEST SISTER ISLAND WILDERNESS

Section 3 of S. 600 would designate lands of the West Sister Island National Wildlife Refuge as wilderness. A lighthouse exists on the southwest point of the island which was erected in 1848 and is of historic value and interest. It has been automated since 1937, and the Coast Guard spends an hour cleaning the globe and checking the batteries four or five times a year. We recommend that the lighthouse be included within the wilderness area because of its historic value.

SIMEONOF WILDERNESS

Section 5 of S. 600 would designate land within the Simeonof National Wildlife Refuge as wilderness. Issues that we would like to bring to your attention are as follows:

In Assistant Secretary Reed's testimony presented to this committee on May 5, 1972, it was indicated that the grazing permit currently in force on the island would not be reissued after it expired in 1981. We would like to clarify our statement by explaining that the grazing is continually monitored, and at the present the permitted grazing appears to do little damage to the island's habitats. We will continue to monitor the grazing and make adjustments as required. Wilderness designation would not preclude grazing.

The Department had recommended that 131 acres be excluded from wilderness status because the area contains some old ranch buildings and there may be a future need to build a small patrol cabin on the island. Others have recommended that these 131 acres be designated as wilderness despite the presence of these manmade structures. We propose now that this acreage be designated as a potential wilderness addition, to automatically become wilderness at such time as the existing grazing permit expires and the buildings and fences are removed. We would reserve the right to construct and maintain a small patrol cabin in this area of wilderness, if such cabin is the minimum necessary for the protection of the wilderness and the wilderness visitor.

The Simeonof National Wildlife Refuge was established primarily to protect sea otters and as such the refuge encompasses not only the islands but also adjacent waters and water bottoms. We recommend that the entire refuge be included within the wilderness. If the water is included we believe that the provisions of the Wilderness Act concerning motors would apply. However, it is our belief that boats and float planes could continue to use the embayment for storm shelter and to carry out necessary administrative functions.

IZEMBEK WILDERNESS

We recommend section 6 be deleted from S. 600 as we do not believe Izembek National Wildlife Range should be designated as wilderness at this time.

Assistant Secretary Reed testified before this committee on May 5, 1972, that with the enactment of the Alaska Native Claims Settlement Act, lands for 17 cabin sites, 3 Native villages and numerous historical sites may be selected by the Natives within the area of the range recommended by the President for wilderness designation. We, therefore, recommend that no further action be taken on this posposal until Native selections are made and this Department can determine the impact of them on the proposed wilderness.

BRETON WILDERNESS

We recommend enactment of section 7 of S. 600 which would designate certain lands within the Breton National Wildlife Refuge as wilderness. The only visible improvement of the lands recommended for wilderness is the U.S. Coast Guard Lighthouse on the northern-

most island of the Chandeleur chain. This beacon will operate as a self-contained light requiring only periodic servicing. The proposed Breton Wilderness should be amended to permit continued use of this historic lighthouse.

One buried oil and gas pipeline crosses the refuge.

All lands above mean high tide except for an area under lease to Kerr-McGee Oil Industries are recommended for wilderness, and the wilderness proposal presently encompasses about 5,000 acres.

SAN JUAN ISLANDS WILDERNESS

Section 8 of S. 600 would designate lands within the San Juan National Wildlife Refuge and Matia Island National Wildlife Refuge as wilderness. Since the President's original recommendations were sent to Congress, we have learned that 16 of the islands which were to be added to the refuge and made a part of the wilderness may not be available for withdrawal due to a prior claim. Therefore, we recommend that 7 islands presently within the National Wildlife Refuge System be classified as wilderness and that 58 federally owned islands which are being withdrawn and which will be made a part of the refuge should be designated now as potential wilderness additions and automatically become wilderness at such time as they become part of the refuge system.

WOLF ISLAND WILDERNESS

We recommend that section 11 of S. 600 be amended to read:

certain lands in the Wolf Island National Wildlife Refuge, Georgia, which comprise about four thousand seven hundred and twenty acres and which are depicted on a map entitled "Wolf Island Wilderness" and dated March 1971, (revised) March 1973, are hereby designated as wilderness.

Subsequent to the President's recommendations to Congress, the Bureau of Sport Fisheries and Wildlife acquired title to all lands within the refuge boundary. The entire refuge qualifies for wilderness status, and we recommend that the wilderness encompass the entire refuge.

CAPE ROMAIN WILDERNESS

I am pleased to recommend the enactment of section 12 of S. 600 or S. 216, which has identical provisions, to designate certain lands within the Cape Romain National Wildlife Refuge as Wilderness.

The only man-made structures within the 28,000 acres recommended for wilderness are two lighthouses on Lighthouse Island and a wooden boat dock and a dike on Cape Island. The dock is practically all in tidal waters and the dike blends with the landscape. The lighthouses, although inoperative, have considerable historical and romantic interest for local residents. They do not detract from the wilderness character of the Cape Romain wilderness proposal.

BRIGANTINE WILDERNESS

I am pleased to recommend enactment of section 14 of S. 600 or S. 777, which has identical provisions, which would designate certain lands of the Brigantine National Wildlife Refuge as wilderness.

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We must oppose amendment 305 which would designate an additional 14,550 acres as wilderness. There was support at the public hearing for designation of additional lands of the refuge as wilderness. Generally, these lands can be broken down into three areas as follows:

1. Holgate Peninsula

This area includes 256 acres and Federal ownership extends only to mean high tide. The State of New Jersey owns the land below mean high tide and permits use of its lands for recreational use including boating, swimming, fishing and beach buggy use. While we plan to maintain the area in a natural state, there is a remnant of an old snow fence at the north end of the area. In addition, a temporary fence is placed around a nesting skimmer colony at the south end of the point to offier a small measure of protection for the birds.

The area is small and a noncontiguous portion of the refuge, and for these reasons we recommend that it not be designated as wilderness. Regardless of whether it is designated as wilderness, we plan to continue to manage it in its natural state with the exceptions as previously mentioned.

2. Shad and associated islands

These areas are currently approved soil disposition site for maintenance dredging of the Intracoastal Waterway. Continued use of these sites will help safeguard far more valuable estuarine haitat represented in potential alternative spoiling sites, including a rookery used by herons, egrets and ibis just south of the refuge boundary.

3. Marshland west of the Intracoastal Waterway

Literally, hundreds of miles of mosquito ditches lace the marshes and are a part of New Jersey's control program for the salt marsh mosquito. The marshlands, which were acquired with Migratory Bird Hunting Stamp funds, are recognized as important and valuable estuarine habitat. As similar estuarine habitats are destroyed along the east coast, those protected within the refuge will become even more valuable to the waterfowl resources of the area. The future need for more intensive management of the marshes is a very real possibility, and construction of additional impoundments similar to the two already in existence on the refuge may be required if we are to adequately provide for the waterfowl resources.

For these reasons we recommend that Amendment No. 305 not be enacted, and we continue to recommend that Little Beach Island, Egg Island, Salt Island, Elder Island, and approximately 12 other closely associated unnamed marsh islands totaling 4,250 acres within the Brigantine National Wildlife Refuge be designated as the Brigantine Wilderness Area and be made a part of the National Wilderness Preservation System.

Mr. Chairman, I understand that Russell Cookingham, Director, Division of Fish Game & Shellfisheries of the State of New Jersey, will be submitting a statement for the record in support of our position.

BLACKBEARD ISLAND WILDERNESS

I am pleased to recommend enactment of section 15 of S. 600 which would designate certain lands of the Blackbeard Island National Wildlife Refuge as wilderness.

I would like to point out that our plans for a refuge headquarters on the island include a much needed electric power supply, the right-of-way of which must necessarily traverse the proposed wilderness. Since the powerline will be installed underground, its presence will not compromise the wilderness character of the area.

Periodic motor patrols along the beach and existing woodland trail within the area proposed as wilderness are essential to assure adequate protection to nesting sea turtles as well as the other wildlife and flora of the refuge. For the record, we would reserve the right under the wilderness designation to continue this existing use as necessary.

CHASSAHOWITZKA WILDERNESS

I am pleased to recommend enactment of section 16 of S. 600 which would designate 16,900 acres within the Chassahowitzka National Wildlife Refuge as wilderness.

We recommend against enactment of S. 331 which would place 30,514 acres in wilderness. S. 331 would covert virtually the entire refuge to wilderness and totally negate our very active and essential management program conducted on areas outside the recommended 16,900-acre wilderness area.

We would like to point out that much of the 16,900 acres of the recommended wilderness area is submerged lands acquired as part of the refuge. The submerged lands continue to remain undeveloped and pristine in character, and we feel they should be preserved in this State by wilderness designation. Traditional compatible uses of the water surface and water column such as fishing, boating and hunting could continue subject to such restrictions as the Secretary of the Interior deems necessary.

BOSQUE DEL APACHE WILDERNESS

No issues have surfaced on section 18 of S. 600 which would designate certain lands within the Bosque del Apache National Wildlife Refuge as wilderness. We therefore recommend enactment of that section but would like to point out for the committee's information that a pipeline, buried in 1954, runs most of the length of the Little San Pascual unit. The scar is still visible but healing with time. The pipeline right-of-way would not be abrogated by wilderness designation, and routine inspection of that portion in the wilderness proposal can be done by aircraft. The Chevron Oil Co. on December 14, 1972, confirmed their surveillance of the line is normally by air but that they must retain the right of vehicle access for maintenance, if required. The company has advised it has no objection to wilderness under these conditions. We suggest that the committee favorably consider this unit as it did the Salt Creek wilderness established by Public Law 91–504 and reported in House Committee Report 91–1441 which also is crossed by an underground pipeline. The company also states the Department of Transportation requires calling attention to the buried line by appropriate signs.

This concludes my statement. I will be pleased to answer any questions the committee might have.

[The detailed report and accompanying maps submitted by Mr. Bohlen follow:]

STATEMENT OF E. U. CURTIS BOHLEN, DEPUTY ASSISTANT SECRETARY FOR FISH AND WILDLIFE AND PARKS, DEPARTMENT OF THE INTERIOR, BEFORE THE SUB-COMMITTEE ON PUBLIC LANDS, SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE, ON S. 216, S. 331, S. 332, S. 600 and S. 777, BILLS TO DESIGNATE CERTAIN LANDS IN THE NATIONAL WILDLIFE REFUGE SYSTEM AS WILDERNESS, ON MARCH 19, 1974.

Mr. Chairman, I am E. U. Curtis Bohlen, Deputy Assistant Secretary for Fish and Wildlife and Parks.

Mr. Chairman, we recommend enactment of Section 1 of S. 600 which would designate certain lands within the Farallon National Wildlife Refuge as wilderness.

This proposed wilderness contains 141 acres of the Farallon National Wildlife Refuge. The refuge consists of the emerged land of four rugged and picturesque island groups above mean high tide. It extends over about seven miles of Pacific Ocean, 28 miles offshore from San Francisco in San Francisco County, California. The proposal includes all the islands except the 70-acre southeast Farallon Island which has an extensive lighthouse installation. Personnel from the Point Reyes Bird Observatory are residents on the island and Coast Guardsmen stay overnight on an intermittent basis.

Middle Farallon is a single rock, 50 yards in diameter and 20 feet high. The North Farallons are four miles to the north in two clusters of bare precipitous rocks. They reach a height of 155 feet. Noonday Rock, three

miles further to the north, is awash most of the time and is a feeding ground for diving birds.

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

Geologically, the Farallon Islands are a granitic formation of a decomposing crystalline type. There are some pockets of shallow soil, particularly on the less vertical portions of southeast Farallon. No significant mineral deposits are known to exist on any of the islands.

The climate is characterized by frequent strong winds and dense fog. Rainfall occurs mainly during winter with summer moisture usually limited to damp fogs. Annual precipitation is approximately 10 inches.

Vegetation is sparse. Farallon weed, a plant indigenous to the islands, predominates. Fourteen other native plants, 68 marine algae, and six lichens have been identified on southeast Farallon and most of these occur on certain of the other islands as well.

The refuge preserves the natural condition of the islands and provides protection to some 200,000 nesting sea birds of 11 species. There are no active habitat management programs on the islands. The cormorant colony complex is the largest on the Pacific Coast outside Alaska. Also

present are the Cassin's auklet, western gull, ashy petrel, common murre, tufted puffin and black oystercatcher. The California and Stellar sea lions haul out on these rocks.

Access to the islands is limited to protect bird colonies, but boat tours around the refuge are sponsored by the San Francisco Bay area chapter of the National Audubon Society for birdwatching.

We recommend the addition of a portion of this refuge to the National Wilderness Preservation System as the best means to further protect the resource values of these unique islands.

Chamisso Wilderness

Mr. Chairman, we recommend enactment of Section 2 of S. 600 which would designate certain lands within the Chamisso National Wildlife Refuge as wilderness.

Chamisso Island of 435 acres, Puffin Island of 10 acres, and some rocky islets comprise the 455-acre unit proposed for inclusion in the National Wilderness Preservation System. It lies in Kotzebue Sound at the mouth of Eschacholity Bay, 65 miles south of Kotzebue, Alaska.

The Chamisso National Wildlife Refuge was established by Executive Order of President William H. Taft in 1912 as a preserve and breeding ground for native birds and contains the largest marine bird nesting colony in northwestern Alaska. Thirty-three bird species include puffins, kittiwakes and muires.

Harbor seals "haul out" on the rocks between the two islands, and there are indications that arctic hare and arctic fox are residents part of the year. When the bay is frozen, land mammals can easily cross to the islands from the mainland.

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

The tundra cover includes crowberry, cranberry, sedges, lichens and short willow. The climate is arctic.

No minerals of a commercially valuable nature are known to occur in the area. No developments on the islands are planned, and no incompatible management is anticipated.

We urge the Subcommittee to give favorable consideration to designating this area in Chamisso National Wildlife Refuge as wilderness.

West Sister Island Wilderness

Mr. Chairman, we recommend enactment of Section 3 of S. 600 which would designate certain national wildlife refuge lands as wilderness

The West Sister Island National Wildlife Refuge consists of an 85-acre island in Lake Erie, located about eight miles from the south shore of the lake and 15 miles east of Toledo in Lucas County, Ohio. All of the refuge is recommended for wilderness.

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

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

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

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

Florida Keys Wilderness

Section 4 of S. 600 and S. 3020 would designate lands within the National Key Deer Refuge, Great White Heron National Wildlife Refuge and Key West National Wildlife Refuge as wilderness.

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

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

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

Of a total Federal land area of 6,389 acres, about 4,740 acres on 30 keys and groups of keys are roadless and qualify for inclusion in the Wilderness System. Lands on Big Pine, Big Torch and Middle Torch Keys are excluded because of existing and proposed developments and management for Key deer and public use activities.

Simeonof Wilderness

We recommend enactment of Section 5 of S. 600 which would designate certain lands within the Simeonof National Wildlife Refuge as wilderness.

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

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

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

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

A 20-year cattle grazing permit was issued in 1961 which provides for a maximum of 275 animals. These graze from the beach fringes to about a half-mile inland, concentrating use in that area. The Bureau of Sport Fisheries and Wildlife and Bureau of Land Management continually evaluate the effect of grazing on the island habitat and wildlife.

A set of old ranch buildings at the head of Simeonof Harbor supports the grazing operation. They are located in Section 5 T.61S R.66W.

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

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

With the exclusion of 131 acres of emerged lands in Section 5 T.61S R66W containing ranch buildings, we recommend the remainder of the refuge including the submerged lands, a total of 25,140 acres, be favorably considered for the Wilderness Preservation System.

In testimony before the Senate Committee on Interior and Insular Affairs, Subcommittee on Public Lands, on May 5, 1972, Assistant Secretary Reed agreed that the excluded 131 acres could be incorporated into the wilderness if minimum administrative and historical buildings and facilities could be retained or built.

Izembek Wilderness

We recommend that Section 6 be deleted from S. 600 as we do not believe Izembek National Wildlife Range, Alaska, should at this time be designated a wilderness.

The Izembek wilderness proposal consists of approximately 300,000 acres within the Izembek National Wildlife Range and 1,451 acres within the Aleutian Islands National Wildlife Refuge. This area is managed for all forms of native wildlife, but is best known for its use by millions of waterbirds, its unique mammalian fauna, and the outstanding salmon spawning waters found there. It embraces a highly productive system of State-owned bay and lagoon waters containing the largest eelgrass beds in the world. The wildlife associated with the range are dependent upon its natural biological productivity, and management is directed primarily toward preservation of the existing natural environment. The area possesses outstanding potential for scientific and recreational opportunities.

Although this area is worthy of consideration as wilderness, we recommend action on it at this time be deferred. With the enactment of the Alaska Native Claims Settlement Act, lands for 17 cabin sites, three villages and historical sites may be selected within the area of this refuge recommended by the President for wilderness designation. Further action on this proposal should not be taken until the Natives have made their final selections and this Department has determined the impact of them on the proposed wilderness.

Breton Wilderness

We recommend enactment of Section 7 of S. 600 which would designate certain lands within Breton National Wildlife Refuge as wilderness.

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

The islands average about four feet in elevation and are less than one-half mile wide. The only visible improvement on the emerged land is the U.S. Coast Guard lighthouse on the northernmost island of the Chandeleur chain. This beacon still operates as a self-contained light requiring only periodic servicing. The proposed Breton wilderness should be amended in order to allow for the continued use of this

historic lighthouse. One buried oil and gas pipeline, though unnoticeable, crosses the refuge.

Between the time the wilderness study was made in early 1969 and the public hearing held in December 1969, hurricane Camille struck in August. It reduced the refuge from some 9,000 acres above high tide mark to about 4,500 acres. Accretion has since enlarged the island to approximately 5,000 acres.

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

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

Considering the importance of the bird rookeries and turtle nesting sites, and the solitude offered on these barrier islands, we recommend your

favorable consideration of the entire refuge except north Breton Island, a total of about 5,000 acres, for inclusion in the Wilderness Preservation System.

San Juan Islands Wilderness

Mr. Chairman, Section 8 of S. 600 would designate lands within the San Juan National Wildlife Refuge and Matia Island National Wildlife Refuge as wilderness. Since the President's original recommendations were sent to Congress, we have learned that 16 of the islands which were to be added to the refuge and made a part of the wilderness may not be available for withdrawal due to a prior claim. Therefore, we recommend Section 8 be amended to read "certain lands within the Matia Island and San Juan National Wildlife Refuge which comprise about 168 acres and which are depicted on a map entitled 'San Juan Island Wilderness Proposal' and dated August 1971, (revised) March 1974, are hereby designated as wilderness. The lands which comprise about 115 acres, designated on the above map as 'Potential Wilderness Additions', are, effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated as wilderness."

The San Juan wilderness proposal includes five islands of the San Juan National Wildlife Refuge, two islands of the Matia Island National Wildlife Refuge and 58 islands withdrawn from public domain. The 145-acre Matia Island Refuge was created by Executive Order 7595 in 1935, and the 10-acre Puffin Island was added in 1970. Puffin Island is under the primary jurisdiction of the Coast Guard. Puffin Island and 140 acres of Matia Island are proposed for wilderness status.

The San Juan Refuge comprising 52 acres and including Bird Rocks, Williamson Rocks, Colville Island, Bare Island, and Turn Island was established by Public Land Order 2249 in 1960. One-acre Buck Island was added in 1967. All islands of San Juan Refuge except Turn are proposed for wilderness.

The 58 islands being processed for addition to the San Juan Island Refuge complex are Federally owned, varying from a fraction of an acre to about 10 acres in size and are proposed for wilderness.

The refuge boundary on all areas coincides with mean high tide. The State of Washington controls adjacent submerged lands.

The islands are located in the San Juan Archipelago which is thought to be a submerged extension of the Olympic Mountains. About 200 islands are found in Washington State within San Juan, Island, Skagit and Whatcom Counties.

With the exception of Matia Island, which has a mixed evergreen-deciduous stand of trees, the islands are covered with sparse, low-growing vegetation. A small freshwater pond is found on Matia Island.

The San Jaun Refuges were established to protect nesting sea birds, the predominant species being the glaucous-winged gull. Other nesting birds are Brandt's and pelagic cormorants, tufted puffins, pigeon guillemots, Cassin's and rhinoceros auklets, black oystercatchers and killdeer. An estimated 200 species of birds visit the islands each year.

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Harbor seals, porpoises, whales, and pelagic mammals are common in the surrounding waters, and black brant have historically used the kelp beds of the San Juans for winter feeding.

No known minerals of a commercially valuable nature are known to exist on the islands.

Public use is limited to Matia Island where facilities have been developed by the State of Washington on five acres excluded from the wilderness proposal. Average annual visits to Matia Island total about 9,500 for sightseeing, picnicking, etc. Public use is prohibited on all other islands to afford maximum protection to breeding bird populations.

Of the Federally owned islands, 65 containing 283 acres qualify for inclusion in the wilderness system. We recommend your favorable consideration of these approximately 283 acres in the National Wilderness Preservation System.

Moosehorn Wilderness

We recommend enactment of Section 9 of S. 600 which would designate lands within the Moosehorn National Wildlife Refuge as wilderness.

The 22,700-acre Moosehorn National Wildlife Refuge lies in northeastern Maine in Washington County, just south of Calais. It consists of two separate units, the 6,700-acre Edmunds Unit to the south and the 16,000-acre Baring Unit on the north. The refuge was established in 1937, most

of the land being purchased. Scattered tracts were transferred from other agencies and by gift. The general objectives are to protect indigenous wildlife, natural features and plants, to develop and demonstrate woodcock management practices, produce waterfowl and provide wildlife-oriented recreational programs.

The refuge is typically glaciated terrain with low hills and many rock outcroppings. Lakes, bogs, beaver flowages and streams are interspersed through a mixed forest of conifers and hardwoods with large areas of aspen, birch and cherry. The virgin stands of pine and spruce were exhausted in building tall masted ships after Calais was founded in 1799. Lumbering and forest fires of the last century reduced the humus and topsoil, and by the 1920's periodic fires and overharvest reduced wildlife and its habitat to critical levels.

Bald eagles and osprey inhabit the area; black ducks, wood ducks, and teal nest there. Woodcock, ruffed grouse and spruce grouse are common; deer and black bear and an occasional moose can be seen. Muskrat, beaver and small mammals are also common. Brook trout, smallmouth bass, and pickerel are in some of the lakes and streams in sufficient numbers for visitor fishing. About 46,000 people visited the refuge in 1970.

This committee will recall the Congress established a 2,732-acre wilderness unit on the southern or Edmunds Unit of the refuge by P.L. 91-504 in October 1970. Today we are proposing a 4,598-acre wilderness unit in the 16,000-acre Baring Unit as shown on the large map. Current refuge plans do not propose any new developments or structures, and none will be

built. Old logging trails will revert to walking trails. A natural area now is being included in the proposal. All motorized travel would be prohibited. This will eliminate automobile and snowmobile traffic on about eight miles of refuge trails now open to such use. However, the headquarters trail will remain as an automobile wildlife trail and in effect be a corridor separating two wilderness units.

The boundaries of this current proposal have been substantially modified from the proposal at the public hearing in Calais on August 7, 1971. This modification deleted about 2,000 acres on the south end of the proposal to permit continued convenient motor vehicle access, particularly for snowmobiles, to the south part of the refuge and recreation areas south and west of the refuge. A 1,000-acre roadless area east of the headquarters trail was added. This addition includes all the natural forest area which the original proposal did not.

There are no known deposits of commercially valuable minerals on the refuge. Sand and gravel have previously been taken from several pits, but these have all been closed and the sites have been rehabilitated except for two pits of nine acres outside the proposed wilderness area which are being retained for refuge use.

You will note most of the western boundary of the proposed wilderness is Route 191. The wilderness boundary will be established 50 feet from the highway's centerline to accommodate future improvements to the road planned by the State Highway Department. On the northern end a powerline

and telephone lines are the north and northwest boundaries respectively. You will also note three boundary exclusions of 1-1/2 acres each on the west side. These will be parking lots since visitors cannot park on the highway. A fourth exclusion of about five acres will be a parking lot for visitors to Bearce Lake.

In 1970 about 8,000 people visited the area proposed as wilderness. Most of this was for fishing, primarily in Bearce Lake, snowmobiling, deer hunting and hiking the wildlife observation trails. Except for snowmobiling (about six percent of this use will be affected), these uses will continue. Wilderness status will protect the wildlife habitat under conditions of natural succession, eventually resulting in timber stands approximating those which the French explorers, Champlain and DeMonts, found in 1604.

We believe the proposed area offers great opportunity for wilderness-type recreation and solitude and recommend your committee favorably consider it for wilderness designation.

St. Marks Wilderness

Section 10 of S. 600 and S. 332, which have identical provisions, would designate certain lands within St. Marks National Wildlife Refuge as wilderness.

The St. Marks National Wildlife Refuge, located about 20 miles south of Tallahassee, Florida, in Taylor, Jefferson, and Wakulla Counties, was established in 1931 under authority of Executive Order 5740. In addition

to the 64,000-acre refuge, 31,500 acres of the Apalachee Bay aquatic preserve are closed to waterfowl hunting, making an effective refuge area of 95,500 acres.

The wilderness proposal lies in four separate units: Thom Island which contains 1,250 acres is westernmost of the four units; the peninsula between the East and St. Marks Rivers contains 3,630 acres; a research natural area containing 1,066 acres borders the St. Marks River on the east side; the largest unit contains 11,800 acres and is located in the southeastern portion of the refuge from the St. Marks lighthouse east to the eastern boundary of the refuge. It includes the scenic Pin Hook River and the Aucilla River Swamp. In all cases the refuge ownership extends only to mean high tide, and waters below mean high tide will not be affected by the wilderness proposal. All the units proposed for wilderness contain primarily salt marsh habitat with small island areas of forest vegetation. A small area of timber locate on Thom Island has been cutover and is in the process of revegetating. There are no known developments within the proposed wilderness area and none are planned.

The fertile, shallow Apalachee Bay, the productive salt marshes, and the valuable forest areas that are all a part of the diverse environment of the St. Marks Refuge contain a varied and abundant wildlife population. More than 300 species of birds and numerous mammals are found on the refuge. Songbirds, mourning doves, wild turkeys, bobwhites, many shorebirds and wading birds, predaceous birds, sizable concentrations of Canada geese, 120,000 ducks and 30,000 coots are present at varying

times throughout the year. Rare, endangered and otherwise threatened species including bald eagles, osprey, red cockaded woodpeckers, greater sandhill cranes and alligators can frequently be observed. White-tailed deer, otters, bobcats, raccoons, opossums, rabbits, squirrels and even an occasional black bear reside on the refuge.

There are no known potential deposits of minerals, gas or oil located in the proposed wilderness area. The refuge is underlain with limestone of suitable quality for road surfacing material; however, there is no lack of similar material off the refuge, and the demand or need to extract that which lies under the proposed wilderness is negligible. There is only a nominal chance for gas or oil under the proposed wilderness. The nearest operating field is located about 200 miles west of the refuge, and exploratory drilling in the vicinity has not yielded positive results.

Even with very limited facilities, St. Marks Refuge's visitor load now approaches 140,000 visits each year. The primary public use activities include fishing, hunting and general wildlife observation and sightseeing. Public use on the proposed wilderness areas will not be altered as a result of wilderness designation. Those activities which do not require use of motorized equipment will still be authorized; however, some regulation may be necessary in the time and the amount of activity that takes place.

A public hearing was held on the wilderness proposal in Tallahassee, Florida, on September 24, 1971, and the public hearing record was open until October 26, 1971. A total of 215 statements was received--201 favored the proposal, three opposed, and six supported wilderness with reservation. Five did not comment on the proposal.

As a result of the public hearing, we reassessed our position and increased the recommended wilderness acreage from 11,800 acres to 17,746 acres, which is identical to the proposals you are considering today. We recommend that this area be favorably considered by this Committee and be made a part of the wilderness system.

Wolf Island Wilderness

We recommend that Section 11 of S. 600 be amended to read "certain lands in the Wolf Island National Wildlife Refuge, Georgia, which comprise about four thousand seven hundred and twenty acres and which are depicted on a map entitled 'Wolf Island Wilderness' and dated March 1971, (revised) March 1973, are hereby designated as wilderness."

Subsequent to the President's recommendations to Congress, the Bureau of Sport Fisheries and Wildlife acquired title to all lands within the refuge boundary. The entire refuge qualifies for wilderness status, and we recommend that the wilderness encompass the entire refuge.

The Wolf Island wilderness proposal encompasses all of Egg Island, Little Egg Island and Wolf Island. It is located in the Atlantic Ocean at the entrance to Altamaha Sound about 10 miles offshore from Darien, Georgia. Egg Island contains 580 acres and Little Egg Island 10 acres, and Wolf Island 4,130 acres for a total of 4,720 acres within the proposal, all located in McIntosh County, Georgia.

Wolf Island has, on the seaward side, a long, narrow strip of beach backed by extensive salt marsh. On the higher elevations of Egg Island, a dense growth of red cedar, green briar, oak and pine trees is found, but the bulk of the island is salt marsh as is the entire Little Egg Island. The beach on Wolf Island is an important nesting area for loggerhead sea turtles, and the entire area serves as an important resting and feeding area for many species of birds. During the fall and spring migration and to a lesser extent during the winter, thousands of shorebirds, gulls and terns use the area. Year-round residents include clapper rail, oystercatcher, black skimmer, great blue heron, brown pelican and common egret.

A very limited mammal population inhabits the islands, but the area serves as an extremely valuable nursery and feeding grounds for many marine species.

Public use of the area is very limited primarily due to the shallow waters surrounding the islands which make access difficult. Beachcombing, birdwatching, picnicking, and photography are enjoyed by

the public as well as salt-water fishing. No hunting is authorized on the refuge, but waterfowl hunters use the adjacent waters.

No known commercially valuable minerals exist on the proposal and the only heavy mineral listed for the Georgia coast is phosphate. Wolf Island falls only within the range of possible deposits.

The present entire Wolf Island Refuge, 4,720 acres, is considered suitable for wilderness designation. We recommend your favorable consideration of the inclusion of these 4,720 acres in the National Wilderness Preservation System.

Cape Romain Wilderness

Section 12 of S. 600 and S. 216, which have identical provisions, would designate certain lands within the Cape Romain National Wildlife Refuge as wilderness.

The Bureau of Sport Fisheries and Wildlife, U.S. Department of the Interior, proposes that 28,000 acres of the 34,196-acre Cape Romain National Wildlife Refuge, Charleston County, South Carolina, be designated as wilderness. The Cape Romain Refuge was established in April 1930 under authority of the Migratory Bird Conservation Act and presently contains 34,196 acres of which 34,016 are Federally owned lands and 180 are State lands under lease. Adjacent to the refuge a 30,000-acre area of State-owned waters is closed to the taking of migratory birds.

The primary purpose of the refuge is to preserve habitat for waterfowl, shorebirds, endangered spcies and native game animals. Nesting shorebirds and loggerhead sea turtles are especially abundant in the summer months.

The wilderness area proposal contains widely diversified habitats. While the majority of the acreage is tidal marsh, there are also many miles of ocean beach, numerous barrier islands, and some upland forest acreage within the boundary. Elevations range from one foot above mean sea level in the marshes to as high as 15 feet on the top of a few natural dunes on Bulls Island. Nearly 20 miles of wild, unspoiled beaches are found on the seaward side of the outermost islands. Over the years erosion has added some land but has taken many acres of valuable forests, marsh and frontal dunes from the beaches of Bulls Island and Cape Island. Recently, this erosion has reached alarming proportions and now threatens two of the major waterfowl impoundments as well as esthetically valuable forest lands. Further erosion threatens waterfowl impoundments that are outside the proposed wilderness area.

The area under consideration contains approximately 24,000 acres of natural marsh, 16 miles of unspoiled beach and four barrier islands containing some 3,500 acres. The only man-made structures within the area of consideration are two lighthouses on Lighthouse Island and a wooden boat dock and a dike on Cape Island. The dock is practically all in tidal waters and the dike blends with the landscape. The lighthouse structures, although unoperative, have a considerable historic and romantic interest for local residents. They do not detract from the wilderness character of the Cape Romain wilderness proposal.

Wildlife found on the area is as diversified as the habitat. Waterfowl flock to the impoundments on Bulls and Cape Island and into the quiet

bays and tidal creeks in the winter. Peak populations of up to 40,000 ducks are sometimes recorded. Wood ducks nest on Bulls Island where an accelerated program is underway to increase the breeding population.

The refuge is one of the few areas on the eastern seaboard that attracts a sizable eastern brown pelican nesting population. Up to 2,000 pelicans nest on Cape Romain. In addition, the area is especially important as a nesting area for many species of shorebirds. During the summer the many low-lying islands attract thousands of terns, gulls, oystercatchers, black skimmers and other shorebirds. Bulls Island is also the home of the American alligator, osprey and bald eagle. White-tailed deer, wild turkey and black fox squirrels can also be found on the island. The refuge beaches are especially important to the loggerhead sea turtle, where up to 1,500 nests can often be found on the 20 miles of frontal beaches.

The South Carolina coastal area, of which Cape Romain is a part, was formed in recent geological times. Within this coastal region the only presently known mineral of potential value is phosphate. The nearest known phosphate district is located south of the refuge. As far as is known, the coastal islands do not contain underground deposits of oil or gas according to recent information. Some exploratory work has been done along the continental shelf, but the results are not known.

Cape Romain Refuge offers an unusual opportunity for public enjoyment of a variety of outdoor recreational uses. Because boat transportation is

essential to reach all portions of the refuge, public use in the past has been relatively low. As similar areas disappear, however, more and more people will look to the refuge to escape to the out-of-doors. Salt-water fishing on Cape Romain's remote beaches is reputed to be about the best anywhere along the South Carolina coast. Local residents use the tidal waters for crabbing, oyster gathering, shrimping and fishing and supply these products to a thriving seafood industry. Hunting is permitted for white-tailed deer, squirrels and raccoons on Bulls Island, and for clapper rail in a portion of the marsh. Present public use activities would be permitted to continue under wilderness designation when wildlife populations permit, provided that motorized equipment is not used. Primitive camping is currently authorized and can be continued within the proposed wilderness area.

Considering the importance of retaining the majority of the Cape Romain National Wildlife Refuge in essentially an unaltered state and because of the solitude offered on these barrier islands, we recommend your favorable consideration of the 28,000 acres encompassed in proposal for designation as wilderness within the National Wilderness Preservation System.

Chase Lake Wilderness

Mr. Chairman, I am pleased to appear today before the Subcommittee on Public Lands to recommend enactment of Section 13 of S. 600, which would designate lands within the Chase Lake National Wildlife Refuge as wilderness.

The Chase Lake National Wildlife Refuge was established in August 1908 by Executive Order 932 to reserve a breeding ground for native birds. The refuge is administered from nearby Arrowwood National Wildlife Refuge and is located in the Coteau country near the eastern edge of the Missouri Plateau. This area is commonly referred to as the "Pothole Country." The Coteau is a terminal moraine deposited by the Wisconsin Glacier about 10,000 years ago and lies east of the Missouri River in a belt extending from eastern South Dakota northwesterly across North Dakota into Saskatchewan, Canada. Its location at the mid-point of the western edge of Stutsman County is eight miles directly north of Crystal Springs, which is on Interstate 94 between Jamestown and Bismarck, North Dakota.

The refuge contains 4,385 acres of prairie and water, and about half the refuge area is Chase Lake itself, which is surrounded by grassland or prior farmland reverting to grassland, wetlands brush and low meadows. One hundred to two hundred pairs of ducks nest on the refuge as do cormorants, ringbilled and California gulls. The refuge is known primarily for the largest white pelican colony in the world (12,000 to 18,000 birds). Ducks, geese, cranes and swans use the area during migration.

There is no grazing on the refuge and no other economic use on the area. Deer hunting is permitted and would not be affected by wilderness status.

The refuge is one of the few largely natural areas left in the prairies of this region. It will be necessary to continue a program of controlled burning to restore and maintain a natural prairie condition. Control burning will also contribute to wildfire protection in that the supply of vegetative fuels will not be permitted to build up.

The recommended Chase Lake wilderness area consists of 4,155 acres, which is 230 acres less than the entire refuge. The exclusion of 230 acres was deemed necessary because the Bureau of Reclamation's 90 foot high power transmission line separates, esthetically, the southern 230 acres from the rest of the refuge. The highline, which crosses section 32 diagonally, was erected in 1961.

No specific study of the area was made by the Bureau of Mines or Geological Survey, but both advised they know of no commercial mineral potential. However, they reported an assumed oil and gas potential based on previous drill tests 10 miles on either side of the refuge.

Located in a lightly populated area of central North Dakota, the refuge has light visitation. Although of considerable interest to scientists, naturalists and birdwatchers, it is expected public use will remain low even as wilderness.

In view of the natural management of the area, its growing uniqueness as a substantial remnant of a native Missouri prairie/coteau glacial moraine, and the desirability of preserving productive undeveloped

native wildlife habitat, and particularly the world's largest colony of white pelicans, we recommend that 4,155 acres of the Chase Lake National Wildlife Refuge be included in the National Wilderness Preservation System.

Brigantine Wilderness

Section 14 of S. 600 and S. 777, which have identical provisions, would designate lands within the Brigantine National Wildlife Refuge as wilderness.

The Brigantine National Wildlife Refuge was established on October 27, 1939, through acquisition of 1,768 acres of land authorized by the Migratory Bird Conservation Act. At present the refuge contains 19,388 acres, is located along the Atlantic Coast of eastern New Jersey, ten miles north of Atlantic City, within the counties of Atlantic, Burlington and Ocean. It lies about 90 miles south of Newark and 53 miles southeast of Philadelphia.

The Brigantine wilderness area includes Little Beach Island which forms a protective barrier for the marsh inlands of Egg Island, Salt Island, Pullen Island, Elder Island and a cluster of 12 unnamed islands totalling 4,250 acres of unspoiled beach and salt marsh.

Little Beach Island is one of the last barrier beaches along the New Jersey coast. It protects an estuarine environment of unspoiled marsh islands, tidal streams and potholes from coastal storms. The crescent-shaped island is approximately one-quarter mile wide and a little over

three miles long, comprising over 160 acres. The island consists of wave and wind-sorted fine sand with shallow lenses of dark silt in protected coves.

Egg Island, Elder Island, Salt Island, Pullen Island and the unnamed islands all are emergent tidal marsh islands totalling about 4,090 acres, stretching north and south the length of Little Beach Island and westward nearly to the Intracoastal Waterway. These marsh islands are firm, deep, dark-colored silt-clay and peat.

This is a traditional nesting, migration and wintering area for waterfowl, marsh birds and shorebirds. It is a major wintering ground for Atlantic brant and is one of the important wintering and migration areas for black ducks.

The osprey, whose numbers have been decimated in recent years, nests in the solitude of the undisturbed habitat of Little Beach Island and Elder Island.

Little Beach Island contains a rookery of black-crowned night herons, and in the spring migrations of tiny warblers are an outstanding experience as they flit along through the protective brush feeding and moving northward. Egg Island received its name for the concentrations of nesting terns and gulls which covered it.

No management-development practices will be necessary within the proposed wilderness area. Management will be to protect and preserve the habitat

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as it now exists and allow natural succession to proceed undisturbed by any activities of man. Two tracts of land on Little Beach Island containing 22 small buildings on 11 acres will be excluded from wilderness status until tenure agreements with the seasonal users have been satisfied.

There will be no change in public use due to wilderness status. Boats would still be permitted to travel the waterways below mean high tide and land on the beaches. Fishermen and nature enthusiasts would experience no change in access and would find added pleasure in the assurance of permanent protection for the solitude and pristine beauty of the proposed wilderness area. Hunters would be welcome as before and find no change in boat access or foot travel due to wilderness status.

We oppose enactment of Amendment 305 which would include 12,550 acres of additional lands of the refuge as wilderness. Generally these additions can be broken down into three areas as follows:

1. Holgate Peninsula - This area includes 256 acres and Federal ownership extends only to mean high tide. The State of New Jersey owns the land below mean high tide and permits use of its lands for general recreational use including boating, swimming, fishing and beach buggy use. While we plan to maintain the area in a natural state, there is a remnant of an old snow fence at the north end of the area. In addition, a temporary fence is placed around a nesting skimmer colony at the south end of the point to offer a small measure of protection for the birds.

The area is small and a non-contiguous portion of the refuge, and for these reasons we recommend that it not be designated as wilderness. Regardless of whether it is designated wilderness, we plan to continue to manage it in its natural state with the exceptions as previously mentioned.

2. Shad and Associated Islands - These areas are currently approved spoil disposition sites for maintenance dredging of the Intracoastal Waterway. Continued use of these sites will help safeguard far more valuable estuarine habitat represented in potential alternative spoiling sites, including a rookery used by herons, egrets and ibis just south of the refuge boundary.

3. Marshland West of the Intracoastal Waterway - Literally, hundreds of miles of mosquito ditches lace the marshes and are a part of New Jersey's control program for the salt marsh mosquito. The marshlands, which were acquired with Migratory Bird Hunting Stamp funds, are recognized as important and valuable estuarine habitat. As similar estuarine habitats are destroyed along the east coast, those protected within the refuge will become even more valuable to the waterfowl resources of the area. The future need for more intensive management of the marshes is a very real possibility, and construction of additional impoundments similar to the two already in existence on the refuge may be required if we are to adequately provide for the waterfowl resources.

For these reasons we recommend that Amendment No. 305 not be enacted, and we continue to recommend that Little Beach Island, Egg Island, Salt Island, Elder Island and approximately 12 other closely associated unnamed marsh islands totaling 4,250 acres within the Brigantine National Wildlife Refuge be designated as the Brigantine Wilderness Area and be made a part of the National Wilderness Preservation System.

Blackbeard Wilderness

Section 15 of S. 600 would designate certain lands within the Blackbeard Island National Wildlife Refuge as wilderness.

Blackbeard Island National Wildlife Refuge, located in McIntosh County, Georgia, was established on February 15, 1924, by Executive Order 3951.

This 5,619-acre island refuge, which is situated about 18 miles offshore from Darien, Georgia, is an important sanctuary for waterfowl, loggerhead sea turtles, alligators, deer, turkeys, wading birds, shorebirds, furbearers and other wildlife species. The salt marsh, freshwater ponds and live oak-pine forest habitat of the refuge provides a variety of wildlife with food, cover and other habitat requirements.

Blackbeard's isolation from the mainland and the abundance of other outdoor areas served to keep public visitation to the refuge very low in years past. Today, however, with most coastal areas becoming highly

developed and crowded with people, Blackbeard is attracting an increasing number of visitors. In one year (1968-1969) alone, visitors to the island increased 42 percent. In 1969 almost 12,00 visits were recorded as compared to about 7,000 in 1968. The refuge is expected to have 25,000 annual visits by 1978.

The island is nationally known for its scenic attractions and natural beauty. People travel great distances just to spend a day or two on Blackbeard to engage in a number of activities such as hiking, birdwatching and nature study.

Although the natural environment of Blackbeard Island Refuge has been in the past and will continue to be in the future very important to the success of the refuge program, a diversified management program is required on a portion of the refuge in order to accomplish refuge objectives. Water management within constructed subimpoundments, the production of agricultural foods to supplement natural wildlife foods, pest plant control, and the maintenance of fire lanes are some of the practices underway and planned for the future on Blackbeard Island.

There are, however, portions of the island which are suitable for wilderness and which, if so designated, would continue to contribute to the fulfillment of refuge goals. Some 3,000 acres of land and marsh on the south and west portions of the island are hereby proposed for wilderness designation which encompass representative portions of the total

ecological community, including beach, dunes, savannahs, woodland and salt marsh.

The area proposed includes all the land and marsh lying generally south of refuge headquarters and west of a line which proceeds generally north from the westernmost edge of the headquarters site to the northern refuge boundary and tangent to the west end of the dike on the proposed South Pond. Plans for the headquarters complex include a much needed electric power supply, the right-of-way of which must necessarily traverse this proposed wilderness. Since the powerline will be installed underground, its presence will not be incompatible with the wilderness character of the area.

Periodic motor patrols along the beach and existing woodland trail within the area proposed as wilderness are essential to assure adequate protection to nesting sea turtles as well as the other wildlife and flora of the refuge. For the record, we would reserve the right under wilderness designation to continue this existing use when necessary.

With the aforementioned qualifications, we believe that approximately 3,000 acres of Blackbeard National Wildlife Refuge have splendid wilderness characteristics, and we therefore recommend them for inclusion in the National Wilderness Preservation System.

Chassahowitzka Wilderness

We recommend enactment of Section 16 of S.600 which would designate certain lands within the Chassahowitzka National Wildlife Refuge as wilderness.

We recommend against enactment of S. 331 which would place the entire refuge in wilderness and totally negate our very active and essential management program conducted on areas outside the recommended 16,900 acre wilderness area.

The 30,514-acre Chassahowitzka National Wildlife Refuge, headquartered four miles south of Homosassa Springs, Florida, in Citrus and Hernando Counties, was established in 1943 under the authority of the Migratory Bird Conservation Act. The entire refuge was studied in order to determine wilderness suitability.

Refuge objectives include enactment and protection of marshland estuarine habitat for rare, endangered and threatened wildlife species, and the 20,000 ducks and 30,000 coots that winter on the refuge each year. Protection of all indigenous plant and animal species is also a very high priority objective. Environmental education and wildlife-oriented recreation are inseparable facets of the overall refuge program. In addition to waterfowl and rare and endangered species (such as brown pelicans, wood ibis, bald eagles, osprey, alligators and manatees), wading birds, shorebirds, songbirds, predaceous birds, white-tailed deer, raccoons, mink, black bear and other birds and mammals are found on the refuge at various seasons throughout the year.

Annual public use on Chassahowitzka Refuge currently approaches 30,000 visitors. Most of this use is attributed to fishing with waterfowl hunting and wildlife observation and study becoming increasingly important. Planned public use facilities, which will be provided for environmental education and wildlife-oriented recreation programs, will be developed in Citrus County within a part of the land area considered to be nonsuitable as wilderness. It is anticipated that public use on the refuge will rapidly increase in future years as the current 100 mile radius population of 2,000,000 people triples by the year 2000.

Commercial fishing and guiding are two well established occupations that are very dependent on refuge and other Gulf waters and would continue under wilderness designation.

Refuge management practices would remain virtually unchanged under wilderness designation. The refuge is attaining its primary wildlife objectives even though much of the refuge is being retained in its natural condition. The naturally fresh, brackish waters and salt marshes are extremely productive and generally require man's assistance only in assuring their protection against the many kinds of possible pollution.

The proposed wilderness area for Chassahowitzka Refuge, consisting of approximately 16,900 acres in Citrus County, extends eastward to the western bank of Seven Cabbage Cutoff, north to Porpoise Bay, north along the eastern boundary of the refuge, and is enclosed by the north, west and south boundaries of the refuge in Homosassa and Chassahowitzka Bays.

We would like to point out that much of the 16,900 acres of the recommended wilderness area is submerged lands acquired as part of the refuge. The submerged lands continue to remain undeveloped and pristine in character, and we feel they should be preserved in this state by wilderness designation. Traditional compatible uses of the water surface and water column such as fishing, boating and hunting could continue subject to such restrictions as the Secretary of the Interior deems necessary.

We strongly recommend the inclusion of this area in the National Wilderness Preservation System.

Lostwood Wilderness

We recommend enactment of Section 17 of S. 600 which would designate lands within the Lostwood National Wildlife Refuge as wilderness.

Lostwood National Wildlife Refuge is comprised of 26,747 acres of water and prairie in Burke and Mountrail Counties, 22 miles north of Stanley, North Dakota. It is managed primarily for waterfowl production and for other species of wildlife.

Geographically speaking, Lostwood Refuge is located in the "Missouri de Coteau" or hills of the Missouri, an area of sharply rolling hills, historically covered with prairie grasses with thousands of small, natural ponds and marshes nestled between them. The interspersion of wetlands with prairie grasslands made the area prime nesting habitat for waterfowl. Uncounted millions of waterfowl have been produced in the past on the Coteau, but man's destructive influences have drastically

reduced and altered the prairie environment. The Lostwood wilderness is a stellar example of wilderness, albeit only a small remnant of the once vast prairies.

Most wildlife species indigenous to that region can be found at Lostwood during some part of each year. Canada geese and antelope have been reestablished after long absences; sharp-tailed grouse and white-tailed deer are regularly found on the uplands and marsh fringes, and several rare or endangered species use the refuge occasionally including whooping crane, prairie chicken and peregrine falcon.

Evidence of man's influence within the proposal is limited to facilities necessary to administer a grazing program (which will be removed) and seven old cultivated fields which were sown to brome and crested wheat grass to stop the erosion in the thirties. Later, alfalfa was introduced to improve the fertility of the soil and for hay. Remnants of these old fields can still be seen, especially from the air.

Periodic burning will be necessary to maintain a desirable native grass ecological complex, for without fire, which has maintained the prairie for eons of time, the area will revert to brush. In some places brush is already crowding out preferred native grass species.

Hunting is permitted within the unit and will continue if the area is designated as wilderness.

Grazing within the wilderness proposal is being phased out and will be completed by the end of the 1974 grazing season. Grazing of the proposed wilderness in the future will depend on wildlife management needs.

Mineral deposits known to exist in the immediate area of the proposed wilderness are: coal beds two to five feet thick at a depth of 110 to 445 feet, a producing gas and oil field five miles northwest and a single well field about two miles northeast, and a 40-foot bed of potash at a depth of 10,000 feet. Commercial utilization of these resources is impractical at this time.

Approximately 70 percent of those who supported wilderness designation as evidenced by the public hearing record felt that an additional 8,300 acres should be included within the wilderness. We concur that 91 acres on the east side of our original proposal should be added; however, the remaining 8,269 acres we do not feel should be made a part of the wilderness. The area in question has high potential for waterfowl and other wildlife habitat developments that are essential in meeting refuge objectives. The development would include:

1. raising outlets on about 180 potholes to increase water, depth and permanency.
2. deepen about 150 potholes to open dense stands of vegetation.
3. construct nesting islands for geese on about 60 larger potholes.
4. build small dams in drainages (100) to create small ponds.
5. alteration of the upland habitat to provide most attraction to nesting waterfowl.

Therefore, with the need to preserve and protect a small part of the once vast grassland that spanned the mid-continent, it is our recommendation that the 5,577-acre Lostwood wilderness area be included in the National Wilderness Preservation System.

Bosque del Apache Wilderness

Mr. Chairman, I am pleased to appear today before this Subcommittee to recommend enactment of Section 18 of S. 600, which would designate certain lands within Bosque del Apache National Wildlife Refuge as wilderness.

The proposed wilderness area of this 57,000-acre refuge consists of three units, two of about 5,000 acres each and one of about 22,500 acres, for a total of 32,500 acres.

The Bosque Refuge, as it is commonly called, is located south of Albuquerque, about 13 miles south of Socorro, New Mexico astride the Rio Grande and its flood plain. The refuge was established in 1936 primarily as a feeding area for migratory birds and upland wildlife. It is beneficial particularly to nesting endangered Mexican ducks and also to wintering greater sandhill cranes, Canada geese and other species of ducks.

Two hundred eighty-one species of birds have been seen on the refuge. Quail are quite common, as are eagles, roadrunners and songbirds. Deer, coyotes and bobcats are also common, and antelope are seen occasionally. The western diamond-backed rattlesnake is fairly common and more abundant than the prairie rattler.

Apart from the river flood plain, the refuge is primarily desert with sparse vegetation typical of the Lower Sonoran life zone, mostly cresote bush, black grama, snakeweed, prickly pear and scattered junipers. The three proposed wilderness units are situated on the uplands on either side of the river flood plain.

Proposed Chupadera Unit

This unit of about 5,000 acres is approximately six miles long and averages about 1-½ miles in width. On the west side is a chain of small round mountains. The area ranges from 4,600 to 6,272 feet in elevation. Arroyos are present throughout, and the surface is gravelly and rocky. The eastern slopes are rugged cliffs. An abandoned rock quarry in the middle of the unit is now nearly unnoticeable, and the abandoned access road is healing over. The north, west and south boundaries of the unit coincide with the refuge boundary. Its east boundary is the right-of-way for Interstate Highway 25.

Proposed Indian Well Unit

This unit is approximately 5,000 acres of sparsely vegetated, gravelly, rocky desert. It has many small ridges and mesas set off by numerous

arroyos. It is about three miles wide at the widest point and averages about 4,500 feet elevation. An east-west truck road located just north of refuge headquarters is the north boundary of this unit. The west boundary is the Interstate 25 right-of-way. The south boundary is the refuge boundary, and a powerline is the east boundary. No man-made structures exist within this unit.

Proposed Little San Pascual Unit

This unit, to the east of the Rio Grande, runs the length of the refuge and contains approximately 22,500 acres. It is some 14 miles long and two to four miles wide. The rolling terrain is broken by the San Pascual and Little San Pascual Mountains and the Little Black Mesas.

A pipeline, buried in 1954, runs most of the length of the unit. The scar is still visible but healing with time. The pipeline right-of-way would not be abrogated by wilderness designation, and routine inspection of that portion in the wilderness proposal can be done from aircraft. The Chevron Oil Company on December 14, 1972, confirmed their surveillance of the line is normally by air but that they must retain the right of vehicle access for maintenance, if required. The company has advised it has no objection to wilderness under these conditions. We suggest that the Committee favorably consider this unit as it did the Salt Creek wilderness established by P.L. 91-504 and reported in House Committee Report 91-1441 which also is crossed by an underground pipeline. The company also states the Department of Transportation requires calling attention to the buried line by appropriate signs.

Ruins of an ancient Indian pueblo are found on the top of the smallest Black Mesa. Petroglyphs are visible on the volcanic rocks in the area. A retention dam remains from CCC days in the Black Mesas area. It holds temporary water for a few days after infrequent rains. This is the only surface water on the unit.

A windmill is present in the west central part of the unit and is needed to provide water for wildlife. An old truck trail to the windmill will be abandoned.

The north, east and south unit boundaries are the refuge boundaries. A north-south fence is the western boundary except at the south end where this boundary goes across country due to jobs in the fence line.

The proposed units have little or no mineral potential. Coal and maganese exist but not in economic quantities. Years ago a little coal mining was attempted in the northeast corner, and the ruins of several shallow shafts on the eastern boundary mark unsuccessful copper exploration in pre-refuge days. The land, except for a 140-acre tract withdrawn from the public domain on the west side of the Chupadera unit, was purchased. None of the refuge is subject to the mining laws.

We feel these three units will make an unusual desert-type refuge wilderness and recommend your favorable consideration of the 32,500 acres of the Chupadera, Indian Well and Little San Pascual units of the Bosque del Apache National Wildlife Refuge for the National Wilderness Preservation System.

Senator HASKELL. Thank you, Mr. Bohlen.

On this Brigantine land in New Jersey, the Congressman that preceded you, he indicated there was an additional 10,000 acres that he would like to include. Is that basically in the marshes that New Jersey needs to maintain for mosquito control, and I may say, having been brought up in New Jersey, I understand the New Jersey mosquito is a formidable creature, but is that really the reason why you are excluding it. Is that most of the acreage?

Mr. BOHLEN. Yes, sir. It is, as I stated earlier, crisscrossed by ditches. These are obvious evidence of man's activities and I am not quite sure they would really qualify as wilderness. But beyond that, the Atlantic County Mosquito Extermination Commission of New Jersey does plan to continue mosquito control in that area and, as we mentioned, we do foresee a future need for water impoundment in that area to provide more habitat for migratory waterfowl, and we would like to preserve that option.

Senator HASKELL. In your testimony, you indicate a desire to have certain areas designated as wilderness areas, and yet I believe you desire to have certain—well, you talk about periodic motor patrols and continued management in the area. In dealing with the Bosque del Apache Wilderness Area, you talk about the pipeline and the right of vehicular access for maintenance. It seems to me we have an inconsistency.

Mr. BOHLEN. I think you must realize that the Wilderness Act, as it was written in 1964, is open to many different interpretations as to what constitutes wilderness and what is allowed in wilderness. We struggled with this problem at some length and have established within the Department our own guidelines covering the types of land we think qualify for designation as wilderness and how they should be managed. In the case of the pipelines I mentioned, it is our opinion that where we have a pipeline that would be buried, it is not necessarily inconsistent with the wilderness. However, we do recognize that in some cases surveillance and occasional maintenance is required, but we interpret that to be the minimum necessary; and as such, it could be allowed in wilderness.

Senator HASKELL. So I guess this just boils down to differences of opinion.

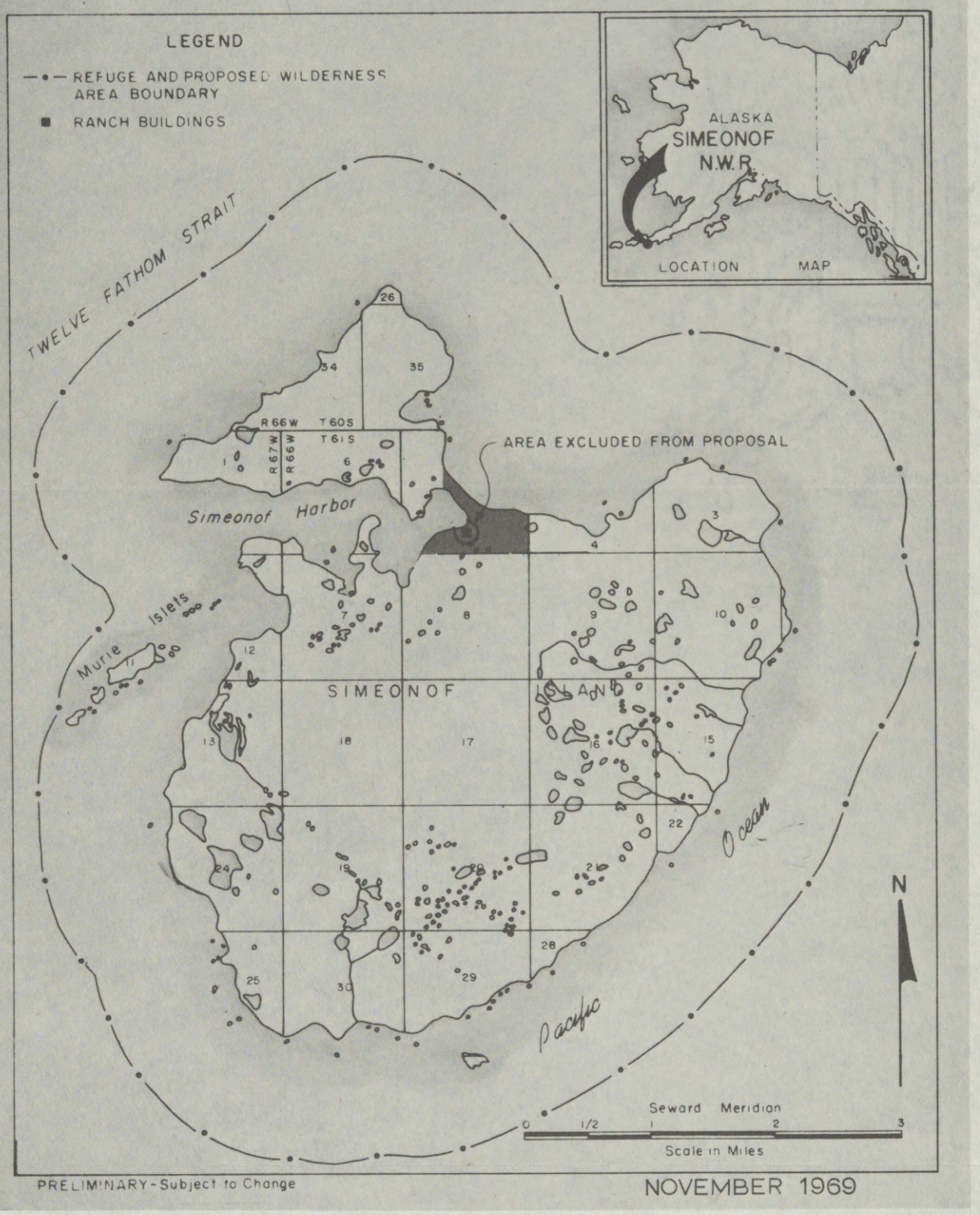
Mr. BOHLEN. Right. Excuse me, Mr. Chairman, I might say the alternative, where we have pipelines, is to exclude a corridor from wilderness, and this leaves often an unmanageable unit. It would provide two wilderness units separated by nonwilderness. This is a very difficult boundary to discern if you are on the ground, and we felt it was easier, where the pipeline does not show, to include the whole area and manage it all as wilderness.

Senator HASKELL. Obviously, Chevron is not going to be able to service the pipeline except by vehicular access. On the other hand, on page 8, where you were talking about the Blackbeard Island Wilderness, you talk about periodic motor patrols along the beach to secure adequate protection for sea turtles and other wildlife. I would assume for that purpose you would not need to get into a motor vehicle. I would think a horse or a boat might be a substitute there?

Mr. BOHLEN. I think you are correct, Mr. Chairman. I would assume that for the Chevron Oil Co. any maintenance of an underground pipeline would be very occasional. In the case of Blackbeard, we are

30-249 O - 74 (Face p. 124) No. 1

PROPOSED
Simeonof Wilderness Area
SIMEONOF NATIONAL WILDLIFE REFUGE



PRELIMINARY-Subject to Change

NOVEMBER 1969

IZEMBEK WILDERNESS PROPOSAL

IZEMBEK NATIONAL WILDLIFE RANGE
ALASKA

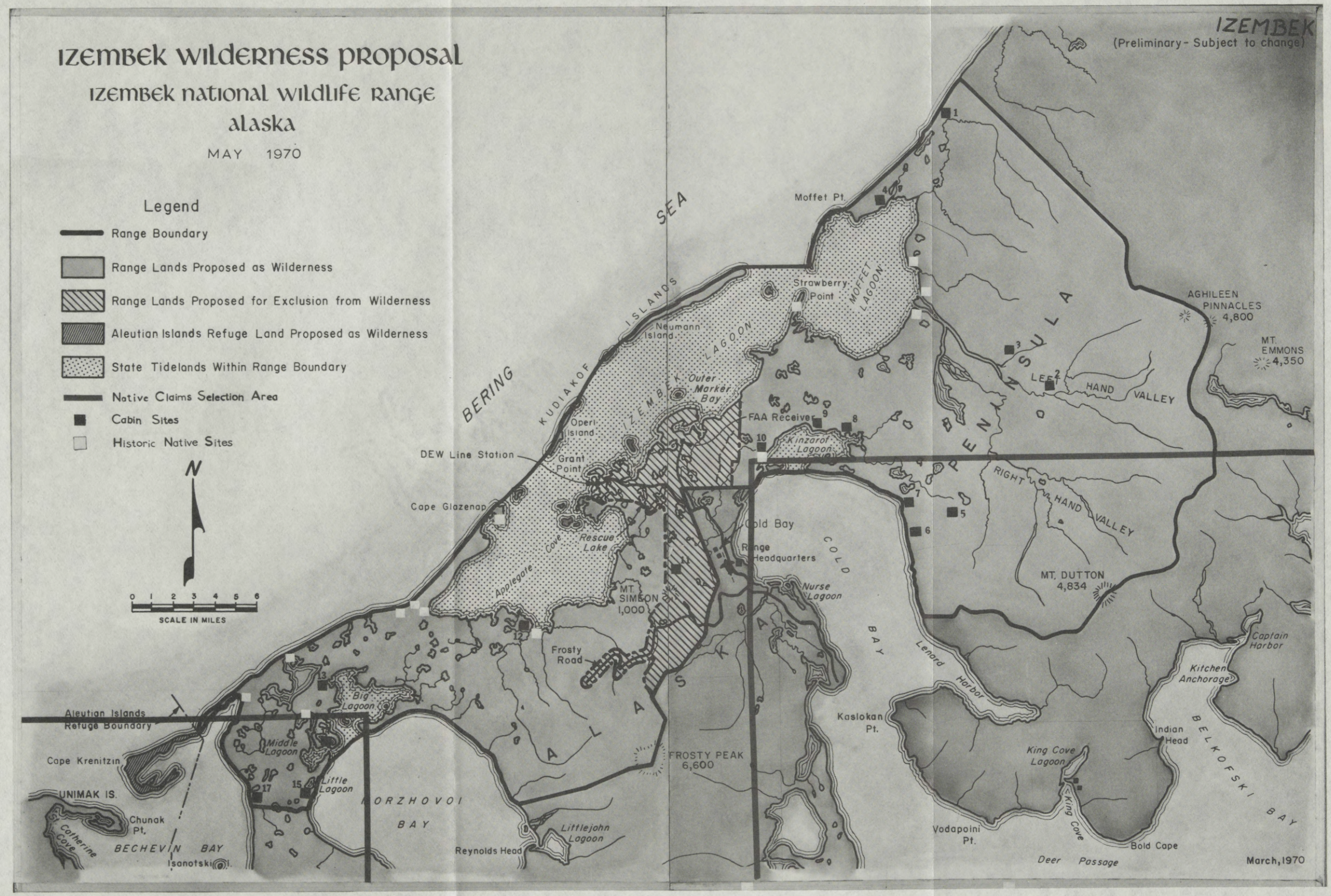
MAY 1970

Legend

- Range Boundary
- Range Lands Proposed as Wilderness
- Range Lands Proposed for Exclusion from Wilderness
- Aleutian Islands Refuge Land Proposed as Wilderness
- State Tidelands Within Range Boundary
- Native Claims Selection Area
- Cabin Sites
- Historic Native Sites

N

0 1 2 3 4 5 6
SCALE IN MILES

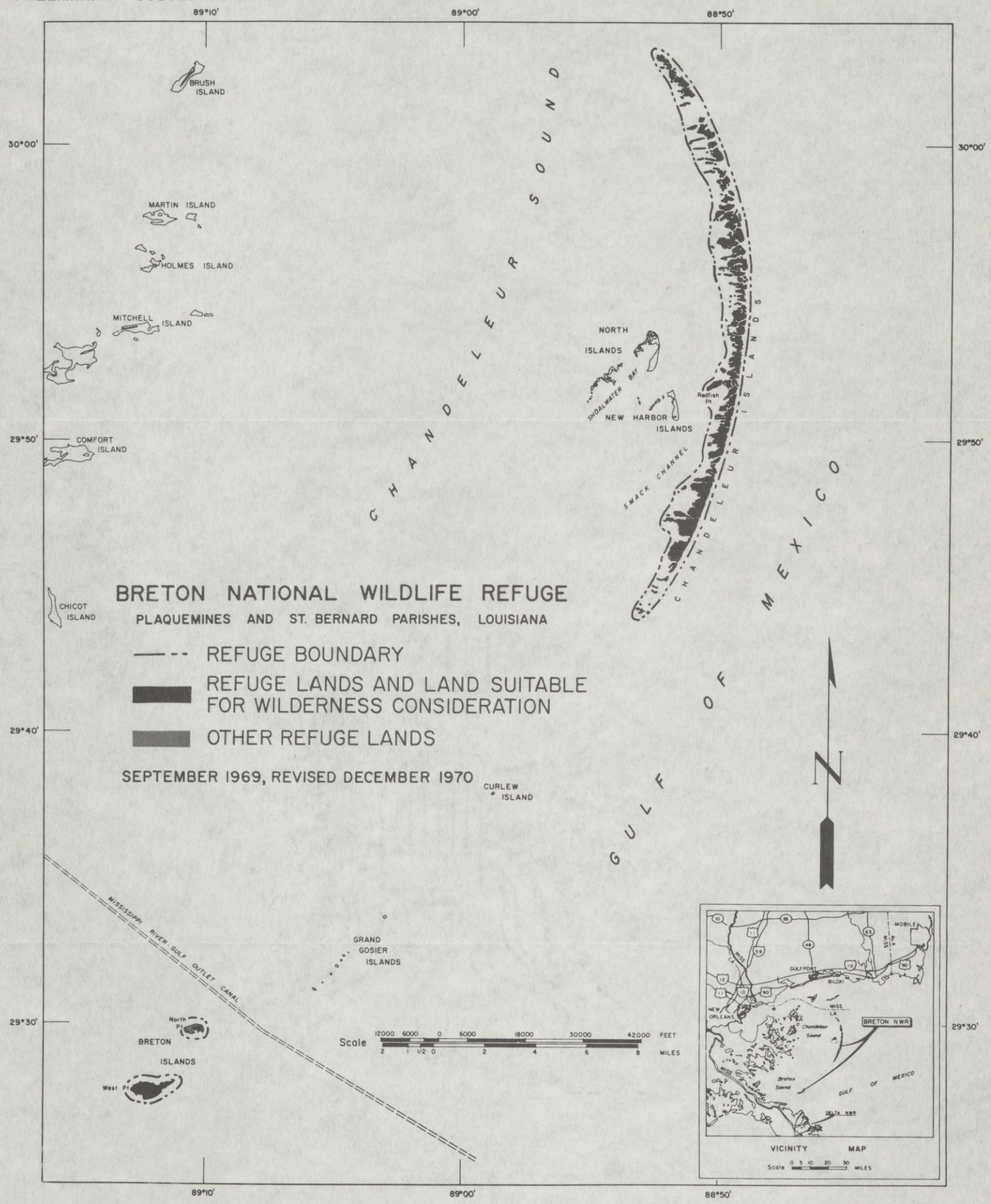


30-249 O - 74 (Face p. 124) No. 2

30-249 O - 74 (Face p. 124) No. 3

BRETON WILDERNESS PROPOSAL

PRELIMINARY– SUBJECT TO CHANGE



SAN JUAN ISLANDS WILDERNESS PROPOSAL

SAN JUAN, ISLAND, SKAGIT, AND WHATCOM COUNTIES
WASHINGTON

ISLAND OR ISLAND GROUP

2. RAM ISLANDS
3. FORTRESS ISLAND
4. SKULL ISLAND
5. CRAB ISLAND

7. DAVIDSON ROCK
8. CASTLE ISLAND
9. UNNAMED ISLANDS

11. SWIRL ISLAND
12. UNNAMED ROCK
13. UNNAMED ISLANDS
14. UNNAMED ISLANDS

18. ROUND ROCKS
19. UNNAMED ISLANDS
20. UNNAMED ISLANDS

23. SHARK REEF
24. HARBOR ROCK
25. NORTH PACIFIC ROCK
26. HALF TIDE ROCKS
27. UNNAMED ISLANDS
28. LOW ISLAND
29. POLE ISLAND
30. BARREN ISLAND
31. BATTLESHIP ISLAND
32. SENTINEL ROCK
33. CENTER REEF
34. GULL REEF
35. RIPPLE ISLAND
36. SHAG REEF
37. CACTUS ISLANDS
38. GULL ROCK

40. WHITE ROCKS
41. MOUATT REEF
42. SKIPJACK ISLAND
43. UNNAMED ISLAND
44. CLEMENTS REEF
45. UNNAMED ISLAND
46. PARKER REEF
47. THE SISTERS
48. LITTLE SISTER

53. SHAG ROCK
54. FLOWER ISLAND
55. WILLOW ISLAND
56. LAWSON ROCK
57. POINTER ISLAND
58. BLACK ROCK
59. UNNAMED ROCKS (SPINDLE ROCK)

61. UNNAMED ROCK
62. SOUTH PEAPOD ROCK
63. PEAPOD ROCKS
64. NORTH PEAPOD ROCKS
65. ELIZA ROCK
66. VITI ROCKS
67. DOT ISLAND
68. BIRD ROCK

70. LOW ISLAND
71. NOB ISLAND GROUP

73. UNNAMED ISLAND
74. UNNAMED ISLAND
75. SMITH ISLAND (SI)
76. MINOR ISLAND (SI)
77. JONES ISLAND (J)
78. MATIA ISLAND (M)
79. PUFFIN ISLAND (M)
80. TURN ISLAND (SJ)
81. BIRD ROCKS (SJ)
82. WILLIAMSON ROCKS (SJ)
83. COLVILLE ISLAND (SJ)
84. BUCK ISLAND (SJ)
85. BARE ISLAND (SJ)

SI - SMITH ISLAND NATIONAL WILDLIFE REFUGE
J - JONES ISLAND NATIONAL WILDLIFE REFUGE
M - MATIA ISLAND NATIONAL WILDLIFE REFUGE
SJ - SAN JUAN NATIONAL WILDLIFE REFUGE

CANADA
UNITED STATES
BRITISH COLUMBIA
STATE OF WASHINGTON

WALDRON I.
SAN JUAN ISLAND
FRIDAY HARBOR
ORCAS ISLAND
SHAW I.
LOPEZ ISLAND
BLAKELY I.
CYPRESS I.
LUMMI ISLAND
BELLINGHAM
GUEMES I.
ANACORTES
FIDALGO I.
WHIDBEY I.
VICTORIA
STRAIT OF JUAN DE FUCA
HARO STRAIT
ROSARIO STRAIT

EXISTING REFUGE ISLANDS NOT SUITABLE AS WILDERNESS

EXISTING REFUGE ISLANDS PROPOSED AS WILDERNESS

ISLANDS PROPOSED AS ADDITIONS TO THE REFUGE WHICH WOULD BE SUITABLE FOR ADDITION TO PROPOSED WILDERNESS UPON ACQUISITION

SCALE
WILLAMETTE MERIDIAN

AUGUST 1971

PRELIMINARY - SUBJECT TO CHANGE
AUGUST 1971
REVISED NOVEMBER 1971
REVISED MARCH 1974

30-249 O - 74 (Face p. 124) No. 4

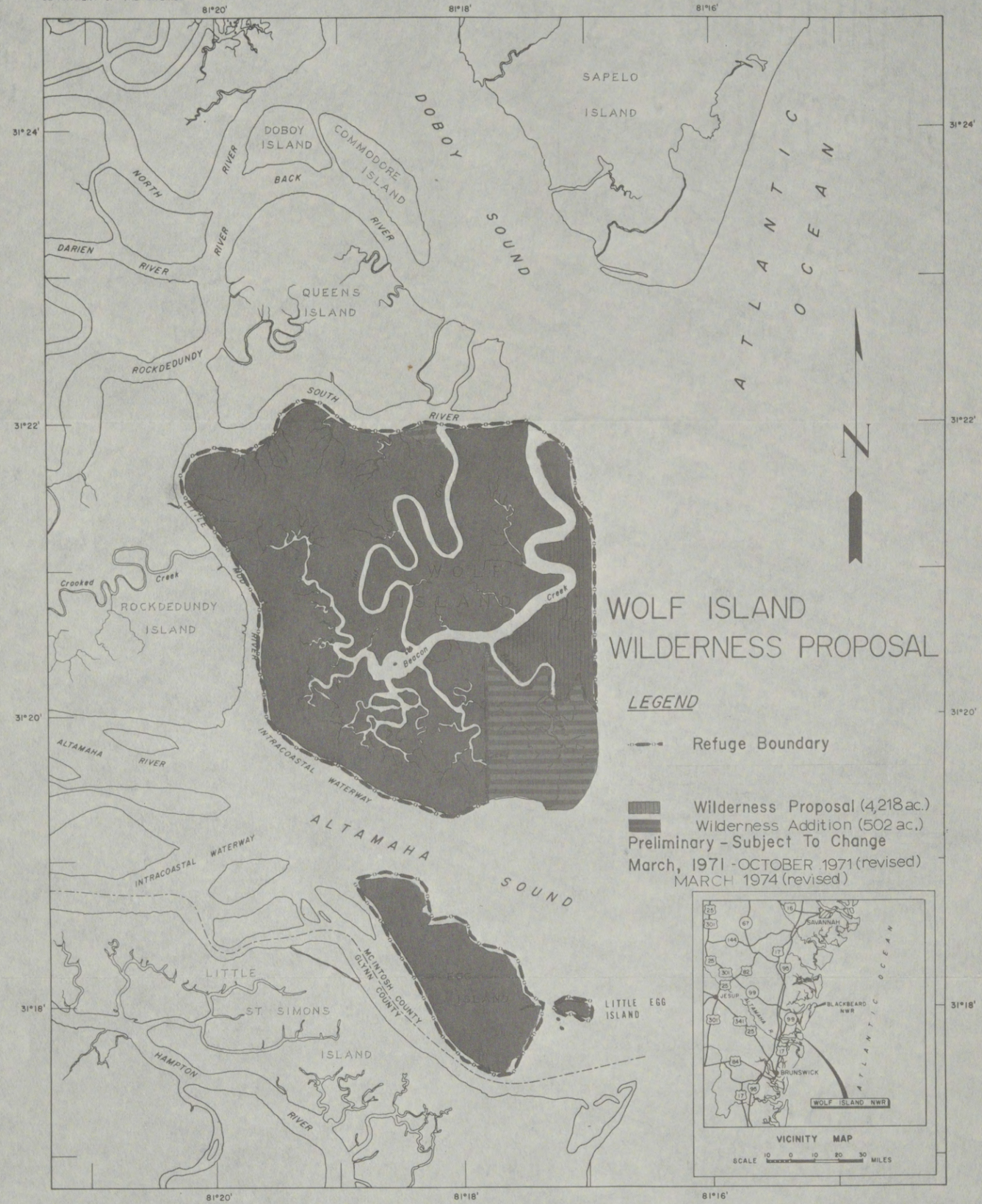
30-249 O - 74 (Face p. 124) No. 5

WOLF ISLAND NATIONAL WILDLIFE REFUGE

MCINTOSH COUNTY, GEORGIA

UNITED STATES
DEPARTMENT OF THE INTERIOR

FISH AND WILDLIFE SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE

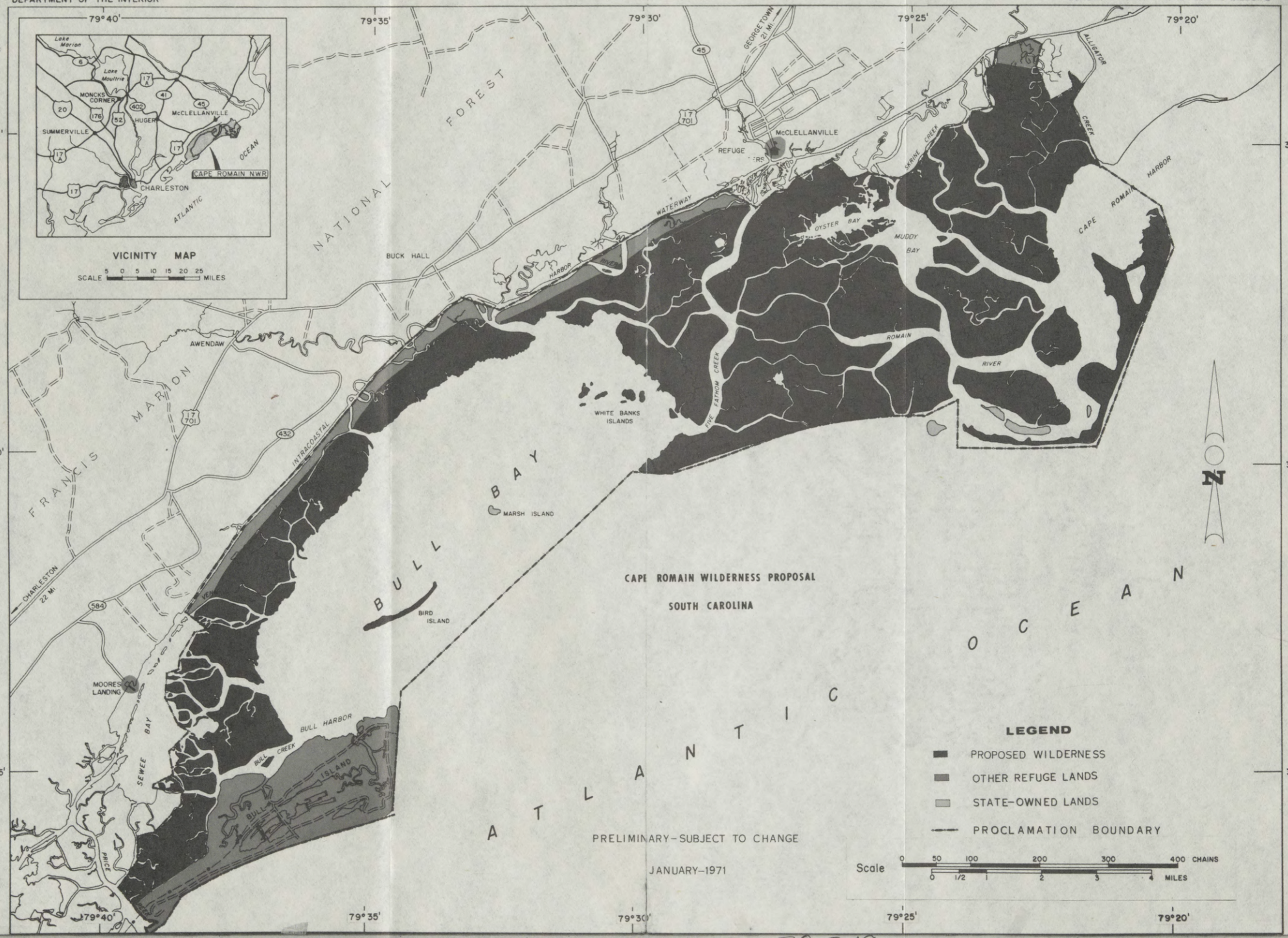


CAPE ROMAIN NATIONAL WILDLIFE REFUGE

CHARLESTON COUNTY, SOUTH CAROLINA

UNITED STATES
DEPARTMENT OF THE INTERIOR

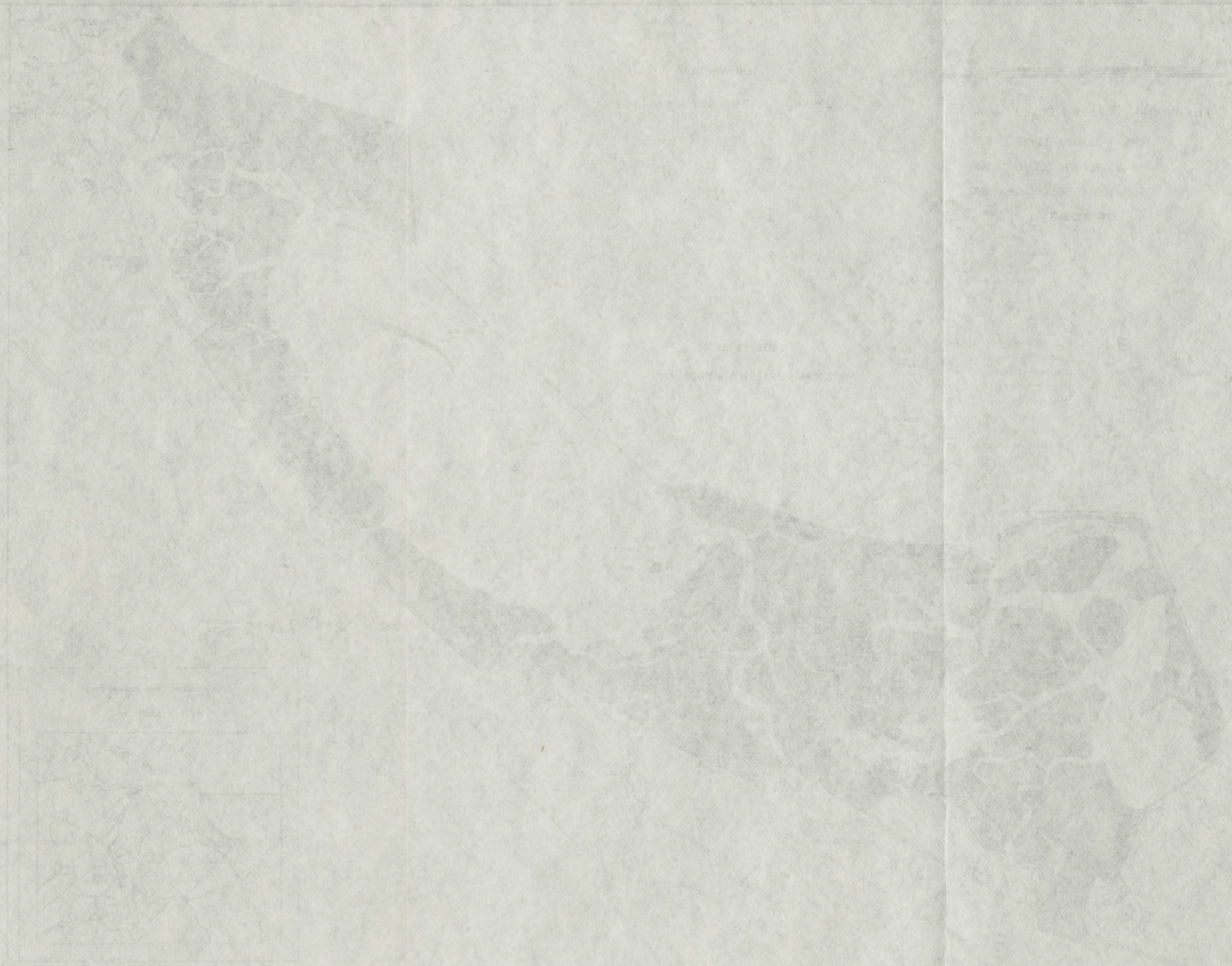
FISH AND WILDLIFE SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE



PRELIMINARY-SUBJECT TO CHANGE

JANUARY-1971

30-249 O - 74 (Face p. 124) No. 6



30-249 O - 74 (Face p. 124) No. 7

BRIGANTINE NEW JERSEY

WILDERNESS PROPOSAL



BRIGANTINE NATIONAL WILDLIFE REFUGE

ATLANTIC COUNTY, NEW JERSEY

LEGEND

PROPOSED WILDERNESS

SCALE IN MILES

0 1/4 1/2 3/4 1 2 3

AUGUST, 1971

PRELIMINARY

SUBJECT TO CHANGE

30-249 O - 74 (Face p. 124) No. 8

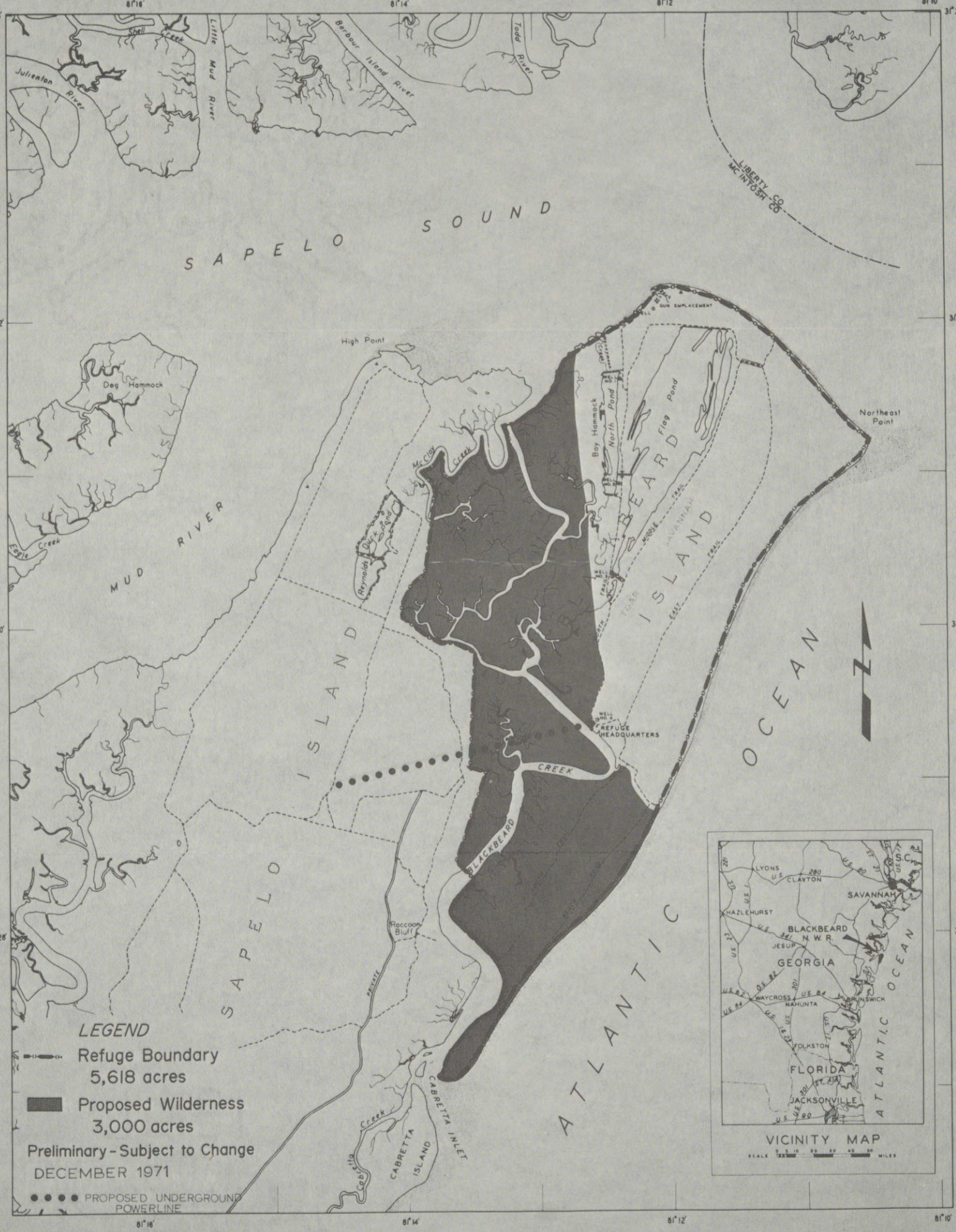
BLACKBEARD ISLAND WILDERNESS PROPOSAL

BLACKBEARD ISLAND NATIONAL WILDLIFE REFUGE

MC INTOSH COUNTY, GEORGIA

UNITED STATES
DEPARTMENT OF THE INTERIOR

FISH AND WILDLIFE SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE



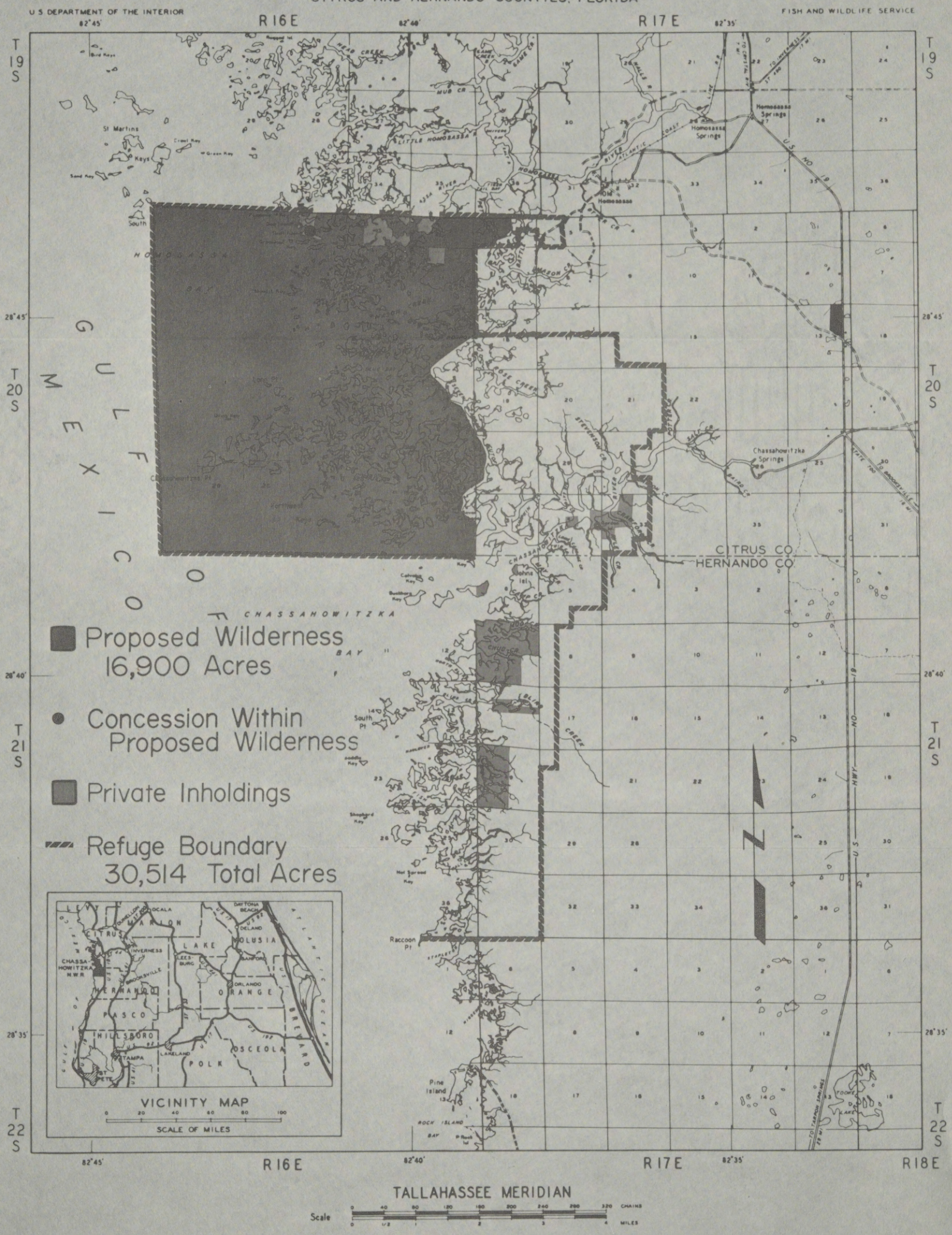
30-249 O - 74 (Face p. 124) No. 9

CHASSAHOWITZKA WILDERNESS PROPOSAL

CHASSAHOWITZKA NATIONAL WILDLIFE REFUGE

CITRUS AND HERNANDO COUNTIES, FLORIDA

U.S. DEPARTMENT OF THE INTERIOR — FISH AND WILDLIFE SERVICE



October-1971

REVISED NOVEMBER 1971

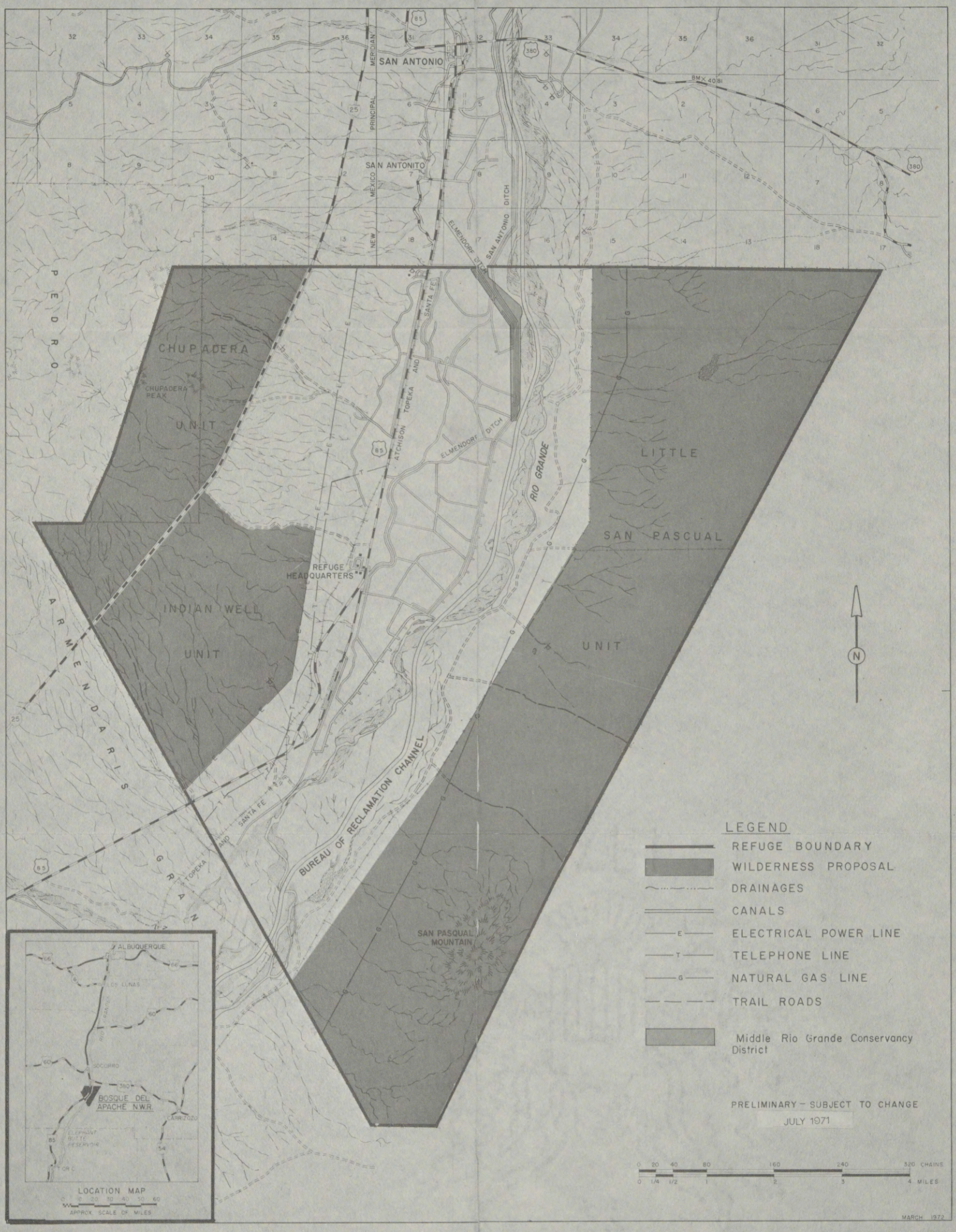
Preliminary - Subject to Change

30-249 O - 74 (Face p. 124) No. 10

PROPOSED WILDERNESS MAP

BOSQUE DEL APACHE NATIONAL WILDLIFE REFUGE

SOCORRO COUNTY, NEW MEXICO



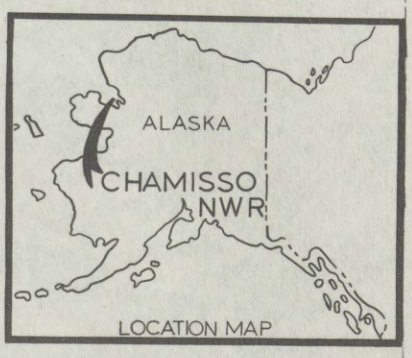
30-249 O - 74 (Face p. 124) No. 11

Chamisso

PROPOSED

Chamisso Wilderness Area

CHAMISSO NATIONAL WILDLIFE REFUGE



KOTZEBUE SOUND

N

Choris Peninsula

Pt. Garnet

ESCHSCHOLTZ BAY

CHAMISSO N.W.R.

Puffin I.

Chamisso Island

SPAFARIEF BAY

Elephant Point

Church Rock

R14W

Dick

Sl.

T9N

0 5 10 Miles

Scale

KATELL RIVER MERIDIAN

NOVEMBER 1969



123°10'

37°48'

Noonday Rock

FANNY SHOAL

37°45'

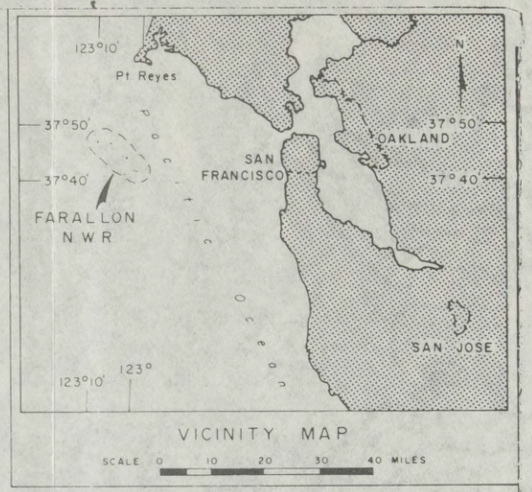
N

0 1/2 1 2 MILES

SCALE

123°05'

North Farallons



VICINITY MAP

SCALE 0 10 20 30 40 MILES

37°45'

KEY

EXCLUDED FROM WILDERNESS

Middle Farallon

Maintop Island

37°42'

Southeast Farallon

FARALLON WILDERNESS PROPOSAL
Farallon National Wildlife Refuge
California

OCTOBER 1969
REVISED MARCH 1970

123°10'

123°05'

123°00'

30-249 O - 74 (Face p. 124) No. 12

30-249 O - 74 (Face p. 124) No. 13

PROPOSED WEST SISTER ISLAND WILDERNESS

LUCAS COUNTY, OHIO

UNITED STATES
DEPARTMENT OF THE INTERIOR

FISH AND WILDLIFE SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE



PRELIMINARY—SUBJECT TO CHANGE

OCT., 1969

COMPILED IN THE DIVISION OF ENGINEERING
FROM SURVEYS BY THE U.S. BUREAU OF LIGHTHOUSES
AND U.S.C.& G.S.

MINNEAPOLIS, MINN.

Scale 0 5 10 20 CHAINS
0 1/16 1/8 1/4 MILE

CONTOUR INTERVAL 5 FEET DATUM IS MEAN SEA LEVEL

MAGNETIC N. 2 3/4° TRUE NORTH

MEAN DECLINATION 1965

3R OHIO

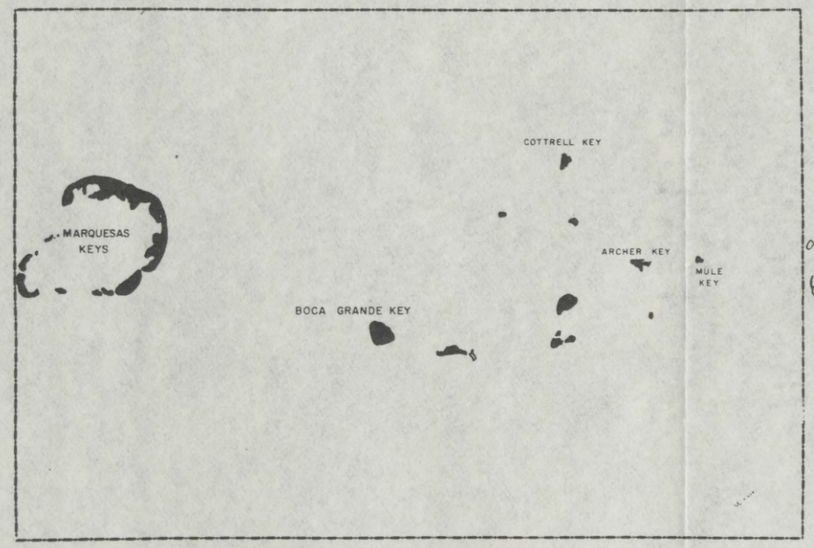
FLORIDA KEYS WILDERNESS PROPOSAL

FLORIDA

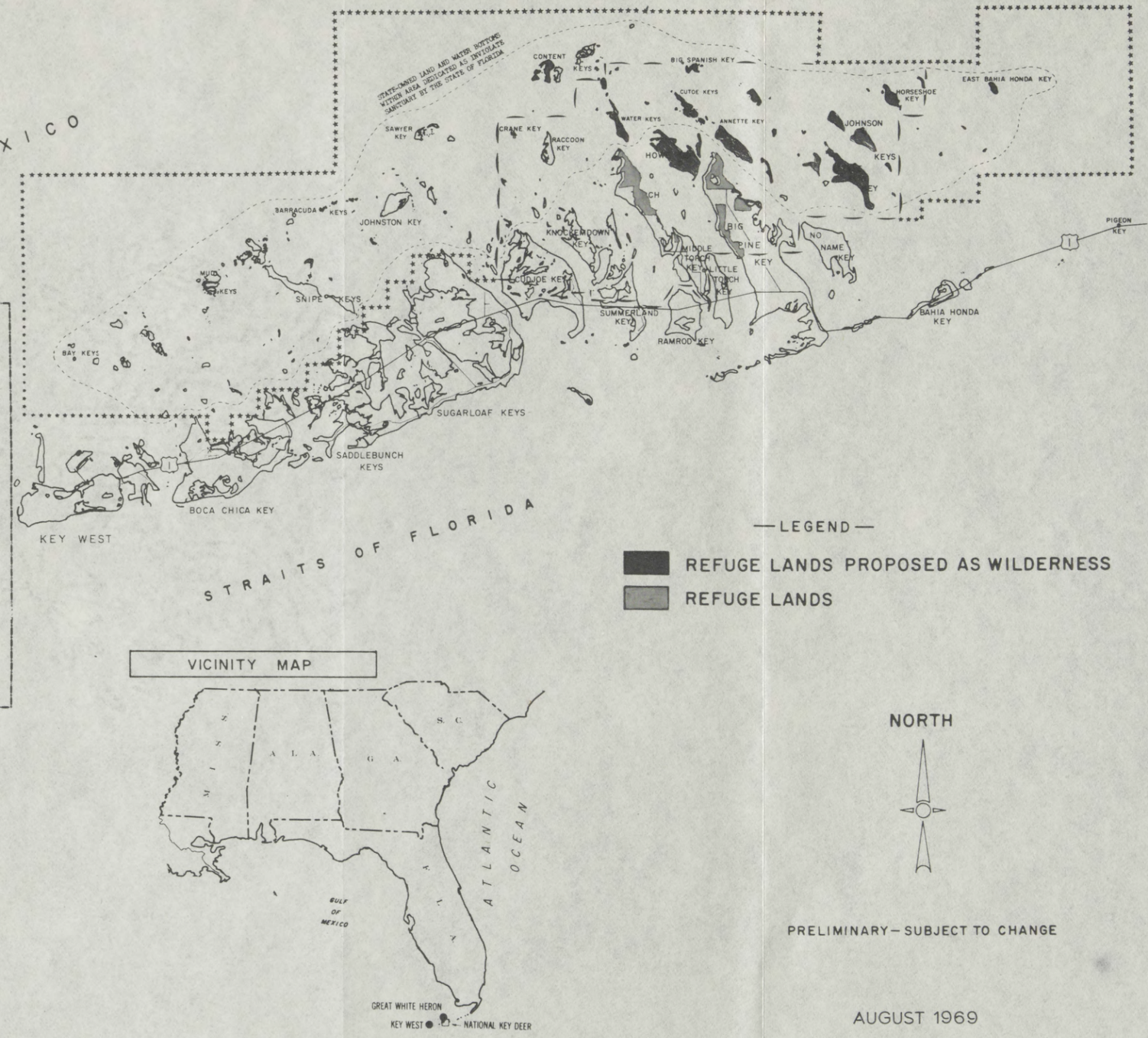
NATIONAL WILDLIFE REFUGES OF THE FLORIDA KEYS

PROCLAMATION BOUNDARIES

- GREAT WHITE HERON NATIONAL WILDLIFE REFUGE
- NATIONAL KEY DEER REFUGE
- KEY WEST NATIONAL WILDLIFE REFUGE



0 5 Scale 10 15 MILES



—LEGEND—

- REFUGE LANDS PROPOSED AS WILDERNESS
- REFUGE LANDS

VICINITY MAP

NORTH

PRELIMINARY—SUBJECT TO CHANGE

AUGUST 1969
REVISED MARCH 1974

30-249 O - 74 (Face p. 124 No. 14

30-249 O - 74 (Face p. 124) No. 15



LEGEND

- Power Line
- Proposed Wilderness
- Telephone Line
- Trail

OCTOBER, 1971
REV. DECEMBER 1971

Scale 0 20 40 60 80 Chains

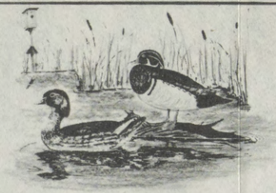
MOOSEHORN WILDERNESS PROPOSAL \ Baring Unit
Moosehorn N.W.R. Washington Co. Maine

PRELIMINARY SUBJECT TO CHANGE

St. Marks Wilderness Proposal - Florida

ST. MARKS NATIONAL WILDLIFE REFUGE

JEFFERSON, TAYLOR, AND WAKULLA COUNTIES, FLORIDA



UNITED STATES
DEPARTMENT OF THE INTERIOR

FISH AND WILDLIFE SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE

APALACHICOLA NATIONAL FOREST

APALACHEE BAY

OYSTER BAY

OCHLOCKONEE BAY

GULF OF MEXICO

Executive Closing Order Boundary

TALLAHASSEE MERIDIAN

Scale 0 40 80 160 240 320 CHAINS
0 1/2 1 2 3 4 MILES



VICINITY MAP

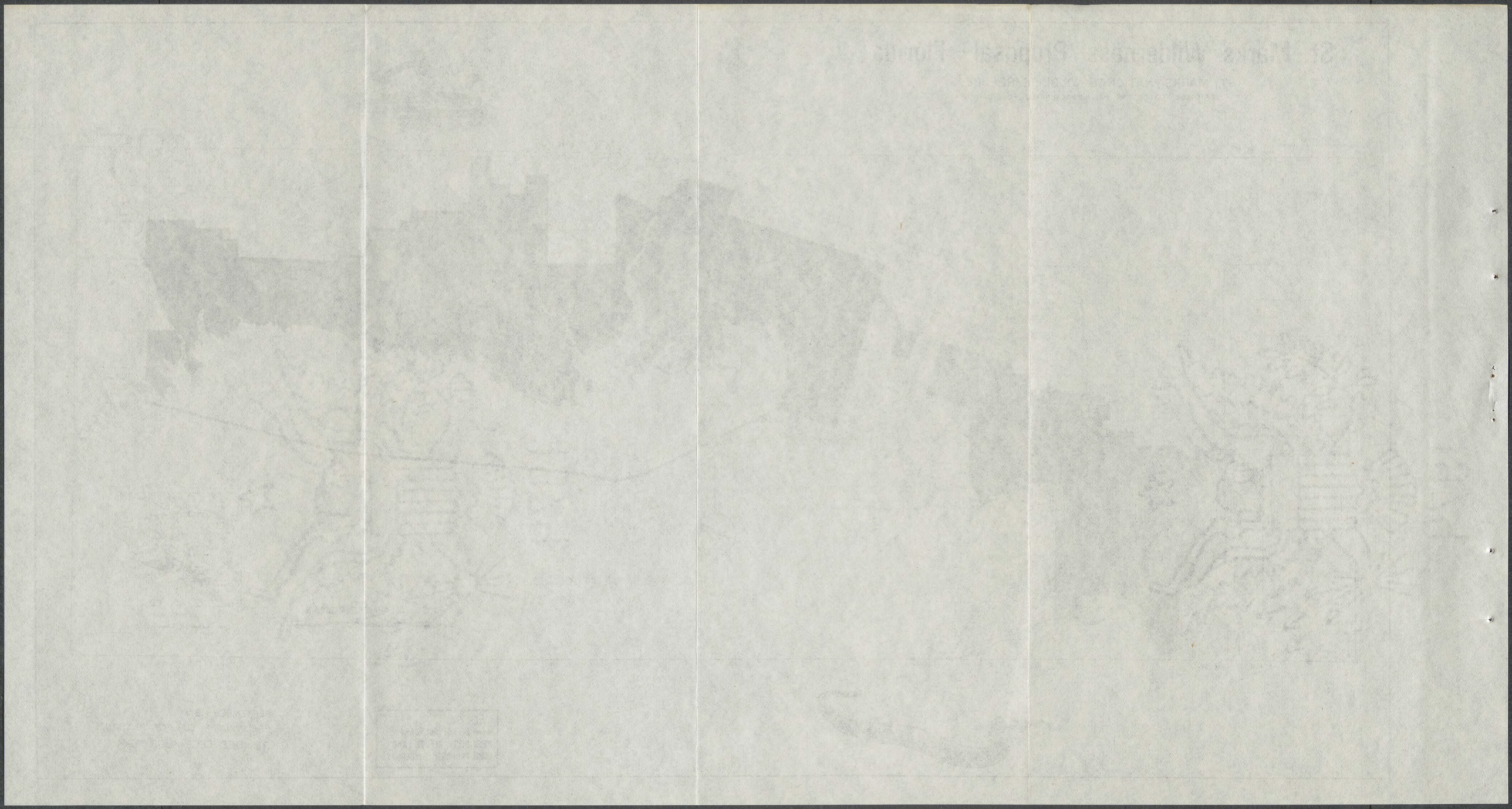
SCALE 0 8 16 24 32 MILES



LEGEND
- REFUGE BOUNDARY
- OTHER REFUGE LANDS
- PROPOSED WILDERNESS

SEPTEMBER - 1971
PRELIMINARY - SUBJECT TO CHANGE
REVISED DECEMBER 1971

30-249 O - 74 (Face p. 124) No. 16



30-249 O - 74 (Face p. 124) No. 17

CHASE LAKE WILDERNESS PROPOSAL

CHASE LAKE NATIONAL WILDLIFE REFUGE

NORTH DAKOTA

(PRELIMINARY-SUBJECT TO CHANGE)

LEGEND
WILDERNESS BOUNDARY
POWER LINE
EXCLUDED FROM WILDERNESS AREAS

FISHER LAKE

CHASE LAKE

Meander Line

Meander Line

KIDDER CO.
STUTSMAN CO.

September, 1971

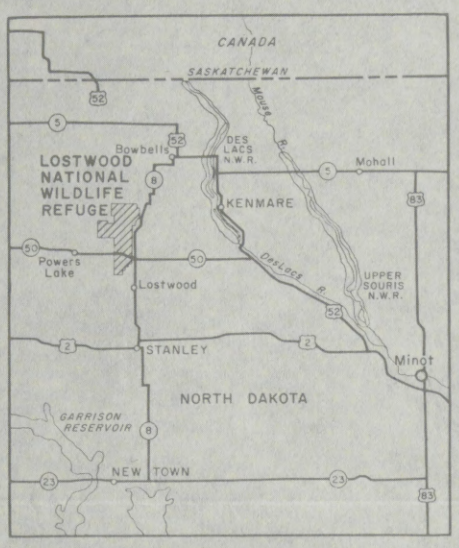
Scale 0 1/2 Miles

VICINITY MAP
Woodworth
CHASE LAKE N.W.R.
Medina
Crystal Springs
Jamestown
36
52
94
281

30-249 O - 74 (Face p. 124) No. 18

LOSTWOOD WILDERNESS PROPOSAL
LOSTWOOD NATIONAL WILDLIFE REFUGE

BURKE & MOUNTRAIL COUNTIES, NORTH DAKOTA



COUNTY ROAD

IVERSON LAKE
IVERSON SLOUGH
UPPER THOMPSON LAKE
UNIT II
THOMPSON LAKE
REFUGE HDQTS.
TOWER SLOUGH
TO BOWBELLS 15 MILES

T. 160 N.
T. 159 N.

UNIT III
DEAD DOG SLOUGH
ELBOW LAKE
SCHOOL SECTION LAKE
UNIT IV
KNUDSON SLOUGH
SPRING SLOUGH
UPPER LOSTWOOD LAKE
ROCK SLOUGH
NO. 8 HWY.
STATE

R. 92 W.
R. 91 W.

STATE HWY. NO. 50
TO POWERS LAKE 7 MILES

T. 159 N.
T. 158 N.
BURKE COUNTY
MOUNTRAIL COUNTY

UNIT V
LOWER LOSTWOOD LAKE
STATE HWY. NO. 50
TO STANLEY 15 MILES

LEGEND

- WATER
- GRASSLAND
- TREES

PRELIMINARY - SUBJECT TO CHANGE

- GRAVEL ROAD
- AUTO TOUR ROUTE
- TRAIL
- VISITOR PARKING
- SCENIC OVERLOOK
- OBSERVATION TOWER
- FOOT TRAIL
- MANAGEMENT UNITS
- POT HOLES
- PROPOSED WILDERNESS

0 1/2 1 2
SCALE IN MILES

AUGUST 1971

looking into the possibility of using means other than vehicles, such as horses, to patrol the beach. We anticipate that any motor patrols would be infrequent and would go along the beach where they would do no damage to the wilderness itself. But I would agree with you that they should be kept to an absolute minimum.

Senator HASKELL. And I don't know that we would have the authority to allow you to get in with motorized vehicles which I think would present a problem and certainly quite obviously, at least in my opinion, the Bosque del Apache, if you have an active pipeline there which may have to be serviced, you surely can't do that with horses, so I think we have a difference of opinion there.

Senator McClure.

Senator MCCLURE. I am a little confused, as the chairman is, as to what is left of the Wilderness Act when we get through with all the exceptions that are being made. Is it really coming down to the fact that what you are saying is we don't intend to change the management, we will freeze it the way it is now and make a wilderness. Is that what you say?

Mr. BOHLEN. No, I think in the case of Blackbeard we are changing the management.

Senator MCCLURE. Changing it in what way?

Mr. BOHLEN. In that we will have fewer vehicular patrols.

Senator MCCLURE. But you will still have vehicular patrols?

Mr. BOHLEN. Yes. We would like to reserve the right, in case of emergency, to run vehicles along the beach.

Senator MCCLURE. Why should that be different here than in any other wilderness in which vehicular patrols are not permitted?

Mr. BOHLEN. Our enforcement needs are different here.

Senator MCCLURE. Maybe it shouldn't be a wilderness.

Mr. BOHLEN. That is the option of the committee. I would feel that if the choice is between wilderness or no wilderness, in this case I would choose wilderness.

Senator MCCLURE. Except is it a wilderness? Is there anything you would be doing under this proposal for that particular management unit that you couldn't do without the wilderness designation? The Government controls it now, does it not?

Mr. BOHLEN. It does.

Senator MCCLURE. And the Government sets the management policy now, does it not?

Mr. BOHLEN. It does.

Senator MCCLURE. And you could reduce the patrols now, could you not?

Mr. BOHLEN. We are reducing them.

Senator MCCLURE. Then there would be no difference whether it is designated as wilderness or not in your management plan?

Mr. BOHLEN. Correct.

Senator MCCLURE. So actually the designation does nothing except freeze it at the proposed management level so that future management could not change without congressional enactment?

Mr. BOHLEN. Right.

Senator MCCLURE. That is essentially all, for that one particular item that would be accomplished by the enactment?

Mr. BOHLEN. Wilderness really would not change our present management practice.

30-249 O - 74 - 9

Senator McCLURE. Wilderness?

You mentioned that the Wilderness Act was subject to interpretation and you say you have guidelines. I think your language was "within our Department." Do you mean in the Fish and Wildlife Service or do you mean in the Department of the Interior?

Mr. BOHLEN. These are departmental guidelines which were first drafted in June 1972, with the intent of providing some consistency to the recommendations we send up to the Congress and to have these guidelines apply to wilderness areas within both the park system and the refuge system.

Senator McCLURE. So it applies to the park and the refuge systems, but it does not apply to other land managed by the Department of the Interior, is that correct?

Mr. BOHLEN. The Wilderness Act only applies to those two systems at the moment.

Senator McCLURE. How about the wilderness land administered by the Department of the Interior other than those two systems?

Mr. BOHLEN. There are none.

Senator McCLURE. There are none? And your guidelines will not apply to any other such lands?

Mr. BOHLEN. There are no other lands provided for under the Wilderness Act of 1964, so there is no occasion to apply them to other lands.

Senator McCLURE. We are considering now the BLM Organic Act and there is a suggestion that we review a great many of the lands under the administration of the BLM, which is also under the Department of the Interior. Would these guidelines apply to that?

Mr. BOHLEN. I think we would have to review the guidelines at such time as Congress passes a wilderness amendment in the Organic Act. We might find that on BLM lands wilderness should be designated and managed more in line with the way this is done with Forest Service lands rather than park and refuge lands, but this is a problem we haven't faced yet.

Senator McCLURE. You mean your interpretation of the act is flexible according to what you want to accomplish under the act?

Mr. BOHLEN. The way we interpret the act, it applies differently to Forest Service lands. There are provisions in there that are dissimilar.

Senator McCLURE. What are the differences that affect park and refuge lands?

Mr. BOHLEN. Well, I believe that for the Forest Service lands there is provision for mining up until 1983. We permit no mining in park or refuge wilderness areas.

Senator McCLURE. That is not because of the guidelines or Wilderness Act. That is because of the other acts. So that the guidelines don't really change that.

Mr. BOHLEN. It is also our interpretation of the Wilderness Act.

Senator McCLURE. What other differences are there?

Mr. BOHLEN. It has been long time since I have read the act, but as I remember, the Forest Service does allow prior existing uses in wilderness areas such as airstrips and vehicular use that we would not allow in our wilderness areas. As a multiple use agency I think it has a broader interpretation of the act than we do. As I said, I am not responsible for managing Forest Service areas.

Senator McCLURE. I understand that. Except with the additional restrictions imposed by the statute, why should one administrative agency of Government have a different interpretation of the same law than another?

Mr. BOHLEN. I think that is a very good question and I would like to see uniform application of the Wilderness Act.

Senator McCLURE. I am a little confused as to how the same law could mean different things to different people under the same Government?

Mr. BOHLEN. I would be happy to have our guidelines apply to the Forest Service system.

Senator McCLURE. Do you suppose they would be happy to have theirs apply to you?

Mr. BOHLEN. I don't know.

Senator McCLURE. Maybe we will have D.E.N.R. and we won't have to worry about that anymore and maybe we will have to worry about it some more. You have indicated that in this particular area where the pipeline crosses, it is all right if they go in to repair and maintain. What about replacement, what replacement rights do they have?

Mr. BOHLEN. None.

Senator McCLURE. What is the nature of the easement or the right-of-way by which they have the pipeline. Is it simply a temporary area use? When the life of that pipeline is gone, when the condition of the pipeline gets to such an extent that it can't any longer be suitably repaired the easement terminates?

Mr. BOHLEN. Let me ask Mr. Gillett.

Mr. GILLETT. The easement for the pipeline across Bosque del Apache was granted by BLM in 1954. A six-inch gasorpro ducts pipeline is permitted under the easement. There is no time limit or terms for revocation in the permit; however, the permittee must comply with Federal and State laws or regulations and cannot interfere with the purposes of the project. It is our opinion they could not replace the pipeline; however, they can maintain it as necessary indefinitely.

Senator McCLURE. How about the replacement, if they have to go in to rebuild the line?

Mr. GILLETT. It is my understanding that periodically certain portions of the pipeline do wear out. Apparently there is sone kind of electrolysis that takes place which requires they go in and replace certain sections of the line periodically. In discussing the wilderness proposal with Chevron Oil Co., they indicated a willingness to come off the main traveled road and drive immediately to the section that needs to be repaired, rather than traverse the entire right-of-way. So their access through the wilderness to their pipeline would be very minimal and periodic.

Senator McCLURE. Would you point out the pipeline again, please?

Mr. GILLETT. It follows this line here.

Senator McCLURE. It is near the edge of the proposed wilderness area, is that correct?

Mr. GILLETT. That's correct. The wilderness extends beyond the pipeline in this area and in this area. The pipeline is outside of the wilderness in this particular area.

Senator McCLURE. If the committee should decide that the pipeline right-of-way should be excluded from the wilderness as was discussed as a possibility of maintaining a cordon, what is the width of that right-of-way as compared to the distance from the pipeline to the edge of the proposed wilderness?

Mr. GILLETT. The width of the right-of-way is 50 feet, 25 feet on either side of the 6 inch pipeline.

Senator HANSEN. There is a scale of miles on the bottom there.

Mr. GILLETT. That's right.

Senator McCLURE. So it is less than a mile at the widest point?

Mr. GILLETT. Yes; this would be about the widest spot and it looks to be about three-quarters of a mile.

Senator McCLURE. Are the black lines on that map the external boundaries of the wildlife refuge?

Mr. GILLETT. Yes.

Senator McCLURE. For the record, then, the record will show that there is a white corridor through the middle of the widlife refuge, which would not be proposed for wilderness, the wilderness being only on the exteriors of the refuge.

Mr. GILLETT. That's correct.

Senator McCLURE. Does the Federal Government own or control all of the land within the wildlife refuge?

Mr. GILLETT. Yes, sir.

Senator McCLURE. You mentioned there is a main traveled road. Is that a Federal highway?

Mr. GILLETT. Yes, sir.

Senator McCLURE. There are two of them and one of those goes through a portion of the wilderness.

Mr. GILLETT. The road is excluded from the wilderness.

Senator McCLURE. The distance from the edge of that road to the edge of the wilderness on the left side would be something less than 2 miles?

Mr. GILLETT. Two to three miles, yes.

Senator McCLURE. You suggest in another portion of the testimony that there are lighthouses on some of the others, at least two of the others, that you would propose remain in the wilderness.

Mr. BOHLEN. It is our interpretation of the act that historic structures are allowed in wilderness.

Senator McCLURE. Even if they are maintained?

Mr. BOHLEN. Even if they are maintained. I think there is a special provision in the act that allows for that. And the choice again is a small exclusion or incorporate them as a historic structure, and we chose the latter. I believe it is in section 2, "the land may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value." It is section 2(c).

Senator McCLURE. Subsection (4)?

Mr. BOHLEN. Page 2, "Definitions of Wilderness."

Senator McCLURE. Do you interpret that to mean works of man which are of historical value?

Mr. BOHLEN. We have.

Senator McCLURE. Is there legislative history that supports that interpretation?

Mr. BOHLEN. I believe there is, but I can't say for sure, sir. We have on other occasions included a historic cabin or historic lighthouse in wilderness areas.

Senator MCCLURE. In one of the suggestions you suggest that it might be a good idea to have an administrative site within the wilderness. And it is your intention to have manmade structures not only that are there now but also that will be maintained for administrative purposes or as headquarters?

Mr. BOHLEN. Our guidelines provide that in some unusual instances we can have a manmade structure within the wilderness, such as a patrol cabin, where it is the minimum necessary for the protection of the wilderness or the wilderness visitor.

Senator MCCLURE. How can you protect the wilderness if you don't have a wilderness? Protecting what?

Mr. BOHLEN. Our alterative in a situation like that is to exclude an area along the coast where we could build a small patrol cabin. We have had similar situations in the mountains, however, where rather than exclude a small area from wilderness, which is rather arbitrary, we have provided in the quidelines that a minimum structure, such as a patrol cabin, could be included in wilderness.

Senator MCCLURE. I guess what really disturbs me here is you don't seem to put very high value on the wilderness character. You are willing to change the wilderness character wherever it suits the administrative convenience of the Government.

Mr. BOHLEN. In most cases we are referring to existing cabins. This is an unusual situation in that we do not have a facility there now, but in the future, after the present ranch buildings are gone, we foresee the need for some place for a refuge manager who visits the island to stay and be protected from storms.

Senator MCCLURE. Then it is not a wilderness, is it?

Mr. BOHLEN. I believe it is.

Senator MCCLURE. You believe it is a wilderness even though there is a manmade structure there designed for the convenience of man?

Mr. BOHLEN. This is an administrative technique, you might say. If we feel that there is a cabin needed we have the choice of excluding a piece of land, say, half an acre, from wilderness rather than providing for the cabin in wilderness. I feel that is an arbitrary and artificial way of handling the problem.

Senator MCCLURE. Let me read the definition, because maybe I need to refresh my own memory. I refer to section 2(c) which is headed "Definition of Wilderness."

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 5,000 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.

It seems to me the thrust of that is very clear and I don't know that the administrative guidelines that you have suggested, or the Department may have adopted, really fit the thrust of that when you say, well, we will maintain a working lighthouse in one instance; we will maintain historic lighthouses in two other instances; we will not only maintain but we will build, if necessary, an administrative site in another instance; we will have a pipeline going through an area which cannot only be maintained but replaced in another instance, whether or not the purposes of the act are being changed into some other purpose than that which was established by the Congress originally.

I sat on the committee in the House and again here when we discussed the possibility of some wildernesses that could not be designated if we demanded absolute purity. And I think we did, in California, put two wildernesses in that had dams within the wilderness—dams and reservoirs. As a recognized exception to the rule, such as you have suggested, that the choice is either to accept that or not have the wilderness. We have, I think, in a couple of areas in my own State designated as wilderness an area where there is an old road which probably will not be totally obliterated except with the passage of eons of time, but I just wonder how far we go in changing the original concept of the Wilderness Act to include not only the vestiges of human occupation and use of the land but also the intent to maintain those uses.

Mr. BOHLEN. Well, Senator, we don't believe we are changing the intent of the act and there are other sections which you can read, primarily section 4 (b) and (c), which seem to us to specifically allow what we are suggesting. I would say the one case that is a borderline is the pipeline. I have not considered the issue of replacement. I think I would prefer to see the pipeline excluded from wilderness if we really were talking about the need to replace it.

Under section 4(b) it is quite clear that each agency administering any area designated as wilderness:

> Shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established.

In other words, it is our interpretation that our first and foremost reason for managing these areas is as refuges or as parks, and second to protect the wilderness values. And, in the case of the refuges we are discussing today, we believe it was the intent of Congress that they be administered primarily as refuges and secondly as wildernesses.

Section 4(c) makes it clear to us that:

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

I interpret that to mean that where a structure, a temporary road or the use of a motor is the minimum needed to administer the area as a refuge, then that is permitted. Grant you, this has long been a topic of dispute and it is open to many interpretations, but that is our interpretation.

Senator HASKELL. If I may, if the Senator would yield, I must say that the interpretation articulated by the Senator from Idaho has at least some bipartisan support in that I agree with him a hundred percent. But, Senator Hansen——

Senator MCCLURE. I have just a couple of other questions that are of a general nature. One is within the wilderness, which is water based, what is the restriction on the use of powerboats? And what is the restriction on the use of powerboats on waters in wildernesses in general?

Mr. BOHLEN. In some areas we do not control the water column and only the bottom would go into wilderness. In other cases, such as Simenonoff, the original Executive order that created the refuge established a boundary 1 mile from shore. We are proposing that that area within the 1-mile boundary is designated as wilderness, such designation to include the bottom and also the water column above. in that instance we would say that no normal use of motors would be allowed. However, in case of an emergency a storm or the need to seek haven, we would allow motors.

Senator MCCLURE. Except for the administrators who can? Is that correct? Are the people that are going to go in there going to shut off their motors a mile off and row the rest of the way?

Mr. BOHLEN. I would say we would have to allow the manager who makes periodic visits to the island to use a motor.

Senator MCCLURE. Does that have the effect of eliminating all visitors from the island unless they have a sailboat, perhaps?

Mr. GILLETT. Yes, I believe it would effectively eliminate most of the visitors.

Senator MCCLURE. Is that your intention, to effectively eliminate all of the visitors from the island?

Mr. BOHLEN. The intent of putting it in wilderness is to preserve the kelp beds around the island in which the sea otter feed. They feed on organisms among the kelp beds.

Senator MCCLURE. You have authority to exclude motorized traffic from approaches to the island?

Mr. GILLETT. That's correct.

Senator MCCLURE. So you don't have to designate it wilderness for that purpose?

Mr. BOHLEN. We would have to designate the bottom as wilderness and the committee could certainly put a provision in the act to allow access to the island by motorboat.

Senator MCCLURE. My concern would be that apparently what we are doing here is the sea otter protection and that has to do with primarily the kelp beds and shorelines of the island. We, at the same time, are hopeful of maintaining the wilderness character of the island and its necessities. The Wilderness Act does not contemplate that people be excluded, but that they can use it.

Mr. BOHLEN. I think on second thought, in response to the very real problem you raised, we should probably have an exception for use of motors as a means of access to the island.

Senator MCCLURE. In general, not in regard to this one, is it in every instance the practice of the administration of the wildlife refuges to exclude motorized travel within the refuges on the waters of the refuges except for administrative purposes?

Mr. BOHLEN. We have relatively few areas where we have the authority to exclude motors. In most cases we don't control the water column and there have been a number of wilderness proposals that we have sent to Congress in the past and testified on where we cannot prohibit the use of motors within a refuge wilderness area. This happens to be an unusual case where the boundary was set far enough out to control the water column before Alaska became a State.

Senator MCCLURE. Let's refer back to one of the other water-based refuges. Would it be your thought to exclude the—let me ask it in the inverse. Is there any motor vehicular travel within these other water-based refuges?

Mr. BOHLEN. I don't believe that any of our other proposals exclude the use of motors in the water column.

Senator MCCLURE. How do you have a wilderness if you can't control the surface of the water within the wilderness and people can keep on running motorboats through the wilderness?

Mr. BOHLEN. That is a very real problem, but we don't have the authority to do otherwise.

Senator MCCLURE. Then are we exercising really one of two things, either not creating a wilderness because as a matter of fact people will continue to run motorboats through the area, or second, is there an attempt to exclude motorboats by this act when you don't have the authority to do it otherwise?

Mr. BOHLEN. No, the designation of wilderness does not change our existing authority in this case at all.

Senator MCCLURE. In any of these where there is a substantial water area within the wilderness in which you do not presently have that control there is nothing at all to exclude motor vehicular travel throughout whatever area is traversible by water, motor transport?

Mr. BOHLEN. That is my understanding.

Mr. GILLETT. Yes.

Senator MCCLURE. I would question what kind of wilderness that is.

Mr. BOHLEN. Not the best.

Senator MCCLURE. Thank you very much.

Senator HASKELL. Senator Hansen.

Senator HANSEN. Mr. Bohlen, you spoke earlier about guidelines and I understood you to imply that you felt there would be some merit in guidelines being established that would apply across the board with respect to forest lands or Department of the Interior lands. Am I right about understanding you correctly?

Mr. BOHLEN. That is my personal opinion, Senator. I don't think it would be very easy to agree on common guidelines because the purposes for which these three systems were set aside are different, as you know.

Senator HANSEN. When the master plan was presented for the Grand Teton National Park, it was reviewed by Interior, as you would know, and by other Federal agencies as well. I was strongly persuaded by the presentation made by the Forest Service in feeling that the type of use and the uniqueness of some of the problems that were encountered in administering the high country in Grand Teton would seem to do violance to pure wilderness concepts. This was the point made by the Forest Service, that with a number of persons climbing in the mountains there, there just had to be, in their opinion, some provision

made for sanitary facilities and that sort of thing, as well as overnight cabins. So one of the earlier plans was to have small enclaves within the wilderness areas that would be excluded from wilderness and would permit toilets and overnight camping facilities. What is your feeling as to the—well, I think you have already testified, it is your personal feeling that these guidelines should apply across the board, am I right about that?

Mr. BOHLEN. Yes, sir. In respect to the campsites and sanitary needs that you mentioned, we allow within wildernesses what we call a minimum wilderness campsite. That would provide for a fire ring made of natural materials and a pit toilet and some tent sites, nothing else. We do see the need for a movable pit toilet in a number of wilderness areas. One reason we abandoned the enclave theory was that if the Congress designates within a wilderness area a small enclave as nonwilderness, it forever remains in that location.

We have found in the course of managing the parks that there is merit in moving the campsite to lessen the impact on the surroundings, and we believe that by abandoning the enclave theory and going to the minimum campsites concept, we have much greater flexibility in management and, in the long run, better protection of the wilderness resources.

Senator HANSEN. I think it probably was the Forest Service's observation, although I am not sure about that, that the presence of enclaves, little tracts, maybe half an acre up to 3 acres, would do violence to the wilderness concept. Granted, that they themselves would not be wilderness, but yet if they were to be interspersed throughout a wilderness area it certainly would effectively do violence to the idea that a person would have, that an individual would have, in thinking he was out in the wilderness and here in a half acre up to maybe a 2- or 3-acre tract were permanent buildings, permanent installations. I would ask you——

Mr. BOHLEN. I would agree. The visitors walking through the wilderness do not see the boundary that we are putting on the maps here. It is the visual impact that is important to them.

Senator HANSEN. I was rather amazed that you felt that the historic value of a lighthouse would merit its inclusion in the wilderness system. Do you happen to know what the position of some of the so-called wilderness groups are with respect to this? What the position of the Wilderness Society, the Sierra Club would be?

Mr. BOHLEN. I don't know on the specific areas.

Senator HANSEN. What about lighthouses?

Mr. BOHLEN. I can say the Wilderness Society generally wants to put everything it possibly can into wilderness so I would assume they would support this.

Senator HANSEN. They want to put everything they possibly can in wilderness? Do I infer from that that it would be their recommendation that a lighthouse be included?

Mr. BOHLEN. I am assuming they would support that, but I believe the Wilderness Society will have a witness.

Senator HASKELL. We will have witnesses.

Mr. BOHLEN. I would like to add to this. We earlier were quoting from the act as to the historic provision. There is another sentence in section 4(b) that says:

Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, scenic, educational, conservation, and historical use.

Senator McCLURE. We might designate Independence Hall as a wilderness, then, I assume. That is certainly historic enough to qualify.

I did want to ask one question with reference to the map that is before us. What is the nature of the in-holdings that are along the north boundary but within the area of the proposed wilderness, and is it necessary to include those in-holdings within the wilderness?

Mr. GILLETT. Those lands are private lands within the refuge and within the wilderness. Of course, as such they could not be included in the wilderness.

Senator McCLURE. What is the nature of those lands at the present time?

Mr. GILLETT. They are marshlands. Apparently one tract of them is high enough so they are able to maintain a building.

Senator McCLURE. You don't propose to acquire those inholdings?

Mr. GILLETT. At some future date we will probably acquire them.

Senator McCLURE. By condemnation or by willing buyer, willing seller arrangement?

Mr. GILLETT. Of course, under our authorities condemnation could be used if necessary. However, we try and deal with them on a willing seller-buyer basis.

Senator McCLURE. And it would be your statement to this committee that those private in-holdings would not be contained within the wilderness?

Mr. GILLETT. Yes, that would be our statement.

Senator McCLURE. I just wondered if indeed they are private lands, why the exterior boundaries go around the private lands?

Mr. GILLETT. There is an alternative. We could block those out and alter the size of the wilderness area to exclude a block there. However, the federally owned lands do qualify for wilderness and as such are recommended.

Mr. BOHLEN. This is an old proposal that was sent to the Congress sometime back. As you can see the map is dated October 1971. Under our guidelines which were drawn up later, we have a provision for what we call potential wilderness additions. This is a classic example of how that could be applied. In other words, where there is an existing private right which lies within a boundary and we have the intent eventually to acquire those lands, the Congress could designate the lands as potential wilderness additions, so that at such time as that private right is extinguished the Secretary could with notice in the Federal Register put it in the wilderness. This would obviate the need for us to return and take up the committee's time with a later addition.

Senator McCLURE. Would it be your belief that if we accept the proposal for wilderness that covers private inholdings, that by law cannot be made a part of the wilderness, that then your future acquisition of them would automatically make them wilderness without further act of Congress?

Mr. BOHLEN. Yes, assuming these are now suitable and I guess they are.

Mr. GILLETT. With one exception where there is a building.

Mr. BOHLEN. They qualify now as wilderness, so you are correct.

Senator McCLURE. That it would require no further act of Congress, the administration could act on its own to acquire the lands and make them a part of the wilderness?

Mr. BOHLEN. If you designate them now as potential wilderness, they would become wilderness automatically at such time as we acquire the land and remove any evidence of man, where there is a building or something like that. It would take no further act of Congress.

Senator McCLURE. You say you do have the authority to acquire these lands at the present time under existing statutory authority?

Mr. BOHLEN. Yes, sir.

Senator McCLURE. Even by condemnation, if it is desired, is that correct?

Mr. BOHLEN. They lie within the boundaries of the designated refuge.

Senator McCLURE. And you have the authority to acquire all land that lies within the boundaries of the designated wildlife refuge, is that correct?

Mr. BOHLEN. We do.

Senator McCLURE. The Wilderness Act, does require, does it not, that ingress and egress to and from private holdings shall be allowed and that the private owners of these properties have the legal right of access, ingress, across the wildlife refuge, and it would be in some instances across wilderness lands?

Mr. BOHLEN. Yes, we have to allow them that right.

Senator McCLURE. I assume they have that right to ingress and egress even by motorized vehicles, so that would be some diminution of the wilderness values in that area?

Mr. BOHLEN. I gather in this particular instance they come in by boat.

Senator McCLURE. And they probably use a motorboat?

Mr. GILLETT. Yes.

Senator McCLURE. Thank you.

Senator HASKELL. Mr. Bohlen, I wonder if you would mind—you raised a number of questions here—if you would address the committee a letter in relation to these wilderness areas. No. 1, the possibility of using nonmotorized patrol or travel—that is No. 1.

No. 2, would you articulate in the letter your Department's interpretation of section 2(c)(4) as it relates to historical structures;

No. 3, could you possibly articulate for us your reasoning as to how a submerged land can be wilderness without the water above it being the same;

Lastly, if you would submit a copy of your guidelines, and perhaps discuss the differences between your guidelines, and the reasons for it, and the Forest Service guidelines. I don't expect you to give their viewpoint, but I would like you to point out the differences and say why you think you are right.

I think this letter would be helpful to us in determining whether these areas, some of them, can in fact be wilderness areas. And the hearing record will stay open for—will 2 weeks be adequate, Mr. Bohlen?

Mr. BOHLEN. That will be adequate. I don't know whether the Forest Service has guidelines.

Senator HASKELL. If they don't then you can't comment on them.

Mr. BOHLEN. But I will be happy to submit our guidelines.

Senator HASKELL. And if they do, why you think you are right and they are wrong.

The hearing record will stay open for 2 weeks for that purpose. Thank you very much, Mr. Bohlen. We appreciate it.

[Subsequent to the hearing the following information was received:]

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 10, 1974.

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

DEAR MR. CHAIRMAN: This responds to questions and issues concerning wilderness raised by members of the Public Lands Subcommittee during hearings held on March 19, 1974, and subsequently by committee staff.

The issues and our responses are as follows:

Question 1. Use of non-motorized patrol in wilderness areas.

Answer. The use of foot or horse patrol is in many cases a viable alternative to motorized patrol, which in all but the most exceptional instances we consider incompatible with wilderness status. However, at present there are very few areas where horse patrol is in effect: most of these are western refuges established for preservation of the buffalo. There are, moreover, certain problems with an immediate conversion to horse patrol in all situations. To keep horses in an area year-round would require the construction of such facilities as fences, barns, and corrals, the acquisition of stock, and the provision of food. All of these things take time, and for the present other means of patrol will be required in most areas.

In the specific case of Blackbeard Island, the small size of the refuge makes the use of horses for patrol all but impossible. However, we believe we can patrol the refuge from outside the proposed wilderness area, on stretches of beach which are not in refuge ownership—*i.e.*, below the mean high-tide line during the turtle nesting season. We will also use boats to conduct patrols on waters outside the proposed wilderness area.

Question 2. The Department of the Interior's interpretation of Section 2(c)(4) as it relates to historical structures.

Answer. This section provides, in part, that wilderness areas may contain "ecological, geological, or other features of scientific, educational, scenic, or historical value". We interpret this language to mean that structures of historical value need not be carved out of wilderness areas. A recommendation to include such a structure in wilderness would be based on two criteria: (1) the structure should be only a minor feature of the total wilderness proposal; and (2) the structure will remain in its historic state, without development.

Question 3. Reasoning as to how submerged lands can be wilderness without the water above it being the same.

Answer. The dredging and filling of marine areas and the extraction of minerals from the ocean bottom can permanently alter the natural underwater environment. Thus, submerged lands are as susceptible to spoilation and as deserving of protection as emergent lands. Whenever conditions warrant, we include submerged lands in wilderness proposals.

It is difficult to establish a blanket rule for inclusion of water columns in wilderness. However, in many cases the decision is taken out of our hands because we do not own the water column. Thus, we do not believe there is any anomaly in our recommending wilderness status for submerged lands irrespective of activity that may be conducted in the waters over them.

Question 4. The consistency of controlled burning with wilderness designation.

Answer. Burning is one of the few human activities which can duplicate nature. In primitive times fire was an integral part of the natural processes that shaped the landscape. It was as important in the natural scheme of things as were floods,

droughts, hurricanes and tornados. In early times, fires spread over vast reaches of the country, often being extinguished only by extensive rainfall or the interposition of a natural barrier, such as a river.

With the advent of communities and the threat that fires pose to economic assets such as timber and cultivated crops, burning became something to be controlled as soon as possible. Yet the disappearance of fires from some areas has worked an alteration in their natural state. In order to duplicate the environment which would prevail if nature were allowed to take its course, we believe that controlled burning in certain areas is essential. For example, without such burning in the Lostwood and Chase Lake Refuges, native expanses of prairie grass would be choked and replaced by brush. Nor do we believe that wilderness status is inconsistent with controlled burning. Where natural fires are so restricted by works of man that they cannot spread onto small wilderness areas, and where fire is, and always has been, an integral part of the environment of the areas, we believe that periodic, prescribed burning should be permitted and accepted as a part of wilderness management.

Question 5. Responses to questions on specific proposals.

Bosque del Apache

Answer. Attached is a revised map of the Bosque del Apache wilderness area which modifies the west boundary of the Little San Pascual Unit to follow the buried pipe line right-of-way on the north and south ends and an existing fence line in the center. We have no objection to this modification of the wilderness area.

Breton Lighthouse

Answer. The lighthouse on the northernmost point of the Chandler Islands was apparently constructed in the late 1800's. The lighthouse reservation was made on September 24, 1847, and as best we can determine construction took place prior to the turn of the century. We feel that the lighthouse qualifies as an historic structure and can properly be included in the wilderness area.

Simeonof

We neglected to address ourselves to the matter of aircraft and motorboat use of the water surface within the Simeonof National Wildlife Refuge. Since the proposal (section 5 of S. 600) speaks only of "lands", we do not interpret the waters surrounding the refuge to be part of the proposal. As manager of the wildlife refuge, we shall continue to permit use of the water surface by float planes and motorboats as necessary for administrative purposes, for the exercise of valid existing rights, and for public health and safety.

Question 6. Senator McClure later in the hearings (p. 83) asked what the State authority is for the maintenance of mosquito abatementwithin the Brigantine Refuge in New Jersey.

Answer. Special Use Permits are issued on an annual basis to the Atlantic County Mosquito Abatement District for control of mosquitoes. The permits cover the clearing of existing mosquito ditches (but do not permit creating new ditches or enlarging existing ditches); use of sprays to control mosquito population; and the establishment of light traps and dippling stations to determine mosquito population.

Question 7. In response to the request of the Chairman of the Subcommittee, a copy of the Department's wilderness guidelines is enclosed. We understand that the Forest Service has written a lengthy manual to guide its wilderness decision-making. Rather than hold up this transcript and the other answers to questions asked at the hearing, we respectfully suggest that the Committee may want to obtain this manual and compare the stances taken by the two Departments itself.

Wolf Island

Answer. The correct acreage figure for this proposal is 5,126.

Sincerely yours,

KEN M. BROWN,
Legislative Counsel.

Enclosure.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., June 24, 1972.

MEMORANDUM

To: Director, Bureau of Sport Fisheries and Wildlife
Director, National Park Service
From: Assistant Secretary for Fish and Wildlife and Parks
Subject: Guidelines for Wilderness Proposals—Reference Secretarial Order No. 2920

In the course of developing wilderness proposals we should strive to give the areas under study wilderness designation but not at the expense of losing the essential management prerogatives that are necessary to fulfill the purposes for which the areas were originally intended. Although each area under study must be considered separately, with special attention given to its unique characters, the following criteria should be adhered to when determining the suitability of an area for wilderness designation.

Management

An area should not be excluded from wilderness designation solely because established or proposed management practices require the use of tools, equipment or structures, if these practices are necessary for the health and safety of wilderness travelers, or the protection of the wilderness area. The manager should use the *minimum* tool, equipment or structure necessary to successfully, safely and economically accomplish the objective. When establishing the minimum tool and equipment necessary for a management need within wilderness areas economic factors should be considered the least important of the three criteria. The chosen tool or equipment should be the one that least degrades wilderness values temporarily or permanently.

For the purpose of this paragraph, accepted tools, equipment, structures and practices may include but are not limited to: fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, fire-fighting equipment caches, fencing and controlled burning. In special or emergency cases involving the health and safety of wilderness users or the protection of wilderness values aircraft, motorboats and motorized vehicles may be used. Enclaves, buffer zones, etc., should not be established if the desired management practices are permitted under these guidelines.

Visitor use structures and facilities

An area that contains man-made facilities for visitor use can be designated as wilderness if these facilities are the minimum necessary for the health and safety of the wilderness traveler or the protection of wilderness resources. An example of a wilderness campsite that could be included is one having a pit toilet and fire rings made of natural materials and tent sites. A hand-operated water pump may be allowed. This kind of campsite would not be considered a permanent installation and could be removed or relocated as management needs dictate. Facilities that exceed the "minimum necessary" criteria will be removed and the area restored to its natural state. (See section on Exceptions.)

Areas containing campsites that require, for the protection of the adjacent wilderness values, facilities more elaborate than those allowed in a wilderness campsite should be excluded from wilderness designation.

Prior rights and privileges and limited commercial services

Lands need not be excluded from wilderness designation solely because of prior rights or privileges such as grazing and stock driveways or certain limited commercial services that are proper for realizing the recreational or other wilderness purposes of the areas.

Road and Utilities—Structures and Installations

Areas that otherwise qualify for wilderness will not be excluded because they contain unimproved roads, created by vehicles repeatedly traveling over the same course, structures, installations or utility lines, which can and would be removed upon designation as wilderness.

Research

Areas that otherwise qualify need not be excluded from wilderness designation because the area is being used as a site for research unless that use necessitates permanent structures or facilities in addition to those needed for management purposes.

Future Development

Those areas which presently qualify for wilderness designation but will be needed at some future date for specific purposes consistent with the purpose for which the National Park or National Wildlife Refuge was originally created, and fully described in an approved conceptual plan, should not be proposed for wilderness designation if they are not consistent with the above guidelines.

Exceptions

Certain areas being studied may contain structures such as small boat docks, water guzzlers and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of the widlerness values of the area. When an area under study for wilderness designation would otherwise qualify as wilderness a specific provision may be included in the proposed legislation for this area, giving the wilderness manager the option of retaining and maintaining these structures. Necessary management practices such as controlled burning shall also be mentioned specifically in the proposed legislation.

Areas being considered for wilderness designation will not be excluded solely because they contain hydrologic devices that are necessary for the monitoring of water resources outside of the wilderness area. When these devices, either mechanical or electronic, are found to be necessary, a specific provision allowing their use will be included in the legislation proposing the wilderness area being considered. For the installation, servicing and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used.

Areas being studied for wilderness designation will not be excluded solely because they contain lakes created by water development projects if these lakes are maintained at a relatively stable level and the shoreline has a natural appearance. Where this occurs and there is no other reason for excluding the area, a specific provision describing the water development project and its operation will be included in the proposed legislation along with the recommendation for including it in the wilderness area. Other minimal development of water resources may be suggested for inclusion in wilderness if specific reference is made to them in the proposed legislation. These provisions will allow present maintenance practices to continue.

Areas that contain underground utilities such as gas pipelines and transmission lines will not be excluded from wilderness designation solely for this reason. Where this occurs the areas may be included by making specific mention of them in the proposed legislation indicating that this use would continue and previously established maintenance practices would be allowed to continue.

When non-qualifying lands are surrounded by or adjacent to an area proposed for wilderness designation and such lands will within a determinable time qualify and be available Federal land, a special provision should be included in the legislative proposal giving the Secretary of the Interior the authority to designate such lands as wilderness at such time he determines it qualifies.

NATHANIEL P. REED.

Senator HASKELL. We will proceed with the private witnesses. Our first witness is Andre F. Clewell.

STATEMENT OF ANDRE F. CLEWELL, REPRESENTING THE FLORIDA DEFENDERS OF THE ENVIRONMENT, TALLAHASSEE, FLA.

Mr. CLEWELL. Mr. Chairman and distinguished members of the committee: I am Andre F. Clewell, associate professor of botany at Florida State University, Tallahassee, and I am representing the Florida Defenders of the Environment.

We are pleased with the support that Congress has given to the proposal to incorporate portions of the St. Marks Refuge into national

wilderness. Among the supporters of this proposal are many organizations not ordinarily associated closely with conservation causes. Among these are the Tallahassee Board of Realtors. Another is the McKenzie Tank Lines which operates adjacent to the refuge.

This proposal will maintain in perpetuity more than 20 miles of salt marshes along the gulf coast. The importance of salt marshes as nursery grounds for many kinds of fish is well known. It is also well known that coastal development has irreparably damaged much of Florida's marshes and severely threatened saltwater fishing.

The management of the marshes at St. Marks is negated by the porous limestone which cannot support dikes and by hurricanes, such as one that destroyed an impoundment in 1972.

The only question that remains is how much acreage should be included in the wilderness? A problem arose when one group wanted to build a marina along the Aucilla River, which forms the eastern boundary of the proposed wilderness. A land swap, proposed by conservationists, allows the marina and preserves all off the proposed wilderness.

The only other acreage in question is a 1,500-acre tract of pine flatwoods which borders the salt marsh east of Stoney Bayou Pool. The Bureau has not included this pineland in its proposal, although 27 citizens' groups have. This pineland forms a scenic backdrop, without which the esthetic value of the wilderness would be diminished considerably.

There is one problem with including this pineland in the wilderness. Most pinelands in Florida, including this one, are subject to frequent surface fires that burn the brushy undergrowth without damaging the trees. Pine seedlings are unable to survive except on recently burned ground. If a pine land is excluded from fire, then a dense mat of brush and fallen needles will accumulate. If a fire accidentally ignites this mat, the resulting conflagration will indeed kill the trees. As a specialist in the ecology of Florida's pinelands, I assure you that fire is essential to the maintenance of natural pinelands.

Lightning originally ignited fires. After colonization 150 years ago, many people also set fires to keep the woods open for grazing. Amazingly, wildlife is favored on fired lands, and prescribed burning is an integral part of the management of the pinelands at St. Marks Refuge.

Dikes and firelanes preclude lightning-set fire from spreading into the 1,500-acre pineland in question. Therefore, this pineland must be maintained by prescribed burning that approximates that expected under natural, lightning-set conditions.

I would also like to make a statement regarding the Chassahowitzka Refuge.

The Bureau of Sport Fisheries and Wildlife has recommended the establishment of a small wilderness at the Chassahowitzka Refuge. We support a larger refuge of 31,000 acres, that includes coastal salt marshes in the southern portion of the refuge. The preservation of, marshlands, which are so valuable in protecting our fisheries resources helps dictate this decision for a larger wilderness. Florida's coastline has been damaged heavily by dredge and fill operations to the point that we must use every avenue to preserve what remains, including the Wilderness Act.

We also contend that wilderness status will make removal of minerals from claims within the refuge even more difficult. At recent hearings by the Bureau of Land Management on a proposal to strip-mine phosphate from the nearby Osceola National Forest, the Governor and many State agencies, and many others, strongly attacked such mining on public lands, The people of Florida want their dwindling wild areas preserved, and we see the Wilderness Act as a primary vehicle toward this goal.

Senator HASKELL. Thank you, sir, very much indeed. In the first one, which is the St. Marks, you would advocate that the Forest Service go in to do periodic burning, I gather?

Mr. CLEWELL. Yes, sir.

Senator HASKELL. Then, on the second one, you say that the Wilderness Act is the only thing to protect the marshland. Aren't there other pieces of legislation that would do the same thing?

Mr. CLEWELL. I think one could easily make the argument that present refuge statutes protect these marshlands.

Senator HASKELL. Right.

Mr. CLEWELL. But I will tell you, we were really shocked in Florida about the national forest where they wanted to come in and strip mine a large segment of that forest on mineral claims. As I understand it, the southern portion of the Chassahaowitzka Refuge has mineral claims for phosphates and other minerals against it, and we just don't want that to happen.

Senator HASKELL. I understand you motives. I am sure your motives are very good, but I think what you are asking us to do is bend the Wilderness Act out of shape. I hate to put it sort of in slang, but to ask that the Forest Service come in and burn periodically, you are asking for management which I don't think is in line with the concept of the Wilderness Act. And also, even talking about your phosphate situation, the Wilderness Act permits mining claims to be actually located through 1983 and then claims that exist on that date can be mined thereafter. So you may be barking up the wrong tree on this thing.

Mr. CLEWELL. Mr. Chairman, let me not say anything more about this mining on the Chassahowitzka. Let me make one comment regarding the business of burning. The Department of Interior has already asked or mentioned about burning on the Florida Keys. To an ecologist, conservationist, this is very important.

Senator HASKELL. I am not disputing it may not be important. I am not in any way disputing that, and I am sure it is very important, but I don't know that that is the kind of thing contemplated by the Wilderness Act and that is just a viewpoint.

Mr. CLEWELL. As far as the Wilderness Act is concerned, it does not say one way or another whether fire can or cannot be used.

Senator MCCLURE. That is essentially management unless it occurs naturally.

Mr. CLEWELL. Yes and no. Think of this room as a large tract of primitive American 200 years ago. Man has come into this area and built some roads, cleared some fields, and done other improvements in this area, which has indeed prevented the spread of fire once it starts by lightning in one area of the room to spread to another.

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Now, lightning set fire is really a natural part of the environment, it it is a natural phenomena, lightning. There are so many thunderstorm days a year in any given area, it is really a very important ecological factor. With these improvements, these roads, these fields, and so on, we can't have the spread of a natural fire, particularly in a refuge where the land is very carefully managed. Therefore, we have to go in and simulate nature to make sure that these lands, which depend upon fire for their maintenance, and this includes virtually all pineland in the southeast, we have to go in and do what nature can't do any more because the natural fires can't spread. If we don't do this, we lose our wilderness.

Senator HASKELL. I see your viewpoint. I am not sure that I agree with you.

Senator McClure.

Senator MCCLURE. Would you extend that to the management of the wilderness in the pine forests of the West where the Forest Service and some wildlife groups have suggested that we burn portions of the land in order to stimulate browse for the elk herds that are there?

Mr. CLEWELL. Let me qualify my answer by saying that I am not that familiar with the Western wilderness, but I have seen pictures of Yosemite, for instance, at the time that Yosemite was made into a National Forest with these magnificent stands of Ponderosa completely free of undergrowth, grassy, groundcover, that is all. Then, in came the Park Service and prevented fire and underneath comes white firs and other trees which are fire intolerant and have grown up in a fire excluded situation to the point where the grasses which support elk and other animals just don't grow any more and as I understand some government agencies are not doing a lot of clearing at great expense which could have been done for pennies with a match, as has been done in the past.

Senator MCCLURE. They don't clear undergrowth in the wilderness, however.

Mr. CLEWELL. As far as I know, no. This is just regular parkland. But burning is something which—you know, we are brought up on Bambi, we are brought up on Smokey the Bear, and we don't believe that burning is part of the natural way of things. Well, even the great veldts of Africa, where all the great animals are, those are burned-over land. It is amazing how important fire is in controlling natural environment. And this has to be taken into consideration in preserving wilderness or we are going to lose our wilderness.

Senator MCCLURE. You refer to the damage due to the impoundments and hurricanes. Do you think water impoundments are a proper part of the management of a wilderness?

Mr. CLEWELL. No, and at St. Marks there are no impoundments on the proposed wilderness areas.

Senator MCCLURE. That would be true of the areas that you propose along the southern region as well?

Mr. CLEWELL. Wait a minute, you are talking about the St. Marks or Chassahowitzka?

Senator MCCLURE. Of either.

Mr. CLEWELL. There are no impoundments. I mention in my written testimony that there are impoundments on St. Marks Refuge, but none that overlap with any of the proposed wildernesses.

Senator McCLURE. You mentioned in the St. Marks, yes. But there are none within the proposed wilderness?

Mr. CLEWELL. No.

Senator McCLURE. Thank you.

Senator HASKELL. Thank you very much indeed. We appreciate your appearing.

At this point I would like to insert for the record a statement of Senator Montoya in relation to S. 3087, and a statement of Senator Stevens in relation, generally, to S. 600 as it deals with Alaska.

[The statements of Senators Montoya and Stevens follow:]

STATEMENT OF HON. JOSEPH M. MONTOYA, A U.S. SENATOR FROM THE STATE OF NEW MEXICO

Mr. Chairman, I am pleased to lend my support to the proposals now pending before this Subcommittee (Part 18 of S. 600 and S. 3087) which would designate 32,500 acres of land in the Bosque del Apache National Wildlife Refuge, New Mexico, as wilderness.

The Committee already has before it the recommendations of the Department of the Interior that this area be designated as wilderness. I would like only to augment that recommendation and the committee's record on this proposal by presenting an article which appeared approximately six months ago in the *Albuquerque Journal*. The article, entitled "Refuge Bracing for '73 Fly-in," discusses the annual return of 60,000 ducks, geese and cranes to the Bosque and quotes refuge manager Richard Rigby as saying, "this is a real good time of the year for visitors to come down and look at the refuge . . . Also there's always an excellent chance to see deer, porcupines, coyotes, bobcats, hawks and other wildlife which make the refuge their home."

In considering this proposal, I ask the Committee also to bear in mind that Wilderness Areas are becoming well-used and that additional areas are needed to afford a wilderness experience to all who want it. Already, the number of persons entering the Pecos Wilderness in my state has become so great that use-permits are being issued, thus restricting entry.

Approval of this proposal will add a fine Wildlife Refuge to the Wilderness System as well as help alleviate some of the pressure on our existing wilderness resources.

[From the Albuquerque Journal]

REFUGE BRACING FOR '73 FLY-IN

(By Carol Cohea)

Just as the swallows return to Capistrano every year, some 60,000 ducks, geese and cranes return to the Rio Grande Valley and the Bosque del Apache National Wildlife Refuge near Socorro.

The bosque, which is administered by the U.S. Fish and Wildlife Service, is located about 100 miles south of Albuquerque on old US-85 near San Antonio.

Each year since 1939, the refuge has served as the wintering ground for waterfowl on the Central Flyway.

"During the winter we provide feed and resting areas for up to 60,000 birds including, ducks, cranes, snow and Canada geese," said refuge manager Richard Rigby.

He explained that normally the birds begin coming in the late part of October and stay until February or March.

"This is a real good time of the year for visitors to come down and look at the refuge and take the 15-mile tour route," Rigby said.

The route leads visitors through the different kinds of habitat the birds require from nesting to feeding grounds.

"Also there's always an excellent chance to see deer, porcupines, coyotes, bobcats, hawks and other wildlife which makes the refuge their home."

Rigby advised that visitors should come during the early part of the day or late in the afternoon.

"The animals don't like to eat during the day and usually hide out and are not as easily seen as in early morning hours or late afternoon," he said.

Rigby also advised that visitors bring cameras with telescopic lens if they wish to photograph the birds, since they fly when a car approaches. Visitors should also bring binoculars for bird study.

Rigby said although the refuge has not reached its peak in bird population, there are currently 15,000 snow geese, 1000 Canadian geese, close to 10,000 sandhill cranes and 20,000 ducks, 60 per cent of which are mallards.

Rigby said the snow goose and duck populations are an estimate, but officials do individually count the cranes and Canadian geese.

The peak population is usually reached during December after the frigid winter winds have pushed all waterfowl south from their frozen northlands.

The refuge was originally established in 1939 to provide wintering, feeding, and resting habitat for the sandhill crane which then numbered only about 1200.

Although the refuge comprises 57,000 acres, bottomlands cover about 13,000 acres and the rest is formed by foothills and mesas. About 1500 acres are set aside for cultivated crops grown for the refuge wildlife feed. Crops include barley, corn and winter wheat.

This weekend hunting for doves, quail and deer will be in effect. Dec. 29 to Jan. 13 is set as the date for the snow goose hunt.

STATEMENT OF HON. TED STEVENS, A U.S. SENATOR FROM THE STATE OF ALASKA

Mr. Chairman, it is a pleasure to testify regarding S. 600, a bill which would designate certain wildlife refuges and ranges in Alaska as Wilderness Areas. First, I would like to congratulate the administration for requesting these particular areas in Alaska for Wilderness classification. The areas have abundant and varied species of wildlife. They should be preserved for future generations to enjoy. We could all sharpen our appreciation for the delicate balance of nature typified by these proposed Wilderness Areas of Alaska.

There are both general and specific comments I would like to offer on S. 600.

My general comments are:

1) I strongly challenge the right of the Federal Government to diminish State jurisdiction over tidal and submerged lands and navigable waters in these areas. Section 6(m) of the Alaska Statehood Act clearly gave the State of Alaska jurisdiction over submerged lands from the coastline out to three miles. The maps depicting the proposed boundaries of the wilderness areas indicate a conflict of jurisdiction.

2) The rights of the Native people must be protected. I would appreciate a deferral of action on any of these proposals where there may be a conflict with the settlement of the Alaska Native Claims Settlement Act.

3) I also believe some sort of an understanding must be reached on the hunting and fishing policies within these proposed Wilderness Areas. Alaskans are confused about the effect this classification will have on hunting and fishing rights. I feel that an explanation of any change in policy from that which now exists should be adequately publicized and explained.

My specific comments are:

1) *Simeonof:* The rights of the individual holding the grazing lease on Simeonof Island must be protected. He should have the assurance of the Department of the Interior that his grazing lease will be respected until its termination date in 1981. In this regard, I believe the grazing lease should be reviewed prior to its expiration date to determine if cattle grazing is compatible with the wilderness designation. I don't believe the possibility of a lease renewal should be arbitrarily foreclosed without proper review. I am also concerned about the avoidance of any diminishing of State jurisdiction over tide and submerged lands and navigable waters.

2) *Chamisso:* I am concerned about the conflict between the Federal and State jurisdiction over the submerged lands surrounding the island.

3) *Izembek:* Here again I am concerned about the conflict between Federal and State jurisdiction over the submerged lands adjacent to the wildlife refuge.

Mr. Chairman, I would like to thank you for providing me an opportunity to testify regarding the areas in Alaska affected by S. 600. At this time, I would like to submit for the record a letter addressed to me by Charles F. Herbert, Commissioner, Alaska Department of Natural Resources, giving the State's position on the proposed wilderness designation for these three areas.

MARCH 18, 1974.

Hon. TED STEVENS,
U.S. Senate,
411 Russell Building, Washington, D.C.

DEAR SENATOR STEVENS: We appreciate your notification that the Senate Interior Committee is conducting hearings on wilderness proposals for Chamisso Island, Simeonof Island and Izembek Wildlife Refuges on March 19, 1974.

In each case, our primary concern is the avoidance of any diminishing of state jurisdiction over tide and submerged lands and navigable waters of the three areas. Izembek Bay and Moffet Bay are of special interest to Alaska.

The rights of an existing grazing lease on Simeonof Island should be protected in the proposal.

It is our understanding that the Bureau of Sport Fish and Wildlife plans to request a deferral of action on Izembek pending settlement of the Alaska Native Claims Settlement Act. We concur in this.

Very truly yours,

(Signed) CHARLES F. HERBERT,
Commissioner.

Senator HASKELL. Our next witness is Col. Milton M. Kaufmann.

STATEMENT OF COL. MILTON M. KAUFMANN, AMERICAN LITTORAL SOCIETY, SANDY HOOK, N.J.

Mr. KAUFMANN. Mr. Chairman, Senator McClure, I am grateful for the opportunity for presenting the view of the American Littoral Society. The society is a marine conservation organization of some 7,000 citizens united in the common object of studying, conserving and preserving the coastal zone, the littoral area and marine ecological systems. Its headquarters is Sandy Hook, N.J.

I am a member of the society, Washington project coordinator for Projector Monitor, an ALS consortium of national, humane, conservation, and environmental groups active in marine mammal conservation work. I am deputy chairman of the Committee To Preserve Assateague Island, and active with a number of other conservation groups.

This morning, due to the illness of Mr. D. W. Bennett, convseration director of the American Littoral Society, I am presenting his statement.

The American Littoral Society supports efforts to designate the Brigantine Wildlife Refuge as a wilderness area so that it can benefit from the added protection which wilderness status brings. We urge that the largest area possible be designated wilderness; thus we support as outlined in S. 77 introduced by Senators Clifford P. Case and Harrison A. Williams, a wilderness proposal of 16,800 acres. This is approximately three times more in addition to the area proposed.

We are a member of the Brigantine Wilderness Task Force and have met with it several times over the past year and a half and helped prepare the task force study of the Brigantine area. I would like to take a few minutes to develop in detail some of the points made in that statement.

The Mullica River system and its estuary in Great Bay and the surrounding land of the Brigantine Wildlife Refuge together constitute the last chance for a relatively clean, unmodified, pure section of coastal land and water along New Jersey's Atlantic coast. The rest of the coastline, from polluted Raritan Bay in the north to the overdeveloped barrier beaches of Wildwood and Cape May to the south,

has suffered at the hands of man to the point where it no longer bears a resemblance to what productive, natural saltwater shoreline should be. We believe that the Federal Government has onc last good chance to save the Birgantine area by declaring its entirety to be forever wild and natural, actually not its entirety, we are reserving some 4,000 acres for administrative areas, access roads and other administrative purposes.

The waters of the area are clean because there has been little nearby development. Last March the Sandy Hook Marine Laboratory of the National Marine Fisheries Service began a comparative finrot study in Sandy Hook Bay and the Mullica-Great Bay area. Finrot is a bacterial infection in fish. Its incidence is thought to be a good indicator of water pollution. On March 1, 1973, 200 winter flounder were caught in otter trawl tows in Great Bay. Of that catch, 3.5 percent showed symptoms of finrot. On a scale of 1–10, one being mild and 10 severe, the finrot was mild, or in the range of 1–3. About a week later, on March 10, 1973, using similar fishing gear, of a catch of 72 winter flounder from Sandy Hook Bay, 35 percent or 10 times as many finrot, compared to the flounder in Great Bay, all in the severe range of 6–10.

From a sample of 139 winter flounder trawled in Great Bay on April 3, 3 percent had finrot, again mildly—1–3. From these samples, it is clear that the fish in Great Bay are comparatively free of finrot, especially when compared to fish from polluted waters.

To give you another example of the cleanliness of marine waters around Brigantine, the Marine Laboratory goes there for fish for its bacteriological studies, because it is the nearest place it can find clear—bacteria-free—fish. It uses killifish from the tidal ditches of the refuge and white perch from the upper Mullica.

Yet another finfish comparison has been discovered by the Marine Laboratory. A fike net in the Mullica River caught 75 striped bass on February 21, 1973, 2- to 3-year-old fish wintering over in the river. Some 6 percent of the catch had milk lymphocystis, a disease indicated by sets of white nodes on the fish's scales. The day before, February 20, 1973, the Laboratory sampled the wintering population of striped bass at Northport, Long Island, where bass remain active and feed in the warm water discharge of the powerplant there. Some 44 percent of the catch of 100 fish there showed a form of fish disease, 20 percent of it severe lymphocystis. In other words, the Mullica River bass were wintering over in relative health compared to the fish in polluted, heat-stressed water at Northport.

Further, Great Bay and some waters of the area are clean and the surrounding land in relatively good shape is that the land and water have a wide diversity of wild species. Populations of fish, particularly striped bass, flounder, fluke, weakfish, perch, kingfish, and bluefish indicate a helthy system. The general biological rule of thumb is that areas with good diversity—a large number of species—are biologically sound. Areas with low diversity—just a few species, are under environmental stress.

The list of things which clean, undeveloped estuaries offer man is long. The marshes of Brigantine, the winding salt creeks, shallow bays, and mudflats are habitat for fish, shellfish, blue crabs, fiddler crabs, plus the multitudes of marine worms, and other invertebrates

which, along with marine plants and marsh grasses, form the lower part of the food web. The Brigantine area is prime waterfowl habitat, especially important for the brant, a small goose whose population has dropped from about 200,000 to 25,000 in 2 years because of unsuccessful nesting in the North. Brigantine is the primary wintering area for brant and must be protected for the brant's future.

What it all amounts to is that Brigantine is a natural treasure house that needs and deserves the highest protection possible, that of wilderness designation. And that designation should apply to all 16,800 acres. If just the smaller areas become wilderness, we fear that the sections left out will succumb to the development pressures that have made New Jersey the most densely populated and over-developed State in the country. And now that the real estate operators have pretty much built over the State's northern counties, they are aimed dead at Burlington and Atlantic Counties and the Bass-Wading-Mullica River system for one last coastal land rush.

Among the pressures for coastal land are those that come from the sea, including land access to offshore power or drilling facilities. Specifically, sunken powerlines from floating powerplants can cross Brigantine land as can oil and natural gas lines from offshore drilling. This latter is a real threat, given the pressure to develop the Outer Continental Shelf oil of the Baltimore Canyon.

We believe that there should be one section of New Jersey's coast that is off limits to such things as powerlines, highways, airports, trestles, pipelines, internal combustion engines, real estate developers, and land and waterway modification. And we believe that Brigantine is such a section.

It has been noted that parts of the wilderness area are already man-modified.

On the map you have there I think you will notice from the area designated Oyster Creek on the south, that there has not been active maintenance of these drainage ditches and they are filling in and growing over and can really readily be seen only from the air at the present time.

It is true that the western marshes show remnants of mosquito ditching but these ditches are at least 20 years old and do revert to nature—as they have in the Hackensack Meadows to the north where the finest of aerial photography is needed to spot old ditches. Dredge spoil sites like Shad Island can become rookeries and become, in time, important, interesting biological sites. We believe that Shad Island should be included in the wilderness area and that dredge spoil sites should be located outside the wilderness.

Much has been said about the need for more careful use of our coastal resources. In fact, Congress has passed the Coastal Zone Protection Act to encourage States to get on with the job of planning land use along the vital shoreline. But even with the act, we need to select a part of the coastline and get very tough about its future. We think Brigantine is such a section and we encourage your toughness and your concern. A large Brigantine Wilderness Area is in the best public interest.

That completes my prepared testimony. If I might take a moment to comment on a few of the observations Mr. Bennett made, I would like to do so.

Senator HASKELL. Certainly.

Mr. KAUFMANN. If you will notice the small map again, there is a peninsular in the northeast corner of the map that is presently within the wildlife refuge area. It was donated to the wildlife refuge by the Audubon Society, I believe. His comment on that area was that, one, they did intend to maintain it as wild area and would make every effort to keep the breeding species of bird that use the area using it, but the reason that I recollect he gave for not including it in the wilderness area was that the ownership, Government's ownership, only extended to mean low water and that it is extensively used by bathers, by people, I presume, day use. We see no objection to this. It was never intended that wilderness be locked up so people can't use it and here is an example where people can go for a day and bathe and we feel it is totally consistent with that small area being included in the wilderness area.

Second, he commented that he felt that, I am paraphrasing a bit, I hope I do justice to his comment, that they were recommending that the salt marshes, other than the area which they have designated behind Little Beach Island, which is east of the Intercoastal Waterway not be put into wilderness because they would like the option of construction of further freshwater impoundments if the need develops. We feel that leaving 4,000 acres still in wildlife refuge, not designated as wilderness, that it would certainly give them some opportunity for the construction of additional impoundments, perhaps not as much as they like, but we feel there would be flexibility there. You notice that West Pool, East Pool are marked on the map and there is a substantial area there for additional freshwater impoundment. The Atlantic Raft which was one of the original reasons for establishing the wildlife refuge provides watergrass plants that grow in brackish saltwater marshes and they do not feed on freshwater growth, so we feel that keeping these areas, putting these additional areas into wilderness would certainly support additional populations of that particular species.

I would be happy to answer any questions you have.

Senator HASKELL. Thank you, Colonel. It seems to me the biggest difference between your testimony and Mr. Bohlen's is the extent to which the ditches in the marshlands are maintained or would intend to be used by the State of New Jersey. In other words, you say they are not being used now.

Mr. KAUFMANN. The area from Oyster Creek south are not being actively maintained for mosquito control. You see the area marked Motts Creek coming into Great Bay. Great Bay is not designated but it feeds into Great Bay. To the west is marked Oyster Creek. So from that point north, presumably, and I can't speak definitively but presumably the mosquito control ditches are still being maintained. From that area south they are not.

Senator HASKELL. You would then include in the area what you call Motts Creek, even though the ditches are currently being maintained?

Mr. KAUFMANN. We would, sir.

Senator MCCLURE. I have just this question. As I understand it, you pointed to the portion of the Interior's statement with regard to the possible future necessity of construction of additional impound-

ments. You suggest that that would not help the brant, it might help other species, but not the brant. It is your intention that this was a refuge established primarily for the benefit of brant.

Mr. KAUFMANN. This was a major factor.

Senator MCCLURE. So that brant are not the only concerns that the Fish and Wildlife Service may have. Is it possible that the refuge, as a whole, can provide more fish and wildlife benefits under management than it could under the natural status, or do you believe the natural status yields more results for fish and wildlife management?

Mr. KAUFMANN. The latter, sir.

Senator MCCLURE. You would have them then vacate the impoundments they have there now and stop the management of the entire area?

Mr. KAUFMANN. No, sir. Man-constructed fresh water impoundments have permitted this geography to support waterfowl that it would not have supported otherwise. Our position is exclude the present fresh water impoundments from wilderness designation so indicated on the small map and if they feel a necessity to build additional impoundments there is room for that in the 4,000 acres we are suggesting remain out of the wilderness designation. We say put the remainder in wilderness so it remains in its natural state, so that the marine marshes which are such important nursery grounds for so many forms of fish can continue to serve as nursery grounds. We very much oppose management by the fish and wildlife people that would make further incursions into the marine marshes because when they do that they are eliminating them as a key part of the nursery ground along the Atlantic coast which is so important for continuation of fish along the Continental Shelf.

Senator MCCLURE. I understand that point, and I don't know the current status of the area which is now located on your map and designated as West Pool and East Pool. But I understand that they are not now fresh water impoundments.

Mr. KAUFMANN. It is my understanding that they are, sir.

Senator MCCLURE. That they are? And according to your map virtually everything else within the refuge is to be designated wilderness?

Mr. KAUFMANN. With the exception, if you notice, sir, access roads.

Senator MCCLURE. Yes, I see some corridors. Where is the area then for the expansion of impoundments if they find that desirable or necessary?

Mr. KAUFMANN. South of East Pool and north of West Pool.

Senator MCCLURE. There is very, very little area there, is that right?

Mr. KAUFMANN. It is not a large area, sir.

Senator MCCLURE. So the impoundment would be virtually at an end?

Mr. KAUFMANN. Expansion of the present impoundment resources.

Senator MCCLURE. There is virtually no area left for increased area of impoundment.

Mr. KAUFMANN. That is correct, sir.

Senator MCCLURE. So your proposal comes down hard on the part of the salt water environment as opposed to the fresh water environment, is that correct?

Mr. KAUFMANN. Yes, sir.

Senator MCCLURE. They suggested in their testimony that they needed to have a place for the disposal of dredge spoil. You suggested that they find some other spot.

Mr. KAUFMANN. Yes.

Senator MCCLURE. What other spot?

Mr. KAUFMANN. I would refer the problem back to them. I don't mean to be facetious. I don't have a specific proposal but I feel another area could be found.

Senator MCCLURE. You are assuming they could find some other area here some place?

Mr. KAUFMANN. I am trying to balance priorities. We feel it is far more important to have that present spoil site part of the wilderness.

Senator MCCLURE. That is assuming they can find some other spot that has lower priorities.

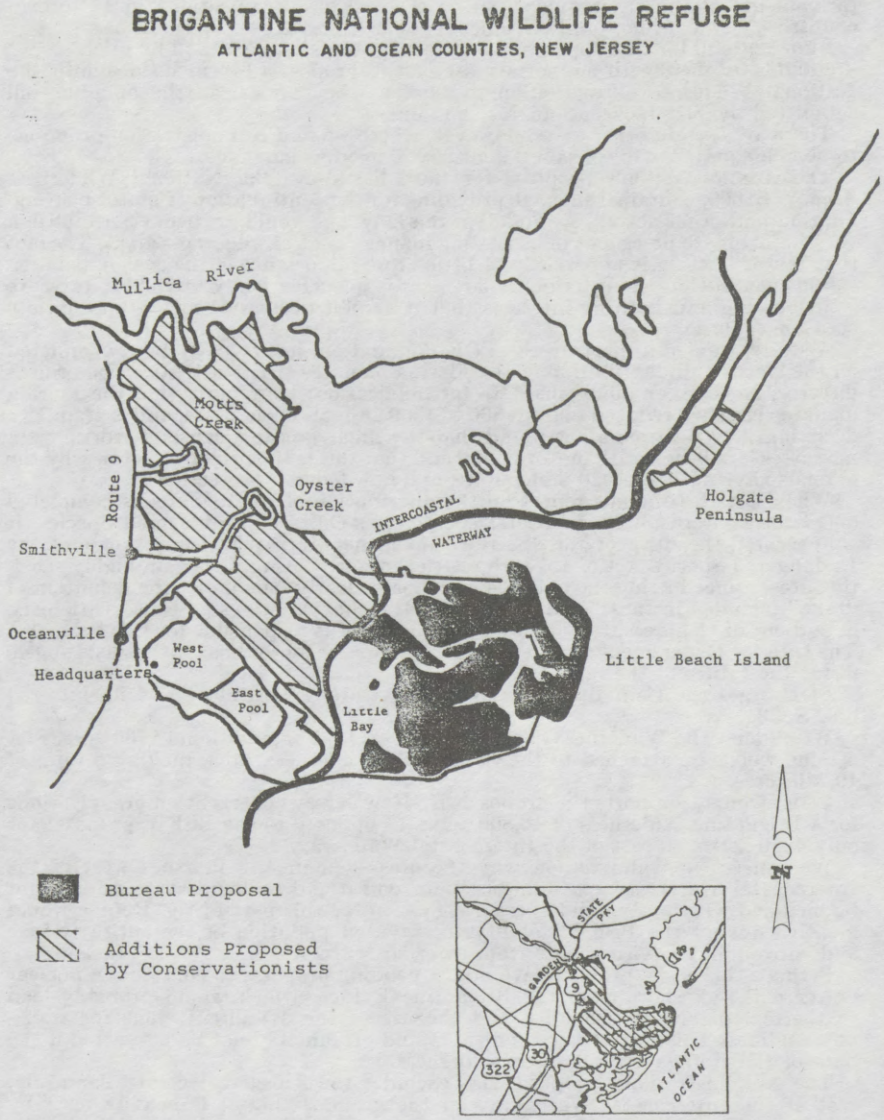
Mr. KAUFMANN. Yes, sir.

Senator MCCLURE. And you are not in a position to make that statement, is that correct?

Mr. KAUFMANN. I cannot identify an area, sir.

Senator MCCLURE. Thank you very much.

[The Brigantine National Wildlife Refuge map follows:]



Senator HASKELL. Our next witness is Mr. Tom Garrett. I guess Mr. Garrett is not here.

Senator MCCLURE. I wonder if there is any statement by the Friends of the Earth that they might desire to submit that it can be entered as part of the record.

Senator HASKELL. Certainly.

[The prepared statement of Mr. Garrett follows:]

STATEMENT OF TOM GARRETT, WILDLIFE DIRECTOR, FRIENDS OF THE EARTH

Mr. Chairman, I am Tom Garrett, Wildlife Director for Friends of the Earth. Friends of the Earth is a national organization committed to the preservation and

rational use of the environment, with active sister organizations in 15 foreign countries. Our Washington, D.C. office is at 620 C St. SE.

I am grateful for this opportunity to testify. My statement will be brief.

Friends of the Earth supports most of the proposals for inclusions into the National Wilderness Preservation System, as they appear in the omnibus bill submitted by Mr. Jackson and Mr. Fannin.

There are certain other cases, however, where we find Administration proposals to be inadequate, or to contain potentially dangerous language.

The Administration's proposal for the Chassahowitzka National Wilderness Area, in S. 600, contains language providing for the continuation of motor boating, hunting and other activities. To adopt this language would, we believe, establish a very unfortunate precedent in legislating management of wilderness areas. The fact that motor boating is apparently of little or no importance in the designated area would suggest that the Interior Department is in such a hurry to yield to pressure from boating and hunting interests that it cannot even wait for an appropriate occasion to do so.

A study, funded in part by the FOE Foundation, has recently been completed on the status and distribution of the Florida manatee. Dr. Hartmann, the project director, is now compiling his data for publication. He reports that the Florida manatee has been reduced to from 800 to 1300 animals in the state, and is gradually declining. Dr. Hartmann has found that the single greatest cause of mortality in manatees is collision with motor boats, and that this is the primary reason why the animals have not increased under state, and now federal, protection.

When Dr. Hartmann's report on the distribution of the manatee is completed and finds its way to the Interior Department's Office of Endangered Species, it will become the duty of the Interior under the Marine Mammal Act and the Endangered Species Act of 1973, to restrict motor boating in certain highly sensitive areas, since hitting the animals with boats clearly falls under the definition of "take" included in these Acts. It will clearly behoove interested conservationists, in and out of Congress, to find out who in Interior is responsible for this language. The Interior Department's unseemly rush to appease motor boat enthusiasts augers ill for the future of the manatee.

FOE urges the Committee to report Mr. Gurney's excellent and uncluttered bill, S. 331.

We endorse the Wilderness Society's proposal that an additional 1700 acre tract of pine woods be attached to the St. Mark's Wilderness Area, making a total of 19,240 acres.

FOE strongly supports the proposals by New Jersey conservation organizations for a Brigantine Widerness of 16,800 acres, as opposed to the BSFW proposal for only 4250 acres, all east of the Intercoastal Waterway.

We can see no valid reason why the area of mainland marshes west of the Intercoastal Waterway, excluding certain roaded and built up areas, should not be included. Obviously, wilderness designation for this part of the Refuge would greatly enhance the BSFW's ability to stave off pollution of the entire Refuge and surrounding environments from external sources.

Perhaps this is the problem. We note a pending proposal to construct a nuclear power plant off shore from the Brigantine Refuge, which would probably lead to thermal pollution, fish kills, and the use of the Wildlife Refuge for transmission lines. This sort of development would presumably not be permitted if the bulk of the Refuge is designated wilderness.

The Administration's proposal also excludes the 256 acre Holgate Peninsula, east of the Intercoastal Waterway, on the grounds that it is heavily used by beach vehicles, and that enforcing wilderness protection would be difficult. We have no sympathy for the Interior Department's patently feeble attitude toward regulation of off road vehicle use, and its willingness to permit senseless damage to vanishing national reserves because of "difficulties in enforcement." We urge that the Holgate Peninsula be included as a part of the Brigantine Wilderness.

Appeasement of ORV users is also evident in the exclusion of approximately 1,500 acres from the proposed Moose Horn National Wilderness Area because of heavy snowmobile use. We endorse the Wilderness Society's request that a 1,500 acre tract south of the road bisecting the refuge be included in the bill.

FOE is opposed to the inclusion of language in the Administration's Blackbeard Island Wilderness proposal opening the way for the construction and maintenance of an electrical power transmission line. We do not believe such an authorization properly falls within the Wilderness Act, and we hope the Committee will reject this language.

FOE supports the proposals of conservationists for a 14,000 acre Lostwood Wilderness Area, in contrast to 5,577 acres in the Administration's bill. We see no good reason why the unit south of the road is not as eligible for wilderness designation as the bloc north of the road.

Turning to California, we strongly support the excellent bills for Agua Tibia and Emigrant Wilderness, which have been submitted by Mr. Tunney and Mr. Cranston, both of which differ from Forest Service proposals.

While S. 110 includes 16,410 acres requested by California citizens groups, the Forest Service has omitted lands comprising a quarter of the eligible tract, on the grounds that it wishes to develop fire roads. We believe that to yield to this rationale will be to consign the area to eventual development, and sacrifice one of San Diego County's last wilderness acreages.

The Forest Service's attempt to leave a 6,000 acre bloc in the middle of the proposed Emigrant Basin Wilderness Area, because of the presence of a small, commercially moribund mining operation, leaves us puzzled. We understand that only 20 acres is patented as a mining claim. It would thus appear that the Forest Service may be deliberately trying to halt the permanent setting aside of large contiguous areas free of commercial use and despoilation, and that it may, in particular, be intent on insuring the presence of a road, or perhaps roads, into the heart of the wilderness.

We urge the Committee to reject this senseless and dangerous "commercial bombing zone" in the center of what is now one of the greatest remaining areas of wilderness in the lower 48 states.

Thank you, Mr. Chairman.

Senator HASKELL. Our next witness will be Dr. John Grandy, program coordinator at the National Parks & Conservation Association.

STATEMENT OF DR. JOHN GRANDY IV, PROGRAM COORDINATOR, NATIONAL PARKS & CONSERVATION ASSOCIATION, WASHINGTON, D.C.

Dr. GRANDY. My name is John W. Grandy IV, Ph. D. I am program coordinator at the National Parks & Conservation Association, 1701 18th Street NW., Washington, D.C. 20009. Aside from that I have done extensive studying of salt marshes, such as the one at Brigantine. I would like to address my comments to the Brigantine proposal, and if you will permit I will enter the full statement in the record.

Senator HASKELL. Yes, it will be reproduced in full.

Dr. GRANDY. We support entirely Senator Case's bill, S. 777, designation of 16,800 acres of Brigantine, as wilderness. I would like to address my comments to the objections which the Department of the Interior has, dwelling on some of those same points you all were making with the previous witness.

One, the presence of mosquito ditches in an area, and I have studied salt marshes for many years with mosquito ditches, and I say that they qualify, or areas with mosquito ditches in my opinion qualify under the Wilderness Act as being substantially unnoticeable as being made by man.

Senator HASKELL. Even if they were currently being used and refurbished, so to speak?

Dr. GRANDY. Yes. I tell you I have fallen into many mosquito ditches and I will say there is no difference when you hit the bottom between a natural ditch and a mosquito ditch.

Senator MCCLURE. What is the purpose of a mosquito ditch?

Mr. GRANDY. They are used to drain water.

Senator MCCLURE. If they were not there, what would the condition be?

Dr. GRANDY. The condition would be that there would be a lot of natural ditches.

Senator MCCLURE. Mosquito ditches do no good?

Dr. GRANDY. As a scientific matter I am not convinced they do, but I am certain they drain more area than might otherwise be drained.

Senator MCCLURE. And the marsh area then would not be in the same natural condition that it would be in the absence of the mosquito ditches?

Dr. GRANDY. It would be mighty close. If I might show you a picture that appears in our most recent issue of our magazine.

Senator MCCLURE. I might interject while you are bringing it forward. It seems to me the people of the State of New Jersey have a great opportunity to save some money.

Dr. GRANDY. There is a mosquito ditch.

Senator MCCLURE. This is a picture in the National Parks and Conservation magazine, March 1974?

Dr. GRANDY. Yes. There is a whole article. Here is a natural marsh that has never been ditched in the center and I think you can see actually that there are more ditches in the natural marsh than there are in the ditch.

Senator MCCLURE. It would offhand, appear to me that there is more water in the natural marsh than the other?

Dr. GRANDY. That is a function of the level of the marsh.

Senator MCCLURE. The ditches don't affect that?

Dr. GRANDY. No, sir, not in that case. That picture is taken at high tide. Ditches are notably ineffective at high tide. They fill up.

Senator MCCLURE. Taxpayers take note. Thank you.

Dr. GRANDY. Let me carry the mosquito ditch thing one step further. When these are maintained, that sort of care particularly means somebody comes along with a little shovel and scoops up what has been deposited there over the last 3, 5, 10 years since the last time. Normally the spoils, if you want to call one shovel or 2 feet or something spoils, is thrown up on the marsh where it either stays and becomes a part of the substrata or washes down into the ditch.

Senator HASKELL. It is not big, mechanized dredging equipment?

Dr. GRANDY. Oh, no,sir, not at all.

My last comment relates to the need for additional freshwater impoundments. In my view, having studied salt marshes, freshwater impoundments built in coastal refuges are nice for one reason and one reason only. That is, they do attract a variety of species of waterfowl that would not normally be there, particularly at migration time. They provide a convenient sort of public display area and, in fact, that is what impoundments at Brigantine and another refuge up on the coast of Massachusetts, that is what these impoundments are used for. Actually the impoundments themselves are, in my view, counterproductive to the overall purpose of the refuge, benefiting the waterfowl of that area. These refuges are normally wintering refuges, Brigantine is.

As, for example, they are not like the prairie refuges in that they do not provide great nesting areas for waterfowl. These provide wintering habitat particular for Canada geese, black ducks and a number of other birds, buffalo heads and whistlers. These ducks are dependent on the foods that grow in the salt marsh estuary depending whether

they are animal or vegetable. Black ducks eat snails. The geese eat the grass that the snails crawl on.

Freshwater impoundments freeze in that area in the winter, you can skate on them, and provide no viable wintering habitat for the waterfowl in furtherance of the primary purpose of the refuge.

In my view the Bureau would do well and evaluate the whole impoundment program in coastal refuges. Salt marshes are, in fact, the best wintering habitat there is. They will maintain themselves if they are left alone. They are maintained by the rise and fall of tide. They won't maintain themselves if somebody comes in and artificially creates a freshwater impounding by diking.

That really concludes my statement.

Senator HASKELL. I see. You have cleared one thing up for me. I had a feeling that these mosquito ditches, large dredging equipment had to go in and prepare them from time to time, but that is obviously not a fact.

Dr. GRANDY. No, sir.

Senator HASKELL. I really have no questions of you, Dr. Grandy.

Senator McClure.

Senator MCCLURE. Do you suggest that perhaps rather than having mosquito ditches they ought to study the possibility of biological controls?

Dr. GRANDY. I think that would be quite a good field to study.

Senator MCCLURE. I would tend to agree with you that that is a possibility, but that would be inappropriate to a wilderness, would it not?

Dr. GRANDY. Scientific studies?

Senator MCCLURE. In the terms of alterations of the nature——

Dr. GRANDY. There are inherently in marshes, and things, there are fish which do feed on mosquito larvae.

Senator MCCLURE. You would be studying what occurs naturally rather than trying to alter what occurs naturally?

Dr. GRANDY. Right. In my view you could use the area which we have not recommended for wilderness which also are salt marsh estuarines and you might be able to compare and contrast in terms of the natural situation vis-a-vis mosquito, fish, and killfish and other things which feed on mosquito larvae.

Senator MCCLURE. But you couldn't alter that condition if it were a wilderness?

Dr. GRANDY. No, sir. I don't know what you would alter.

Senator MCCLURE. Thank you, Dr. Grandy, very much indeed.

[The prepared statement of Dr. Grandy follows:]

STATEMENT OF DR. JOHN W. GRANDY IV, PROGRAM COORDINATOR, NATIONAL PARKS AND CONSERVATION ASSOCIATION

My name is John W. Grandy, IV, Ph.D. I am Program Coordinator at the National Parks and Conservation Association, 1701 18th Street, N.W., Washington, D.C. 20009. Aside from my position with a major national conservation organization, I feel that I have particular competence in relation to the Brigantine National Wildlife Refuge since I have conducted extensive research on salt marsh and waterfowl ecology on similar areas on the Atlantic Seaboard. I appreciate the invitation of the Committee to testify in these hearings.

The National Parks and Conservation Association is leading national conservation organization concerned primarily with the protection of the National Parks System. We are also concerned with other major environmental subjects such as wildlife and forestry.

The NPCA is an independent, private, non-profit membership institution, educational and scientific in character, with over 42,000 members throughout the United States and abroad, all of whom receive the monthly *National Parks and Conservation Magazine: The Environmental Journal.*

NPCA strongly supports the bulk of Senator Case's Wilderness Proposal of 16,800 acreas for wilderness in the Brigantine National Wildlife Refuge. In this regard, we also reject as inadequate the Administration's wilderness proposal for the reasons outlined below.

The Department of the Interior, Bureau of Sport Fisheries and Wildlife, seems to have three primary reasons for not supporting the larger wilderness proposal:

1) the existence of mosquito ditches
2) the necessity of maintaining such ditches
3) the desire to build additional freshwater impoundments for waterfowl.

These reasons seem on analysis to be without substantial foundation. Mosquito ditches of the type commonly found on salt marshes do not detract from the wilderness experience. These ditches are normally relatively narrow, and are bordered by lush salt marsh vegetation. The ditches appear to the inexperienced observer on the ground to be natural features and their presence should not exclude the area from designation as wilderness.

The need for maintenance of such ditches is certainly not a valid reason for not recommending wilderness status, since the Wilderness Act specifically allows management activities that previously have been allowed and which preserve the wilderness character. Certainly, maintenance of the ditches with hand tools will not be an overwhelming assault on a wilderness.

There is an additional question concerning mosquito ditching, that of whether this activity should be undertaken at all, particularly on a wildlife refuge. Perhaps, refuges also might be used for scientific research aimed at developing suitable biological mosquito controls.

The objection based on the possible need for additional waterfowl management in the form of impoundments is both surprising and distressing.

In the first place, Senator Case's Proposal allows enough land for one small impoundment to the southeast of the present "East Pool." Thus, unless extensive pools are planned, the objection seems rather shallow.

Moreover, additional freshwater impoundments are unnecessary and may be detrimental in light of the primary objective of the refuge, which is waterfowl management. Most of Senator Case's Proposal centers on the protection of salt marsh—estuarine areas; and these and similar estuarine areas already constitute the best waterfowl habitat on the Atlantic Coast. In specific regard to Brigantine, estuarine habitat is necessary for the winter survival of major wintering species such as the Atlantic brant and the black duck. Freshwater impoundments, however, do not constitute quality wintering habitat for these primary species, since such habitat contains either no food or inadequate food; it also freezes rapidly in severe cold. Thus, the building of additional impoundments would be both economically wasteful and counter to primary purposes of the refuge.

In addition, it is well known that estuaries, not freshwater impoundments, are the nurseries of the sea; estuaries provide nutrients, suitable spawning and nesting areas for fish, and habitat for a wide variety of life other than waterfowl.

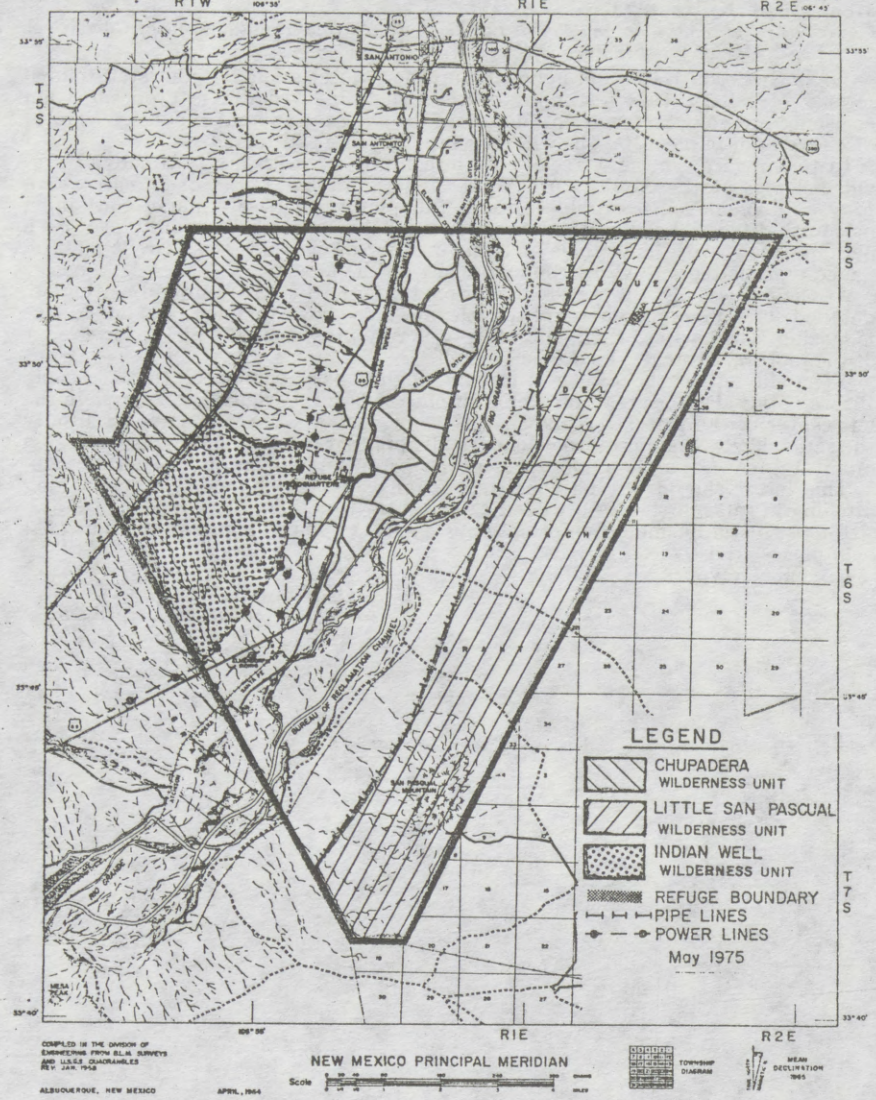
Hence, in our view, additional freshwater impoundments probably should be avoided. They should not, in our opinion, be fostered or even seriously contemplated on estuarine refuges by the Bureau. Objections to "wilderness" based on the possible need for impoundments of dubious value certainly seem unwarranted.

On behalf of the National Parks and Conservation Association, I again thank you for your consideration of our Brigantine Wilderness remarks. We will be happy to work with you further on this matter.

[Subsequent to the hearing the following information was received:]

BOSQUE DEL APACHE NATIONAL WILDLIFE REFUGE

SOCORRO COUNTY, NEW MEXICO



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NATIONAL PARKS & CONSERVATION ASSOCIATION
Washington D.C., March 29, 1974.

Hon. FLOYD K. HASKELL,
Chairman, Subcommittee on Public Lands, Interior and Insular Affairs Committee, U.S. Senate, Washington, D.C.

DEAR SENATOR HASKELL: Following up the request made by your staff following my March 19, 1974 testimony on the Brigantine Wilderness Proposal, I am enclsoing for your information additional documentation that modest mosquito ditches do not in fact alter the wilderness quality of a salt marsh.

In that regard, you may recall that in conjunction with my testimony, I provided copies of the March 1974 issue of the *National Parks and Conservation Magazine*, on page 16 of which was a full picture of a salt marsh containing mosquito ditches. I pointed out that those ditches were easily maintained, on a periodic basis, with hand tools and that neither ditches nor the current maintenance represented an overwhelming assault on the area.

At the request of your staff for additional information, I am providing, herein, detailed aerial mapping photos of the relevant area shown on page 17 of our March magazine. The barrier beach (the white area running diagonally at the lower edge of the picture) protects the ditched marsh.

You will notice the ditches running roughly perpendicularly to the beach. Please notice also the great number of ditches of natural origin in the marsh in the left center of the picture. While on the marsh surface, all ditches are essentially the same. Thus, the mosquito ditches in the photographs are simply an extension of natural features and do not represent a substantial imprint of the hand of man.

This letter should not be construed in any way as endorsing or condoning ditching in salt marshes or a wilderness.

I hope this supplemental information is helpful to you. If I may be of additional help please advise me.

Sincerely,

Dr. JOHN W. GRANDY IV
Program Coordinator.



Sheltered in estuaries, behind barrier beaches and islands, tidal marshes are a vital natural resource, both as habitat for many wild creatures and as the cradle of the sea. The photograph above is a sweeping panorama of part of lower and middle Cape Cod, which illustrates the intricate network of waterways and marshlands behind the protecting beaches. At right is a closer view of Nauset (or Eastham) Marsh in the center of the photograph above. This marsh is included in Cape Cod National Seashore. Photographs by Richard Kelsey, Chatham, Mass.

SALT MARSHES

ecosystems in danger

Preservation of our coastal wetlands is imperative for man's benefit as well as for their own sake

by JOHN HAY



OUR great spongy, receptive, coarsely woven marshes, open to the winds and the tides, are bonds between sea and land. The salt marshes are a unique environment, irreplaceable by man, that have formed in areas along our seacoast that are sheltered in tidal estuaries and behind barrier beaches and other natural features. Thus they are shielded from direct wave action and storm waves from the open ocean. Salt marshes are greatly dependent on tidal influence, and tidal ranges determine the extent and nature of their vegetation. The daily movement of water in and out and across the marsh, which carries tiny organisms, seeds, and fish, is a continuing source of revitalization and determines the fertility of the marshes. Their food production depends on this interchange. Tiny microorganisms provide food for fish and shellfish, which in turn provide food for raccoons, muskrats, waterfowl, and other wildlife. Insects flourish and are eaten by songbirds, snakes, and frogs.

The whole marsh system, from offshore bar that protects it to inland banks where the shrubs and trees begin, is a great and intricate balancing of energies. Nor does its influence stop at its outer limits. Saltwater fish use marshes and estuarial systems for breeding and nursery areas. Organisms carried out on the tide nourish others in the coastal seas beyond. Shellfish bedded in sand or mud at or near the mouth of an estuary with a marsh behind them are dependent on the free tidal interchange throughout the entire salt marsh region. Coastal marshes are important as wintering areas for a great variety of waterfowl.

Life in great abundance is nurtured by a salt marsh in subtle and complicated ways. Simply listing species such as cordgrass, black grass, or saltwort, fiddler crabs, amphipods and isopods, muskrats, herons, rails, marsh snails, soft shell clams, and a hundred more can only hint at the dynamic interactions of plants and animals in the marsh, a world exposed to beating sun, harsh winds, severe winters, and shifting tides.

The kind of New England salt marsh I knew as a boy was an intrinsic part of local life. Farmers piled its salt hay in high, domed stacks on the salt meadows for their cattle. Shellfishermen knew well their dependence on it. Fishermen understood the shelter it provided for the fish that spawned in its creeks and estuaries.

Such a marsh also was—and still is—a place of secrets. Black ducks flew out of it from hiding places only they



Nauset (or Eastham) Marsh, Cape Cod, by John Grandy IV



Black ducks, by John Grandy IV

The dark area at the horizon in the photograph above is the open ocean: the pale streak below it is the protecting beach. Below the beach, Nauset (or Eastham) Marsh, like other coastal marshes, looks from a distance like a great barren expanse. But down among the waving grasses, along the meandering waterways, the marsh teems with life in a diverse, complex web of interdependencies, some of which are indicated in the diagram and photographs on these two pages. Black ducks in a salt marsh depend mainly on snails, soft-shell clams, and blue mussels for food; the latter creatures in turn depend on organic detritis and plankton. Canada geese and muskrats eat primarily marsh vegetation, whereas herons and terns depend largely on small fish. As plants and animals in a salt marsh die, they decay and provide nutrients for the growth of more estuarine organisms, which nourish myriad other estuarine and marine creatures in an endless cycle of rich and harmonious productivity.

knew. Thin-bodied rails, or bitterns, were lost to the eye among the marsh's high grasses. Marsh hawks skimmed over it searching for field mice that tunneled through the grasses not flooded by tides. Salt marsh flowers, such as Gerardia and salt marsh aster added a delicate quality where they bloomed among the heavier vegetation that surrounded them. In late August and early September the seaside goldenrod, a host to many bees, nodded its great yellow flowerheads along the inner reaches of the marsh, and in the fall the low spikes of saltwort or salt marsh samphire turned flaming red.

Thus, salt marshes are not simply smelly wastelands. I just happen to love that special combination of water, marsh peat, decaying grass, and clean salt air. Nothing is comparable.

I suspect that many people who view from a distance those flat expanses of coarse grasses find them unvaried and monotonous, but within the marsh, down among the meandering waterways and waving grasses, you can distinguish the different kinds of grasses and other flowering plants. These plants are miracles of adaptation, in addition to being the home of myriad forms of life you will discover on a closer look. For example, the pioneer grass in the building of a marsh is *Spartina alterniflora*, which can tolerate longer submergence in salt or brackish water than other species of marsh grass. The seeds of *Spartina alterniflora* will not germinate if kept dry; but if they are kept moist by cold sea water, they will germinate in eight months. Their germination and growth is also affected by how salty the water is. They seem to thrive in water of about 30 degrees of salinity. To a layman like me, the sensitivity of such a seed and the plant it grows into seems as remarkable as the complexity and diversity of the marsh itself, in all its rhythmically interrelated ways.

Because we imagine that we no longer depend on them for our food, we have a terrible habit of knocking out marshes and destroying their capacity, simply because they happen to be in the way of immediate economic gain. Most often marshes are filled to provide more land for dumps, automobile graveyards, airplane runways, shopping centers, parking lots, and housing developments. This practice is not necessarily a matter of basic need; in fact, it is counter-productive. Such practices increase the growing imbalance between man and his natural resources. We are temporarily allowing a few people to make money and in the long run depriving our society of its earth heritage and its sustenance. The often brutal, abstracted treatment of the land is in part the result of a lack of understanding of the importance of the delicate interactions and fertility of the salt marsh.

A salt marsh that is turned into a dump or a "lagoon development" is obviously lost so far as the production of food is concerned, but there are even more subtle ways of eliminating or reducing its productive capacity. We assume that to ditch a marsh for mosquito control is better than spraying it with untested pesticides, but even ditching may affect its ability to sustain living organisms by reducing the tidal flow and thus the transport of nourish-





Canada geese, by Luther C. Goldman, BSFW



Heron, by Luther C. Goldman, BSFW



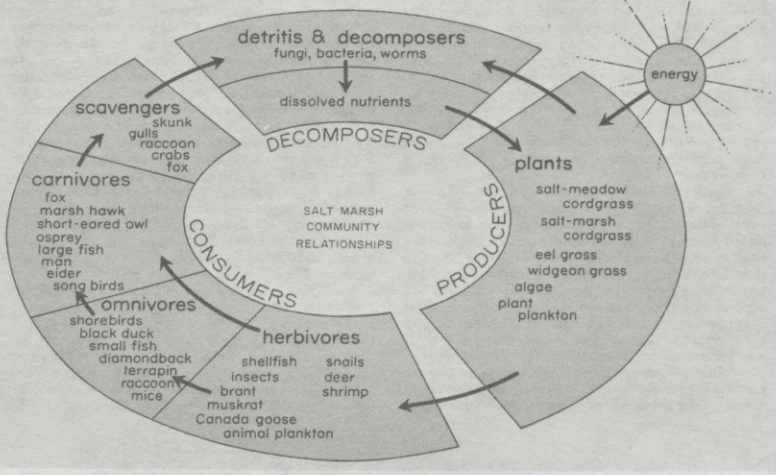
Muskrat, by V. B. Scheffer, BSFW

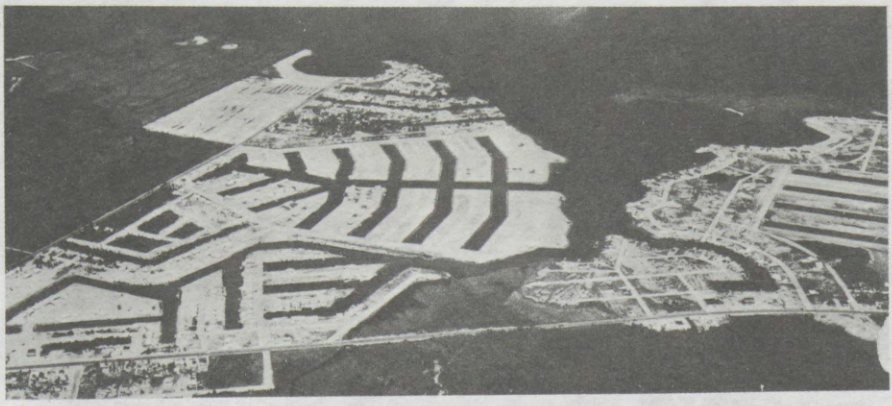


Blue mussels, by John Grandy IV

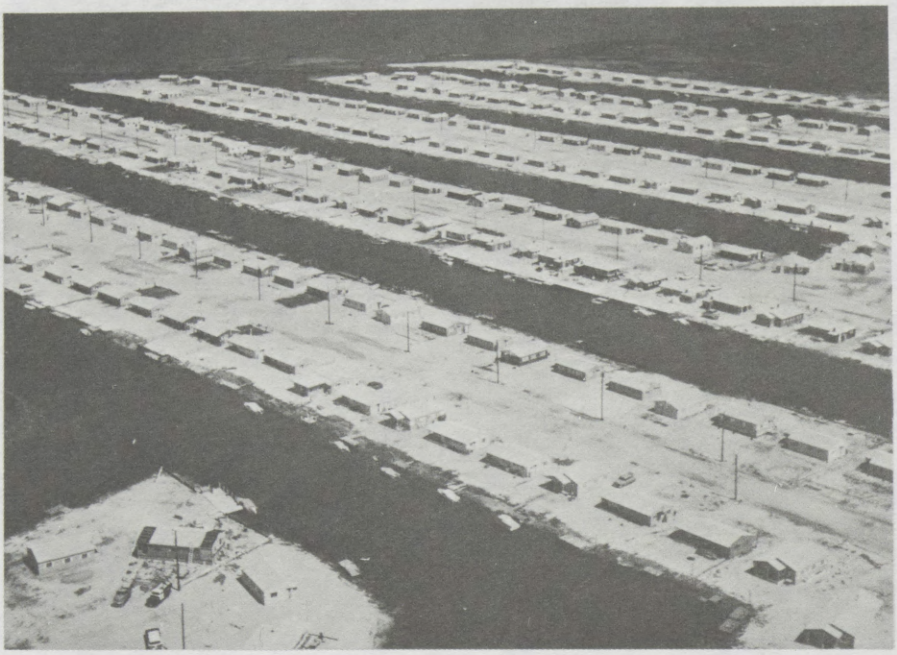


Least terns, by Luther C. Goldman, BSFW





Encroachment of this housing development into tidal marshland in New Jersey is typical of many similar destructive developments all along our coastlines. Such so-called "lagoon" developments are built by dredging out canals in the marshes and dumping the fill between them. Houses are built on the fill and heavily promoted for the "amenities" of waterfront living they offer. Thus, private real estate development corporations make huge profits at the expense of wildlife, the productivity of the marshlands and the sea, and other public values. Photographs by Charles D. Evans, BSFW.



ing materials. Some coastal wetlands are clearly not producing the supply of small fish that they once did. Without these fish, local colonies of terns cannot bring up their chicks and larger predatory fish are restricted as well. Much destruction has been blamed on pollution, and rightly so, but our physical interference with the intrinsic nature of these wetland environments may take a toll in ways we cannot always predict.

To do more than simply ditch—in other words to fill, drain, or dredge a marsh, to redirect its tidal creeks, to build channels in it for marinas—can have the effect of removing great areas of it that may never be restored. A marsh with a great depth of peat formed by accumulations of sediment plus the organic matter of decayed grass roots is the result of an intricate balance maintained between sinking land levels and the rising of sea water; and it depends on the ability of different species of plants to adapt to submergence at different levels. Such a marsh takes five hundred to a thousand years to form.

Fortunately, there has been a realization in recent years of the need to conserve our coastal wetlands before they disappear for good. During the 1950s the Massachusetts legislature passed protective laws concerning coastal areas that have provided models for many other states. Wetlands acts of varying kinds are now in effect in Atlantic coastal states from Maine to Florida. Conservation commissions have also been established by individual towns, often after state enabling acts. Such commissions often have little more than advisory powers, but their existence does at least establish responsibility in an area that had been almost completely neglected not many years ago.

Some states put their main emphasis on state ownership or control of wetlands. In other states the towns, usually through the initiative of state legislation, have managed to acquire their own marshes. Such purchase is often extremely difficult to manage, because a town may lack sufficient funds to buy the wetlands it needs, or it meets the kind of opposition that may make acquisition impossible. Acquisition by eminent domain is possible and has been done, but in many localities such a course is highly unpopular. Local ownership and initiative would seem to be a very effective way to save the irreplaceable wetlands, putting the responsibility where it belongs, but such efforts could be theoretically overturned in the future. However, local success in acquiring wetlands for conservation purposes at least establishes a strong precedent and enables a town to control its own resources if it has some popular backing.

Few laws completely prohibit the dredging or filling of marshes; usually they simply provide that marshland cannot be so altered without an application and a public hearing, after which a permit may or may not be granted. The system of permit procedures, like liberty itself, needs eternal vigilance. To require a hearing may delay the destruction of wetlands, but it does not necessarily stop it; and where stronger controls are in the wind, developers may hurry to fill or dredge before new laws take effect.

Also, state and local laws passed for the protection of marshes are subject to court action. In other words, they depend on favorable positions by the court in upholding constitutionality. Outright ownership that says, in effect, "Stop here," would seem to be much more desirable than having to repeatedly regulate the wetlands. A salt marsh owned by a town, a state, or the federal government has its future reasonably well assured. However, laws establishing state or federal ownership ought to be written so as to forbid future leasing of tidal lands.

Salt marshes, or parts of them, can disappear gradually and insidiously. For instance, in an extensive marsh a bulldozer can fill in acres of marshland overnight; and although laws may require restoring a marsh to its original condition, it cannot be done after a dredge has finished with it. A cavalier attitude toward our environment causes some owners to fill and dredge whether or not they are violating wetlands legislation. Restraining orders may take a long time to be drawn up. Approval by town governments of such orders takes time. Enforcement is often lax. And in many instances the courts rule in favor of an individual owner or corporation who feels he has not been justly compensated because he was denied a permit to fill.

In spite of all legal obstacles or hazards and our society's inclination toward making money rather than saving the land, wholesale destruction of wetlands has been halted in many states. Conservation measures are in being and can be enforced, given the backing and the initiative. What is needed most perhaps, aside from strengthening the law on behalf of the environment, is a growing awareness that wetlands do not exist in the abstract, subject to human alteration and demand, but are unique and invaluable in themselves.

The argument for filling a marsh is usually put in economic terms. But if we are to think of the marsh "realistically," we must understand that the land is more productive as the cradle of the sea than as housing developments. Without the tidal marsh, saltwater fish would not be spawned to grow up and go to sea and bring money to fishermen who catch them. Commercial fishing fleets along the Atlantic Coast are not doing very well these days, but they still net some $75,000,000 worth of fish that were nurtured in the coastal marshes and estuaries. Both the saltwater sports industry, which has an enormous cash income, and the shellfish industry are dependent on the nursery of coastal wetlands.

If our salt marshes are destroyed, we will lose a unique source of natural identity in an age that seems to have a nearly uncurbed tendency to build faceless environments. Unless we learn that and equate the lesson with our own identity and welfare, these and all other natural environments will remain in grave danger—and so will we. ■

John Hay is president of The Cape Cod Museum of Natural History in Brewster, Massachusetts. He is well known as the author of several books on natural history, including "In Defense of Nature," published by Atlantic/Little Brown and Company.



Detailed aerial mapping photo of area shown on page 17 of National Parks and Conservation magazine.

Senator HASKELL. Our next witness is Lonnie L. Williamson.

STATEMENT OF LONNIE L. WILLIAMSON, EDITOR OF OUTDOOR NEWS BULLETIN FOR WILDLIFE MANAGEMENT INSTITUTE, WASHINGTON, D.C.

Mr. WILLIAMSON. Thank you, Mr. Chairman. In order to preserve time I would like to state the National Rifle Association of America concurs with our statement and would like to be on record in that regard.

Senator HASKELL. Certainly.

Mr. WILLIAMSON. I am Lonnie L. Williamson, editor of the Outdoor News Bulletin for the Wildlife Management Institute with headquarters in Washington, D.C. The Institute's program has been devoted to the restoration and improved management of renewable natural resources in the public interest for more than 60 years.

The Wildlife Management Institute supports wilderness designations in national wildlife refuges so long as such designations are compatible with the primary purposes for which the various refuge units were established, namely wildlife protection and enhancement, particularly migratory birds and, in some cases, endangered species.

After studying the proposals listed in S. 600 we detect only one probable conflict. It involves the National Key Deer Refuge in Florida.

A recently completed study of that refuge by Dr. Willard G. Klimstra, of Southern Illinois University, and currently president of the Wildlife Society, indicates that intensive habitat restoration is going to be necessary to assure the endangered Key deer a continued food supply. That species is dependent on understory browse species of plants associated with maturing pine stands. On several of the islands in the refuge, palmetto thickets are crowding out the deer's food plants. Some of the palmetto will have to be removed so pine communities can be reestablished. In the future, prescribed burning will have to be used to keep palmetto in check and generate the growth of food plants. Pine stands may have to be thinned periodically so light can penetrate to the forest floor and sustain food plants.

The study also revealed that watering devices were needed on some of the islands and that mounds should be constructed to allow the small animals to escape high water during hurricanes.

Due to conflicting developments in the Keys, the Key deer are rapidly loosing natural habitat outside the refuge. It is vital, therefore, that needed management opportunities on the refuge not be foreclosed by wilderness designation. We recommend that a decision on the Key Deer Refuge wilderness be postponed until Dr. Klimstra's report can be evaluated fully.

For similar reasons we are opposed to S. 777 as amended by amendment 305. That bill, as amended, would expand the proposed wilderness area on Brigantine National Wildlife Refuge in New Jersey from 4,250 acres to 16,800 acres. All except about 4,000 acres of the refuge would be designated as wilderness. Such action, without doubt, would prevent administrators from carrying out developments in the future which may well be necessary to protect and enhance migratory birds and other wildlife.

The Brigantine National Wildlife Refuge, as were many other refuges, was purchased with funds generated by the sale of duck stamps. The duck stamp program was established in 1934 with enactment of the Duck Stamp Act. That legislation requires sportsmen to purchase a stamp which is good for 1 year in order to hunt waterfowl. The proceeds are set aside for the acquisition and management of waterfowl refuges, and other wetlands. Subsequent amendments to the act have raised the stamp's price from $1 to $2 to $3 and recently to $5. More than $10 million is collected each year.

The preamble to the Duck Stamp Act states specifically that duck stamp funds are to be used for "acquisition of areas for use as migratory bird sanctuaries, refuges, and breeding grounds; for developing and administering such areas; for the protection of certain migratory birds; for the enforcement of the Migratory Bird Treaty Act and regulations thereunder, and for other purposes." I would reemphasize the words "for development."

Section 4(a) of the Wilderness Act says:

> The purposes of this act are hereby declared to be within and supplemental to the purposes for which national forests and units of the national part and national wildlife refuge system are established and administered.

Consequently, we interpret the above language in the Duck Stamp Act and the Wilderness Act to mean that wilderness refuge system if such designation would prevent development necessary to maintain and enhance wildlife populations.

Conflict between wilderness and refuge objectives on Brigantine are not only possible, they are very probable if the additional area west of the intercoastal waterway is included in the wilderness designation proposed by S. 777 as amended. That is the primary reason why the Wildlife Management Institute cannot support S. 777. It could prevent attainment of refuge objectives.

There are other reasons why we believe the expanded wilderness designation on Brigantine is undesirable. Study of U.S. Geological Survey quadrangles—New Gretna, Oceanville, New Galloway Township—shows that approximately 90 percent of the refuge west of the intercoastal waterway and north of West and East Pools is ditched for mosquito control. Discussions with knowledgeable people reveal that there is at least 350 miles of ditching in the subject area, most of which was done prior to acquiring the refuge. The installation, operation, and maintenance of these ditches have changed the original marsh ecology significantly.

Under longstanding policy three mosquito control districts, involving three counties, and within whose jurisdictions the refuge is located, periodically apply for permission to clear and maintain the ditch system. This, when permission if given, is done with machinery. The life expectancy of a ditch in that area is about 10 years; maintainance and cleaning are a recurring necessity.

The mosquito control districts also use helicopters routinely to sample mosquito populations in the refuge area west of the intercoastal waterway. By dipping and counting larval mosquitos, the control districts are able to pinpoint water areas requiring spot treatment with approved pesticides. This method, because of the use of chemicals, is less desirable than the ditches from the standpoint of fish and wildlife.

It is completely unrealistic to suggest that all mosquito control work be suspended in the refuge to accommodate wilderness designation. To suggest this would be to profess no knowledge of the history and psychology of mosquito control in coastal New Jersey. Another reason that we question the expansion of the wilderness area on Brigantine is because of a new control technique which has been developed and is under study in certain areas by wildlife and mosquito control groups in New Jersey and other places which involves impoundment of water on salt marshes naturally subject to water-level variations. The impounded water reduces greatly the extent of exposed bottom soils, which the bothersome salt marsh mosquitos must have for egg deposition and successful reproduction. According to experiments now underway, the pools appear to supply very productive habitat for marsh and aquatic wildlife of many kinds. It is entirely possible, if this technique proves workable here, that the three counties, mosquito control districts, and the Bureau may find it desirable to install such impoundments in suitable parts of the presently ditched area. Such developments could be compatible with the Bureau's responsibility for wildlife refuge managment. And with increasing habitat losses in the populous Northeast, wildlife production on refuges such as Brigantine is imperative to maintaining wildlife populous in that region.

We would also point out that the enlarged refuge wilderness area called for in S. 777 involves existing access roads to and the historic local use by boaters of landing at Landing Creek, Hammock Ditch, and Dickey's Ditch.

In summary, Mr. Chairman, we would impose upon this committee the importance of maintaining the Bureau of Sport Fisheries and Wildlife's administrative leeway on wildlife refuges to allow needed development to protect and enhance migratory bird populations. Wilderness designation of refuge lands can have very detrimental effects on wildlife populations by restricting management alterntives. We encourage the committee to fully investigate such effects on all refuge areas proposed for wilderness. To create wilderness in refuge areas where endangered species or other wildlife populations would be degraded or destroyed is contrary to the fundamental purpose of the National Wildlife Refuge System.

Senator HASKELL. Thank you, Mr. Williamson. Your view is quite clear. I gather you feel management is necessary in wildlife refuges and that if we interpret the Wilderness Act, as I think it has to be interpreted, it would prevent mismanagement and, therefore, your point of view is that it should not be designated wilderness. Am I correct in that?

Mr. WILLIAMSON. Yes, sir, where there may be any possibility that future managment is going to be required to carry out the purposes of the Refuge System we do not think the wilderness designation is proper. However, we do realize there are areas within the Refuges System that do qualify.

Senator HASKELL. I understand your viewpoint. Thank you, Mr. Williamson.

Senator McClure.

Senator MCCLURE. I couldn't help but note your statement on page 4, because I don't have any knowledge of the history and psychology of mosquito control in coastal New Jersey. Do you suggest

if we attempt to suspend mosquito control work, that we will run into some difficulties?

Mr. WILLIAMSON. It would be very similar to suspending predatory control in Idaho.

Senator MCCLURE. And there was some difficulty encountered on that level. As the chairman and I both know.

The second question I have is you say in contrast to the statement of the previous witness that the maintenance of the mosquito control ditches is done by machinery. Is that based upon first-hand knowledge?

Mr. WILLIAMSON. It is based upon information received from the people on the rivers; 350 miles, it would seem quite a task to do this with a shovel.

Senator MCCLURE. It can be done. We do more than that with shovels in the irrigation ditches out in Idaho and I suspect they are far more than 350 miles. I don't know if it is done by machinery or shovels, but your information comes from people at the site who state at least that it is done by machinery?

Mr. WILLIAMSON. Yes, sir.

Senator MCCLURE. The final question I would have would be with respect to using pesticides to control mosquitos. That is being done now within the refuge boundary?

Mr. WILLIAMSON. It is my understanding it is on a spot basis whereby they go in and take samples of water to determine the larvae counts of mosquitos and in the areas where larvae counts are high, where you would expect a high population of mature mosquitos within a given time, pesticides are used to wipe out the bulk of these.

Senator MCCLURE. And you support that action, or at least suspect that it will be by local forces required to continue?

Mr. WILLIAMSON. I would not say we support the use of pesticides. It is all according to how it is done and what pesticides are used. I think that the ditch system in many instances is much more desirable from the standpoint of fish and wildlife than the use of pesticides.

Senator MCCLURE. Thank you very much.

Senator HASKELL. Thank you very much, Mr. Williamson. We appreciate your appearing here.

I understand that Mr. Nelson of the Forest Service is here and he has to go over to the House Appropriations Committee in an hour, so we will ask you, Mr. Nelson, to come forward.

Mr. Nelson, proceed.

STATEMENT OF THOMAS C. NELSON, DEPUTY CHIEF FOR NATIONAL FOREST SYSTEM, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

Mr. NELSON. Thank you, Senator Haskell. I appreciate your indulgence very much. We have to appear before the House Appropriations Committee today.

I would like to testify on the Agua Tibia Wilderness Area if that suits the committee. That is Senate bill 601 and Senate bill 110.

Senator HASKELL. Can you, because of the time constraints involved, can you summarize the highlights? I see you have three statements. Can you submit them for the record and submit the highlights?

Mr. NELSON. I would be glad to, Senator.

The Department of Agriculture appreciates this opportunity to participate in your consideration of S. 601 and S. 110, bills to designate certain lands as wilderness. I speak today in support of the Agua Tibia Wilderness proposal as contained in S. 601.

These lands in the southern portion of California we feel are indeed of wilderness quality. Wilderness designation is proposed for 11,920 acres, which will have little impact on present or potential use of these lands for other national forest purposes. There are no areas suitable for grazing, no plans for water development, no structures, no areas of commercial timber and no mineral claims within this proposal. The USGS and U.S. Bureau of Mines examined the area and reported that no mineral concentrations of economical value were found.

We held a public hearing on Agua Tibia on June 18, 1971. At that hearing the Forest Service proposed 7,800 acres within the 26,300-acre Agua Tibia Primitive Area to be designated as wilderness. Public response at this hearing favored a larger area. Reconsideration was given to the area and we now recommend an area of 11,920 acres. The area outlined by the black line on the chart indicates the proposed boundary of this area. The red shaded lands on this map are other lands within the primitive area which are not recommended for wilderness classification.

Exclusion No. 1, contains 4,611 acres. There are 75 acres of improved private lands here and parts of two road systems that are fire emergency access routes. I am sure that you gentlemen know that fire is indeed a serious problem in this portion of southern California. We think that to insure adequate fire protection of wilderness values and to provide for safety in this area and to protect the surrounding lands, it is necessary to maintain certain roads. So in the proposal these roads are Excluded as exclusion No. 1.

Exclusion No. 2, up at the top of the map, contains about 705 acres. There is a campground located in this area. A State highway and a powerline run through it and fuelbreaks have been constructed in the area to help control fires that start along the highway. In excluding these developments, the wilderness area boundary has been placed on the best topographical features that we could come up with for the wilderness area.

Exclusion No. 3 has about 790 acres. It is traversed by a road that does leave a definite mark in the landscape, and there are 200 acres of partially developed private land. A portion of this area is included in S. 110. We recommend that it not be included in the wilderness.

Exclusions 4 and 5 contain, respectively, 40 acres and 120 acres of developed private land.

Exclusion 6 contains 8,574 acres, including 72 acres of private land and 8,502 acres of the Mission Indian Withdrawal. This was set aside in 1903 by the Secretary of the Interior for Indian use and the withdrawal has been renewed periodically. The Department of the Interior is presently in the process of issuing trust patents to the Pala and Pauma Indians for these lands. This action results in a final commitment of the land to the Indians.

This concludes my prepared statement on Agua Tibia. I would indeed be happy to attempt to answer questions.

Senator HASKELL. I have no questions, but I think Senator McClure has a question on this.

Senator McCLURE. I have a couple of questions. One, the exclusions almost come very nearly to dividing the wilderness into two separate parts. In Exclusion No. 1 and Exclusion No. 3 you have said there are some roads. Do the roads go to the ends of those exclusions?

Mr. NELSON. Yes, they do, Senator McClure. The road coming down from the north goes to the end of that exclusion. The road coming up from the south is a fire road that goes up to that particular point.

Senator McCLURE. And the roads terminate at that point?

Mr. NELSON. That is correct.

Senator McCLURE. There is no connection between area 1 and area 3 by road?

Mr. NELSON. That is correct.

Senator McCLURE. And is it necessary to maintain the roads to the end? Could the roads be shortened?

Mr. NELSON. This could possibly occur. I do think, Senator McClure, that this road from the south, this one coming up here through Exclusion No. 1, is rather essential for fire purposes. We get Santa Ana winds in this part of the country, a very difficult fire situation, and it is necessary that there be access into this area. It is a brush type that is very inflammable and fires spread extremely fast there. Without some type of access it would seem to me that you would at some future date have to plow in that wilderness area to get some access to it if a fire occurs of any magnitude.

Senator McCLURE. In area No. 3 it says in your statement there are 790 acres, 200 acres of partially developed land. Where are those acres located?

Mr. NELSON. Those acres are located up at the north end. It is my understanding there is a campground and quite a few improvements on that particular piece of land.

Senator McCLURE. Both of those areas are contiguous to the exterior boundaries?

Mr. NELSON. Yes, sir, they are.

Senator McCLURE. And again the major reason for the exclusion is fire protection?

Mr. NELSON. Yes, and the fact that this road is plowed through in the north end there.

Senator McCLURE. If it were not for the road you could simply alter the exterior boundaries to exclude the 200 acres and include 590?

Mr. NELSON. I believe there is another 75—I am sorry 200 acres partially developed land that could be included.

Senator McCLURE. Two separate areas and if those two separate areas were excluded, the only reason for the balance of the 590 acres is the presence of the road?

Mr. NELSON. That is correct.

Senator McCLURE. Thank you.

Senator HASKELL. If you will proceed to your next statement.

Mr. NELSON. With the committee's permission, I would like to proceed to consideration again of S. 601 and S. 111. These are bills to designate land in the Emigrant Primitive Area as wilderness and I speak in support of the Emigrant Wilderness proposal as contained in S. 601.

This area of this particular proposal stems from a study of the Emigrant Basin Primitive Area. This area was one of the early

primitive areas established. We carried out this study in accordance with procedures set forth in subsection 3(b) of the Wilderness Act.

This area is about 185 miles east of San Francisco, 130 miles south of Reno, Nev., on the south it abuts Yosemite National Park.

Our study found that approximately 90,600 acres of the national forest lands in the primitive area and 15,300 acres of national forest lands adjoining the primitive area for a total of 105,900 acres are highly suitable for wilderness classification. This area has retained its primeval character. It has superb mountain scenery, lakes, streams, there are lots of opportunities here for solitude within this proposal.

The wilderness designation of the area would not result in any significant changes in land use or result in foregoing any significant commodity production opportunities. We have four grazing allotments in this area. As far as the timber values are concerned, there are about 60 million board feet within the proposed area, and about 54 million of that are in this inclusion B. It has a small impact upon the allowable harvest of the Stanislaus Forest. This is an important watershed area. There are lots of bare rock, and it should be protected because the importance for water supply to the city and county of San Francisco and others is quite important. There are a few minor improvements within this area.

Helicopters are allowed under previous use to take snow measurements. We think the existing weirs and flow maintenance dams are inconspicuous, and their maintenance will be permitted. There are some cabins in the area. I believe there are still four cabins that exist within the primitive area on the national forest lands and then there are some improvements on the private land up around Kennedy Lake.

I would like to just walk through the proposed additions and exclusions to this area, if I might.

The heavy black line indicates the proposed boundary. The green shaded areas in here are lands that were outside of the primitive area that we believe should be included in the wilderness proposal, and the red shaded portions include those parts of the primitive area that we consider to be unsuitable for wilderness classification. The green shaded areas all are similar to the lands within the gray area that you see.

Area A is 3,344 acres in size. It has rugged and spectacular scenery. It adjoins the western boundary of Yosemite National Park.

Area B is 6,665 acres in size. It contains several lakes and we did place the boundary to exclude a potential dam and reservoir. I might point out that in public hearings there was some discussion by some groups that did not favor including area B within the wilderness, because they were using it for trail bikes and other vehicle use. They would like to continue this particular use in that area.

Area C is about 2,491 acres in size and we think it is a logical extention of the primitive area because it is a similar type of terrain.

Area D is only 100 acres in size. It was placed there only to get the wilderness boundary on easily defined topographical features for manageability purposes.

Area E is 2,678 acres in size. It contains some picturesque mountain glaciers and alpine vegetation.

The red-shaded areas are not recommended for wilderness classification for the following reasons.

Exclusion 1 is about 380 acres in size. It contains a dam and reservoir, a maintenance cabin, and other permanent installations. Mechanical operations are required to maintain the reservoir.

Exclusion 2 is 6,042 acres in size and this contains a mineralized area that is referred in the minerals report of the Geological Survey. There are about 40 mining claims in this area. One claim has been patented and we understand that another is going to patent at this time. In 1972 there was mineral exploration in the Bigelow Peak area with a bulldozer. There is a 21-mile miner's road, a definite mark on the landscape, that comes down through there. It gives access to the area for removal of the mineral concentrates. There is an ore concentration plant that is located on the patented claim although it is in disrepair now. So we recommend this area not be included.

This concludes my testimony on the emigrant proposal.

Senator HASKELL. I think Senator McClure has to leave and he has a question.

Senator MCCLURE. I am sorry I have to go before you complete your full statement, but I might ask this question about this particular one.

You say there are some weirs and dams in the area. What is the nature of those dams, the size and nature of them?

Mr. NELSON. These are small and inconspicuous, Senator McClure, and they are primarily for stream gaging purposes and determining waterflow.

Senator MCCLURE. The dam is really just to hold the weir in place so it can be measured, is that correct?

Mr. NELSON. Essentially so.

Senator MCCLURE. And you said there are several cabins in the proposed wilderness area. What is the natue of those cabins?

Mr. NELSON. There are two cabins, if I recollect correctly, that are connected with stockman's permits and then there are two cabins that are low-profile cabins down in the south end, southeast end, that are used for snow courses. It is necessary to run these snow courses on foot and these provide a place, an overnight place for the people running the snow courses to operate. There are some improvements also on those private lands, as I mentioned, up there at Kennedy Lake.

Senator MCCLURE. And those are on private lands?

Mr. NELSON. Yes, sir, over 1,000 acres of private land.

Senator MCCLURE. It is your suggestion that we allow those four cabins to remain?

Mr. NELSON. No, sir, it is not. We think that the cabins, the two private stockmen's cabins probably should be taken out within a period of 10 years, and we will be able to so do. As far as the snow survey cabins are concerned, we are trying to work out some arrangement with the people running the snow courses, looking for alternative ways of servicing those people when they are in that particular area, and we think that there are possibilities for eliminating the need for these snow survey cabins also, Senator McClure.

Senator MCCLURE. You don't have those alternatives ready yet to present to us?

Mr. NELSON. We do not have these alternatives completely worked out on the snow courses.

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Senator McCLURE. One final question has to do with this and the others that you are testifying about. Do you know what kind of methodology was used or how extensive the mineral surveys were?

Mr. NELSON. I have read the report from the Geologic Survey. As I recall, they used the conventional geochemical tests on the area and I believe that they use patent or mining records also to determine this. This is a tungsten producing area in exclusion 2 and there has been, as I said, considerable prospecting and there has been some development on these areas.

Senator McCLURE. Would you provide for our record or our file a summary of the Geological Survey reports on the mineral surveys for these areas?

Mr. NELSON. I would be very happy to, Senator.

Senator McCLURE. Thank you very much, Mr. Chairman.

Senator HASKELL. I suppose that summary will show how recently the claims were located, whether the assessment work was being done and all that kind of thing?

Mr. NELSON. Yes, it will.

Senator HASKELL. And also it will show the extent of the actual activities going on at the present moment and whether this concentrate plant is operable now?

Mr. NELSON. Yes, it will, Senator Haskell. The concentrate plant, as I understand it, is not operable at this time. The snows have had their toll upon it.

Senator HASKELL. I don't mean at this moment. Was it operable last fall?

Mr. NELSON. We will provide that. We also will provide some estimate of the amount of investment made into the mining enterprises.

Senator HASKELL. Senator Cranston recommended that that be included and I gather one of his reasons is that 6,000 acres, if excluded, separates this wilderness area from another wilderness area in the east. Would you agree with the Senator on that?

Mr. NELSON. I hate to take issue with the Senator but I would not agree with the Senator in this respect. There is a study area located to the east of the area within national forest lands. I understand there is a study area that is located within national park land also. But there is no decision yet made as to whether or not a recommendation should be made to the Congress that this proposed Hoover addition should, in fact, be recommended as a wilderness area. So in that respect, I would differ.

Senator HASKELL. But the study areas are contiguous to the 6,000 acres, am I correct in that?

Mr. NELSON. That is correct.

Senator HASKELL. You would not be considering this particular 6,000 acre area in those other studies if you had decided to exclude it from this, would I be correct in that?

Mr. NELSON. That would be correct. As you know, Senator, when there is mining activity there is very little control of surface land.

Senator HASKELL. I am just interested in the extent of the mining activity, how recent, whether the claims are being kept up, the assessment work is being done, when the one claim that went to patent went to patent. We need that type of information to make an independent judgment as to whether it truly is a mineral prospect.

Mr. NELSON. We will be glad to furnish that for the record, Senator Haskell.

[The information requested was not received in time to be included in the record.]

Senator HASKELL. I have two questions to ask for Senator Hansen.

Apparently there are two snow cabins on this proposed wilderness area and I think it is Senator Hansen's view—what Senator Hansen would like to ask, and I am looking at your regulations and section 251.76, the second paragraph, the last sentence says, "Additional improvements or structures may be built when necessary to protect wilderness values." I would like this to be my question and Senator Hansen's question, How do you arrive at the conclusion that you can build structures in the wilderness area?

Mr. NELSON. Senator Haskell, essentially the only purpose for which the building of improvements is authorized within the wilderness area under the regulations you cited is when they are absolutely necessary for the protection of the wilderness resource in the grazing of livestock, which is permitted under the Act. Otherwise improvements are permitted only when it is for the health and safety of the visitors to that area. What I am talking about here, sir, is a type of primitive type latrine that will meet the needs of visitors to the primitive areas. This is the type of improvement that we are talking about because not having some facility of this type does not endanger the health of visitors to these areas.

Senator HASKELL. Would you proceed to your next statement, please?

Mr. NELSON. I appreciate this opportunity to present the views of the Department of Agriculture on proposed legislation that would designate a Lone Peak Wilderness in the State of Utah.

The Wilderness Act of 1964 established the National Wilderness Preservation System. Subsection 3(b) of the Wilderness Act directed the Secretary of Agriculture to review the areas then classified as National Forest Primitive Areas, within 10 years of its enactment as to their suitability or nonsuitability for preservation as wilderness. The act provided for the Secretary to report his findings to the President, and the President to submit his recommendations to Congress. We are now nearing the completion of these primitive area studies.

Senator HASKELL. Senator Moss was here earlier and he said this is what you told him 2 years ago.

Mr. NELSON. That is correct.

Senator HASKELL. How long does it take to make a study?

Mr. NELSON. As you know, when the Wilderness Act was enacted in 1964 there was a caveat that the primitive areas that were not designated as instant wildernesses at that time be studied within a 10-year timeframe and this we are doing. We will complete the study of these primitive areas within this 10-year span.

Senator HASKELL. When will you complete Lone Peak? Senator Moss had a bill in the last Congress on Lone Peak and I would think that might have suggested to you it might be desirable to hurry up that study period. When will you complete the study on Lone Peak?

Mr. NELSON. The answer that I would give to that, Senator, is that we did anticipate the fact that this was a high-interest area for wilderness purposes, and consequently the Bureau of Mines and Geological Survey are doing the mineral work in Lone Peak area at this time. They will complete the fieldwork on the mineral studies by the end of this summer. In our judgment, by the time that we get the mineral work together, and due to the fact that we have during this interim time completed good land use studies on American Forks to the south and on Little Cottonwood Canyon to the north, we think we should have a completed study and recommendations to the President during 1975, perhaps by the summer of 1975.

Senator HASKELL. So you won't have it this year?

Mr. NELSON. That is correct.

Senator HASKELL. I don't see much point in your presenting your statement any further on this. This is just a repeat of what I guess you said last year if you don't have a definitive study yet. So why don't you just submit this for the record because I think you will be going over old ground.

Mr. NELSON. I will be happy to submit it for the record.

Senator HASKELL. Thank you very much, Mr. Nelson.

Mr. NELSON. I appreciate your indulgence, Senator.

[The prepared statements of Mr. Nelson follows:]

STATEMENT OF THOMAS C. NELSON, DEPUTY CHIEF, NATIONAL FOREST SYSTEM, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS OF THE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, UNITED STATES SENATE, ON S. 29, A BILL TO ESTABLISH THE LONE PEAK WILDERNESS, ON MARCH 19, 1974.

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

I appreciate this opportunity to present the views of the Department of Agriculture on proposed legislation that would designate a Lone Peak Wilderness in the State of Utah.

The Wilderness Act of 1964 established the National Wilderness Preservation System. Subsection 3(b) of the Wilderness Act directed the Secretary of Agriculture to review the areas then classified as National Forest Primitive Areas, within ten years of its enactment, as to their suitability or nonsuitability for preservation as wilderness. The Act provided for the Secretary to report his findings to the President, and the President to submit his recommendations to Congress. We are now nearing the completion of these Primitive Area studies.

The Lone Peak area is not a National Forest Primitive Area. S. 29 would establish this 32,000 acre area as a Wilderness without formal study. We believe that a systematic study--conducted in the same manner as Primitive Areas are reviewed--is desirable.

As part of the Forest Service's long-range management planning an inventory, review, and evaluation was made of roadless areas in the National Forest System. The basic purposes of this review and evaluation were to: (1) provide a systematic and orderly means for selecting areas

with high wilderness potential as new wilderness study areas, (2) to afford prompt recognition and protection of areas having considerable wilderness value, (3) and to provide an opportunity for public involvement in considering the best use of National Forest roadless and undeveloped areas.

As a result of this review and evaluation, the Forest Service after extensive public review and preparation of a draft and final environmental statements, selected 274 new wilderness study areas. The Lone Peak Area was selected as one of the new study areas.

Each of the new study areas will be given detailed study for possible inclusion in the National Wilderness Preservation System. During the study process, each new study area will be protected from activities which would change the land characteristics in such a manner as to disqualify the area from wilderness designation.

This study is needed to provided detailed information on both wilderness and other resource values. The study will also provide an analysis of a wide-range of boundary alternatives.

We strongly recommend that the Lone Peak Area not be designated as wilderness until this detailed study has been completed.

In the case of the Lone Peak Area the study is now in progress. The Bureau of Mines completed their field studies in 1973 and the U.S. Geological Survey is scheduled to complete their field studies during the summer of 1974. We will then proceed with other aspects of the study including public hearings.

Mr. Chairman, this completes my prepared statement. I will be glad to answer any questions you may have.

STATEMENT OF THOMAS C. NELSON, DEPUTY CHIEF FOR NATIONAL FOREST SYSTEM, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, UNITED STATES SENATE, ON S. 601 AND S. 111 RELATING TO DESIGNATION OF THE EMIGRANT WILDERNESS, CALIFORNIA ON MARCH 19, 1974.

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

The Department of Agriculture appreciates this opportunity to participate in your consideration of S. 601 and S. 111, bills to designate certain lands as wilderness. I speak in support of the Emigrant Wilderness Proposal as contained in S. 601.

The proposal for designation of the Emigrant Wilderness on the Stanislaus National Forest in California results from our study of the Emigrant Basin Primitive Area. The study was carried out in accordance with the procedures set forth in subsections 3(b) of the Wilderness Act.

The proposed Emigrant Wilderness is located along the west slope of the Sierra Nevada Mountains approximately 185 road miles east of San Francisco, and 130 miles south of Reno, Nevada. Its southern boundary abuts Yosemite National Park. The name of the area derives from Emigrant Pass, a route used by pioneers for crossing the Sierra Nevadas.

Our study found that approximately 90,600 acres of National Forest lands in the Primitive Area and 15,300 acres of National Forest lands adjoining the Primitive Area for a total of 105,900 acres are highly suitable for wilderness classification. The lands proposed for wilderness encompass a vast area that has essentially retained its primeval character. This area has superb mountain scenery and contains numerous lakes and streams. There are ample opportunities for solitude and a primitive and unconfined type of recreation.

Wilderness designation of the area contained in our proposal will not result in any significant changes in land use, or result in foregoing any significant commodity production opportunities. Grazing occurs on four allotments totaling 5,200 acres of usable range and will be allowed to continue. The proposed wilderness contains the headwaters of the Stanislaus and Tuolumne Rivers which are important sources of water for San Francisco. The City and County of San Francisco and others monitor snow accumulation and stream flow. This has necessitated the establishment of some minor improvements such as weirs, and the use of helicopters has been allowed to take snow measurements. Existing weirs and flow maintenance dams are inconspicuous and their maintenance will be permitted. Only one percent of the area supports timber stands of commercial value. Approximately 2,000 acres of land in the northern portion of the area have been withdrawn for power purposes. No reservoir projects have been proposed and no conflicts are foreseen.

The U.S. Geological Survey and the U.S. Bureau of Mines have examined the Primitive Area for minerals. Their report stated that with the exception of one small area, the overall mineral resources potential was minimal. The area having the possible mineral deposits was excluded from our wilderness proposal.

At this point, using the display map I would like to discuss how we developed the boundaries of our proposal. The heavy black line indicates the proposal boundary. The green-shaded areas are lands outside the Primitive Area that we believe should be included in the wilderness proposal.

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The red-shaded areas indicate portions of the Emigrant Basin Primitive Area which we consider to be unsuitable for wilderness designation.

The green-shaded areas were included within the wilderness proposal because of their similarity to the proposed lands within the Primitive Area.

Area A is 3,344 acres in size. It contains the rugged and spectacular Cherry Creek Canyon. It also adjoins the western boundary of Yosemite National Park.

Area B is 6,665 acres in size. It contains several lakes and massive granite ridges. The boundary has been placed to exclude the potential Pine Valley Dam and Reservoir.

Area C is 2,491 acres in size. It is logical extension of the Primitive Area because of terrain.

Area D is only 100 acres in size. Its inclusion would result in the wilderness boundary being located on easily defined topographic features.

Area E is 2,678 acres in size. It includes the scenic Blue Canyon area which has picturesque mountain glaciers and alpine vegetation.

The red-shaded areas are not recommended for wilderness classification for the following reasons:

Exclusion 1 is 380 acres in size. It contains a dam and reservoir, a maintenance cabin, and other permanent installations. Mechancial operations are required to maintain the reservoir.

Exclusion 2 is 6,042 acres in size. It contains the mineralized area referred to in the minerals report of the Geological Survey. There are approximately 40 mining claims within this area. One claim has been patented

and another is being considered for patent. In 1972, mineral exploration was done in the Bigelow Peak area with a bulldozer. A 21-mile miner's road that is a definite mark on the landscape, gives access to the area for the removal of mineral concentrates. An ore concentration plant is also located here on the patented claim. The area described in S. 111 includes our Exclusion 2. We recommend that this area not be included in the wilderness.

This concludes my prepared statement Mr. Chairman. I will be glad to answer any questions the Subcommittee may have.

STATEMENT FOR THOMAS C. NELSON, DEPUTY CHIEF FOR NATIONAL FOREST SYSTEM, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE, BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS, COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, U.S. SENATE, ON S. 601 and S. 110, RELATING TO DESIGNATION OF THE AGUA TIBIA WILDERNESS, CALIFORNIA, ON MARCH 19, 1974.

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

The Department of Agriculture appreciates this opportunity to participate in your consideration of S. 601 and S. 110, bills to designate certain lands as wilderness. I speak today in support of the Agua Tibia Wilderness proposal as contained in S. 601.

The proposal for designation of the Agua Tibia Wilderness within the Cleveland National Forest, California, results from our study of the Agua Tibia Primitive Area as carried out in accordance with the procedures set forth in subsection 3(b) of the Wilderness Act.

The proposed Agua Tibia Wilderness is located in the northern tip of the Palomar Mountain Range only 50 miles north of San Diego and 75 miles southeast of Los Angeles, California. The slopes of the mountain range are cut with many deep canyons. The canyons are covered with dense chaparral. The peaks and ridges of the mountains are capped with stands of conifers.

The proposed Agua Tibia Wilderness has the basic wilderness characteristics of remoteness, solitude, and primitive landscape. It also has vegetative types of botanical interest. For example, pockets of vegetation have escaped fire for over 100 years and shrub species in these pockets have grown to small tree size giving the pockets an open park-like appearance in contrast to the thick brush growth on adjacent areas. In contrast to the typical vegetation of this hot, dry country, species of water-loving plants can be found around small pools of water in canyon bottoms. The pools warmed by summer temperatures, give the area its Spanish name "Agua Tibia" which means warm water.

Wilderness designation for the proposed 11,920 acres will have little impact on the present or potential use of these lands for other National Forest purposes. There are no areas suitable for grazing, no plans for water developments, no structures, no areas of commercial timber, and no known mineral claims. The U.S. Geological Survey and the U.S. Bureau of Mines examined the area and reported that no mineral concentrations of economic value were found.

At this point using the display map I would like to briefly discuss the lands contained in the Agua Tibia Primitive Area and explain how they were considered in arriving at our wilderness proposal.

At a public hearing on June 18, 1971, the Forest Service proposed that 7,800 acres within the 26,300 acre Agua Tibia Primitive Area be designated as wilderness. Public response at the hearing was overwhelmingly in favor of a larger area. The Forest Service reconsidered, and now recommends an area of 11,920 acres. The heavy black line indicates the proposal boundary.

The red shaded areas are other lands within the primitive area which for the following reasons were not recommended for wilderness classification.

Exclusion 1. Contains 4,611 acres. Within this area are 75 acres of improved private land and parts of the Crosley and Palomar Divide road system which are essential fire emergency access routes. As you are probably aware, forest fires are a serious problem in chaparral fuels in southern California. The fire danger becomes so high during the hot, dry period of July through November that the Agua Tibia area is closed to public use. To insure adequate fire protection of wilderness values and provide for safety of wilderness visitors in this area and to protect the surrounding

lands, it is necessary to maintain certain roads. Because roads detract from wilderness quality, the lands exposed and contiguous to the road have been excluded. At the field hearing conducted by the Forest Service, testimony was given which expressed a concern that public use of the roads could create problems involving light and dust which could hinder atmospheric studies at Palomar Observatory. The point was made that if this area with its roads was classified as wilderness, use of the roads would be prohibited. We share the concern that public use of the roads could create a problem for the Observatory; however, it is not necessary to give the area wilderness status to insure control of the use of the roads. We have other authorities available to insure that these roads will be closed to all uses except for fire control purposes. The area described in S. 110 includes the major portion of this area. We recommend it not be included in the wilderness.

Exclusion 2. Contains 705 acres. A campground is located within the area. A State highway and a powerline run through it, and fuelbreaks have been constructed in the area to help control any fires starting along the highway. In excluding these developments the wilderness area boundary has been placed on the best topographic features.

Exclusion 3. Contains 790 acres. The area is traversed by a road that makes a definite mark on the landscape, and contains 200 acres of partially developed private land. A portion of this area is included in S. 110. We recommend it not be included in the wilderness.

Exclusion 4 and 5. Contain respectively, 40 acres and 120 acres of developed private land.

Exclusion 6. Contains 8,574 acres, including 72 acres of private land and 8,502 acres of the Mission Indian Withdrawal. This was set aside in 1903 by the Secretary of the Interior for Indian use and has been renewed periodically. The Department of the Interior is presently in the process of issuing trust patents to the Pala and Pauma Indians for these lands. This action results in a final commitment of the land to the Indians.

This concludes my prepared statement Mr. Chairman. I will be glad to answer any questions the Subcommittee may have.

Senator HASKELL. We will adjourn until 2:15 p.m.
[Whereupon, the hearing was adjourned, to reconvene at 2:15 p.m.]

AFTERNOON SESSION

Senator HASKELL. We will reconvene the hearing.
Our next witness is Mr. Harry Crandall of the Wilderness Society.
Mr. Crandall, I would appreciate it if you would observe our rule here and summarize your statement, because I understand it is quite lengthy, and submit it for the record.
Mr. CRANDALL. Fine, Senator, I will be glad to do that.

STATEMENT OF HARRY B. CRANDALL, DIRECTOR OF THE WILDERNESS SOCIETY, WASHINGTON, D.C.

Senator Haskell, when the staff was preparing for these hearings, they asked various groups such as ours to submit our statement for the record and focus on differences between the citizens' proposals and the agency proposals and perhaps even more so focus on policy matters and questions, so I would like to do that.
Senator HASKELL. Yes, I wish you would.
Mr. CRANDALL. First of all, I was a little disappointed to hear Curtis Bohlen this morning state that the Wilderness Society is interested in getting maximum wilderness acres regardless of the criteria of the Wilderness Act. I would like to refute that, if I may. That simply is not true. We have been accused of that and perhaps justly so across the country in various wilderness areas, but as a standard policy it is not true. As a matter of fact we have supported the agencies in a number of nonsuitable wilderness recommendations in the field hearings, mostly in national parks and national wildlife refuges.
Senator Hansen this morning touched upon what we consider a central issue with the Forest Service and its interpretation of the Wilderness Act. That has to do with prior existing uses, prior existing rights and the necessary equipment, structures, et cetera, to continue that right. Senator Hansen mentioned a grazing program. We do have problems throughout the country in attempting to assess when is grazing permitted and when it is not in a wilderness area. We rely on the Wilderness Act for our interpretation.
The Wilderness Act is clear in its intent, we feel, that grazing is permitted, in a National Forest wilderness, subject to such conditions as the Secretary of Agriculture may proscribe. In addition, section 4(c) the Wilderness Act states that subject to existing and prior rights. We feel a grazing permit is an existing prior right, and that the necessary equipment, structures, fences, cabins, these kinds of nonconforming structures and activities are perfectly permissible in a wilderness area because the law says so and we get upset when the Forest Service and other agencies, we feel, deliberately misinterpret that to raise a cloud, rasie a question about whether an area qualifies as wilderness or not.
If by applying this standard and this interpretation of the Wilderness Act we are guilty of attempting to incorporate maximum acreage in the wilderness system, we are guilty, but we think the law is

flexible and reasonable enough to accommodate these type of things, especially when a person has a prior right.

A wilderness area, in our view, isn't necessarily a recreation area. I will be the first to admit that with my background from western Colorado and having spent most of my life in Wyoming, New Mexico, Colorado, and Arizona and other States in the West, that in that section of the country that is really what we are thinking and talking about. Mountain peak kinds of country with lakes and pack trails in the distances is really the way most people look upon the wilderness. But a wilderness is much broader than that. A wilderness is a means by which a tract of federally owned land can remain untrammeled, and I would like to give you the definition of untrammeled. Untrammeled means set free, operate freely. It does not mean untrampled. And therein lies a significant misconception of what a wilderness area among members of, I suspect this committee, the general public, as well as, I might say, some of our own wilderness society members throughout the country. But the word is "untrammeled," it is not "untrampled." So, therefore, the works of men can remain if they are substantially unobstrusive and do not interfere. You can have submerged wilderness, you can have a wilderness area that is a marsh area where people do not recreate. You can have a wilderness area that is very small in size. There are areas in the wilderness system today that are only 43 acres in size but the point is that the administrator is forced through dedication of the area as wilderness to allow it to remain untrammeled, to operate freely, for the purposes for which the area was established.

Second, Mr. Chairman, that, I think, kind of covers the points I want to make. I was sitting in the audience today and I could hear all kinds of discussions about the witnesses, as well as the people in the room here, and I thought it might be best if I kind of focused on these few words of the Wilderness Act and the way we interpret it.

Flat Tops Wilderness, Senator Haskell, if you want to put it back home, we see no problem at all with irrigation ditches coming down to irrigate the area soutside of the wilderness. They are there, they are existing, they are a prior right. The only problem would be whether a number of trucks and a front-end loader is the minimum necessary to maintain those ditches. That is where the argument should be, what is the minimum necessary?

At one time the Park Service had an enclave in Yosemite National Park. Proposed in that enclave was a brick flush toilet, outhouse, bathhouse, kind of thing. There was great discussion and argument about this in California. They have since decided to put that enclave in the wilderness in their Yosemite proposal, because they determined that if that wasn't the minimum necessary, I don't think anyone could take a brick structure sitting in the wilderness is the minimum necessary to accommodate the physical requirements of people in an an area.

So the same principle, I think, applies, here. The agency is charged with the responsibility of determining what is the minimum necessary to accomplish the job, the basic purpose for which an area was established, and in addition to maintain the wilderness character of that area.

Senator HASKELL. What do you think about some of these wildlife refuges? You heard the testimony this morning. We are asked to declare as wilderness areas and then at the same time grant powers of fairly detailed management within the area. Does that seem logical to you?

Mr. CRANDALL. No, sir, it does not. One I heard this morning in Georgia where the the existing management practice is to utilize a jeep to patrol during the turtle nesting season, once a week or simething like that. We think that falls under the minimum necessary requirement or minimum necessary provision of the Wilderness Act and simply because a wilderness shouldn't interfere with the primary purpose for which that area is established and is administered. I do think this, that if wilderness is established on this island, it would behoove the agency to determine whether the use of the jeep is the minimum necessary to do the job, and if it is, there would be no argument on it.

Senator HASKELL. So I guess I misunderstood you. So you would set aside as wilderness these wildlife refuge areas where management was necessary?

Mr. CRANDALL. Oh, sure, for many reasons. One is that an area has to contain wilderness characteristics to qualify for review in the first place, or else they would not be here today. How the agency goes about managing them, I think, is what the subject of debate is. The citizens in New Jersey, for example, are saying that the true and lasting value of the marshland in the refuge is for its wildlife variety, for the fin and shellfish production, whereas the gentleman from the Wildlife Management Institute says we want to maximize waterfowl utilization of this area by construction of new fresh water ponds. I would like to tell you this, Senator, that I spent 28 years in the wildlife refuge system and I developed some of these criteria by which they come before you today. I will tell you this, if I had anything to say about them they wouldn't be coming and throwing these smokescreens up in front of you as they did today. They forget what really the long-term value of a wildlife refuge is, particularly in the East. It is for its natural values and the values of people of these values as well as wildlife. They can do their wildlife job on existing area, they can provide for wildlife variety on the remainder of the area if put in a legislative protective capacity such as wilderness.

The problem that they have is they really don't know, and this is true with most agencies. They really don't know what the future might bring in a park, a forest, or a wildlife refuge and really none of us can preduct the future, so what they are attempting to do is keep their management options as wide open as possible and the argument is how wide do they have to be.

Senator HASKELL. Thank you. Do you have any particular comment you want to highlight in any one of the given areas?

Mr. CRANDALL. We have an argument with the Brigantine proposal of the Department of Interior. We also support Senator Cranston in his acreage differences with the Forest Service on the Agua Tibia Basin in California. We support Senator Moss 100 percent in what he is attempting to do. I can't understand why the Forest Service hasn't finished their field studies in 2 years.

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We do have a kind of a—well, it is an argument with the agency in this management area again and that is attempting to propose legislation to manage a wilderness, because they say that is an exception to the Wilderness Act. An example is the Chassahowitzka proposal in Florida where the submerged lands are the only lands that are in the refuge. The water is not in the refuge. And having Congress legislate an activity outside of a National Wildlife Refuge, we think is a pretty dangerous precedent. It could get into some things like the Forest Service coming in and legislating, requesting legislation to control a dude ranch operation 10 miles from the primitive area and that kind of thing. That might be a ridiculous example, but we don't particularly care to see this kind of language cluttering up these wilderness bills when in our opinion it is a permitted activity in the first place.

Senator HASKELL. I have a little trouble, frankly, on this business of having a wilderness area with a lot of management in it. I am having great trouble with that concept. I can't see it, but I was interested in getting your viewpoint.

Mr. CRANDALL. I think I would agree with you on that, Senator Haskell. Where there is an awful lot of management, manipulation, and this type of thing, that probably should be looked at very closely. However, I think the question is whether the agency hasn't just dreamed this up recently or not and whether it is actually needed on perhaps there is another method of doing the job.

Senator HASKELL. Thank you very much, Mr. Crandall. We will look over your detailed comments on the various areas and hopefully we will report out several of these bills. Thank you very much.

[The prepared statement of Mr. Crandall follows:]

The Wilderness Society
1901 Pennsylvania Avenue N. W.,
Washington, D. C. 20006

STATEMENT OF HARRY B. CRANDELL
DIRECTOR OF WILDERNESS REVIEWS, THE WILDERNESS SOCIETY
BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS
THE SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS
ON S.600 AND RELATED BILLS TO
DESIGNATE CERTAIN LANDS AS WILDERNESS

March 19-20, 1974

Mr. Chairman: I am Harry Crandell, Director of Wilderness Reviews, The Wilderness Society, a national conservation organization with headquarters at 1901 Pennsylvania Avenue, N. W., Washington, D. C. I appreciate the opportunity to appear here today in support of S.600 provided it is amended to include citizen wilderness proposals on a number of the wilderness units proposed in the measure.

My statement is lengthy because of the large number of areas involved. Therefore with your permission, I shall orally summarize it and focus on the various differences involved, including certain policy matters, which are of deep concern to The Wilderness Society cooperators and citizens living in the vicinity of these areas as well as citizens nationwide.

NATIONAL FOREST PROPOSALS

AGUA TIBIA, CALIFORNIA

The Wilderness Society strongly commends the Forest Service for enlarging its original wilderness proposal for Agua Tibia as a result of the overwhelming public response for a unit over twice the size of the Forest Service's original proposal. However, we believe that there are additional areas which are fully qualified to be given protection under the Wilderness Act.

The Forest Service has proposed that 11,920 acres of the Agua Tibia Primitive Area be added to the Wilderness System. The part of the Primitive Area in the Mission Indian Reserve is excluded from the wilderness proposal, as is a large area containing the Crosley and Palomar Divide fire roads. The Forest Service believes that a few parcels of private land and non-conforming uses, plus the need for maintaining and improving existing fire control roads, preclude wilderness status for this eastern part of the area.

Specifically, the Forest Service would eliminate from wilderness protection the following areas: (1) Exclusion.1 (4,611 acres) containing 75 acres of private land with improvements and the Crosley and Palomar Divide fire roads; (2) Exclusion 2 (705 acres) containing the developed Dripping Springs Campground, State Highway 71 and a 12-KV powerline; (3) Exclusion 3 (790 acres) containing 200 acres of private land and the Woodchuck Road; (4) Exclusion 4 (40 acres) of private land; (5) Exclusion 5 (120 acres) of private land; (6) Exclusion 6 (8,574 acres) containing 72 acres of private land and 8,502 acres of the Mission Indian Withdrawal.

The Wilderness Society strongly endorses the Forest Service plan to establish the Agua Tibia Wilderness. We support wilderness status for the 11,920 acres as recommended by the agency. In addition, The Wilderness Society and other conservation groups agree with the Forest Service plans to remove wilderness protection from Exclusions 4 and 5, since these zones consist of small privately owned lands on the inside periphery of the Primitive Area. We also agree with plans to exclude from wilderness protection the 200 acres of private land in Exclusion 3. However, we question the desirability or need of excluding from wilderness the rest of proposed Exclusion 3 (some 590 acres) including the Woodchuck Road. We recommend that this entire 590 acres be given wilderness protection and that the Woodchuck Road be allowed to revert to wilderness. The Forest Service included most of this area in its original proposal.

The Wilderness Society is strongly opposed to the deletion of Exclusion 1. This zone fully qualifies for and deserves wilderness protection. Existing fire roads should be closed and allowed to revert to nature. The suggested Arroyo Seco Road should not be built.

We fully recognize the fire hazard to the area, but the Forest Service has pointed out that fires in areas of this kind may burn at rates greater than 1,000 acres per hour. Within a few hours, an entire canyon or mountainside could be burned off. Such a rate is far in excess of that which is controllable by roaded firefighting methods and suggests the use of helicopters to provide adequate control of fires. It should also be emphasized that nearly all recorded fires in the area were man-caused, and that they occurred along existing roads, at privately-owned inholdings, or near developments along the Primitive Area border.

These facts raise serious questions as to the advisability of declassification of a major segment of the Primitive Area, of further recreational development and encouragement of intensive public use in the area. For example, a developed campground has been proposed for the summit of Agua Tibia Mountain, along with associated vegetative control measures to reduce the worst fire hazard. If such developments are constructed, it is planned to remove the present fire closure, allowing intensive recreational use by large numbers of people during much or all of the fire danger season.

The Wilderness Society feels that such measures would alter the existing ecosystem that nature has established over the centuries. The intensive, increased public use of the area would provide hazards and harm to the area for outweighing any possible advantages to firefighting by improved road access. With large numbers of people in the area, measures taken to reduce the probability of man-caused fire would fall for short of providing adequate protection.

The dangers of such development seem clear. Therefore, we strongly suggest that the alternative of fire control based on alternative methods such as the use of helicopters would be more efficient and practical. In addition, The Wilderness Act does not bar entry into the Wilderness System of existing truck trails and fire fighting equipment when the minimum necessary to protect the public, private property outside the wilderness and necessary to properly administer the area.

The Agua Tibia area is suited to a relatively low level of recreational use--about that which wilderness normally provides. In an area already greatly restricted in size, such as Agua Tibia, even wilderness use may soon have to be regulated

to protect the natural environment and assure a high quality experience to the visitor. Its potential to serve the wilderness sojourner should not be further diminished by shortsightedly leaving Exclusion 1 without wilderness protection, as proposed by the Forest Service.

Another important reason for placing this proposed exclusion in the Agua Tibia Wilderness is the presence of the world-famous Palomar Astronomical Observatory approximately eight miles southeast of Agua Tibia, just outside of the Primitive Area. Critical requirements which largely determined the location of the observatory were clear skies and the absence of extraneous light. Roads, campground developments, and intensive recreational activity in these exclusions, as apparently planned by the Forest Service--with associated dust, smoke, and light from automobiles--could have extremely detrimental effects on the use of the observatory.

The Mission Indian Reserve, although a part of the Agua Tibia Primitive Area, is actually an area under separate jurisdiction. Consequently, it cannot be considered for wilderness classification under the 1964 Wilderness Act. Most of the 8,432-acre Reserve is indeed wild country and otherwise meets the criteria for the Act. However, the withdrawal was made for the benefit of Indians, and indications are that the land ultimately will be transferred to them. Conservationists trust that the Indians will continue to treat this area with their traditional respect for the land and its community of living things, maintaining it basically in its present wilderness condition.

Because of surrounding developments and land ownership patters, no opportunity exist for expanding the wilderness beyond the present Primitive Area boundaries.

As the only significant wild country left in San Diego County near large population centers, it is important that an adequate Agua Tibia Wilderness be established. The Wilderness should encompass a total of ~~16,410~~ 17,046 acres.

SUMMARY OF RECOMMENDATIONS

In summary, The Wilderness Society:

1. Supports establishment of a ~~16,410~~ 17,046 acre Agua Tibia Wilderness.
2. Agrees to Exclusions 4 and 5, as proposed by the Forest Service.
3. Agrees to the exclusion of 200 acres of private land in Exclusion 3, but urges that the remainder (590 acres) of Exclusion 3 be given wilderness protection.
4. Asks that all of Exclusion 1 be made a part of the wilderness.
5. Encourages and supports the Indian tribes in managing the Mission Indian Reserve for wilderness purposes.

EMIGRANT - California

We wish to commend the Forest Service for a proposal which is for the most part excellent. The region involved is magnificent wilderness, from the boundary of Yosemite National Park on the south to the edge of the Sonora Pass highway on the north, from the crest of the Sierra westward to more developed country. It includes over 110,000 acres of beautiful high mountain country. This region is close to major population centers and receives much use, yet retains its wilderness quality, with few signs of man noticeable. Here, indeed, man "is a visitor who does not remain." The imprint of man's work is barely discernable, and, in the few spots where it exists, is impermanent. With the increasing need and desire of a crowded population to have access to the unconfined recreation possible only in wilderness, it is particularly desirable to establish this wilderness lying fairly close to the San Francisco, Sacramento and Reno metropolitan areas.

We support the Forest Service proposal with one exception.

We heartily support all the proposed additions to the Emigrant Wilderness. Addition A, the lower portion of Cherry Creek, on the south, is a logical area for inclusion in the wilderness. Addition B fills in the western boundary, and adds ridge and lake country that belongs in the wilderness, as does addition C, north of Burst Rock, and including Waterhouse Lake. If there is any future need for development of water resources in any of this area, which seems unlikely, provisions of the Wilderness Act permitting such development upon showing of public need could be invoked.

Addition E, on the northeast, adds the Blue Canyon area and the steep slopes below Leavitt Peak and Nightcap Peak. Here lie the remants of a smaller glacier, glacial lakes, and much superb high alpine country. Although close to the highway the steep terrain provides a natural boundary that insures wilderness character.

Addition D and Exclusion 1 are adjacent. The exclusion removes Relief Reservoir, a large Pacific Gas and Electric Company development. This large dam and hydroelectric project, just inside and on the edge of the Emigrant Basin Primitive Area, is, because of its size and extensive draw-down, too much of a distraction from the wilderness which continues to exist above and behind the reservoir. We wish to particularly commend the Forest Service for their fine work in designing a boundary here which would exclude this massive sign of man, yet retain the surrounding wilderness with the proposal. The exclusion (1) is logical and necessary, the addition (D) proposed improves the boundary, and we support both.

Our only criticism and area of disagreement with the Forest Service proposal is concerned with their Exclusion B. The Snow Lake-Horse Meadow area has been the scene of tungsten mining activity, and a primitive road from Leavitt Lake, closed to public use, extends to this activity. This mining region is immediately adjacent to the northern boundary of Yosemite National Park and its expansive wilderness. Proposals are under consideration to extend the existing Hoover Wilderness in the Toiyabe National Forest westward to the Sierra Crest, to connect with the Emigrant Wilderness. This narrow corridor along the unimproved private road and the mining area at Snow Lake and down Cherry Creek would then, if excluded from this proposal, be a gaping wound in the heart of this magnificent high country wilderness. The mining potential is marginal at best. Tungsten deposits do exist here, but, according to reliable information, not in large amounts. Mining activity cannot last long, and it makes no sense to deny protection of the Wilderness Act to this heart of the area.

In fact, mining activities can best be described as "recreational" in nature. The Act permits the activity now going on, and, after December 31, 1983 the primitive road should be allowed to revert to wilderness, and the few structures at the mines dismantled. The small blot existing in the center of this superb country is not sufficient to allow this "doughnut hole" in the wilderness, and no other classification for the land can insure its preservation. We urge the Forest Service to restore this beautifully scenic high mountain region to its rightful place in the Emigrant Wilderness proposal.

In short, we support the establishment of the Emigrant Wilderness, including the Snow Lake-Horse Meadow area described by the Forest Service as Exclusion 2, and heartily endorse additions A, B, C, D, and E. We concur in exclusion 1. We look forward to speedy addition of this area to the National Wilderness Preservation System.

LONE PEAK,
Utah

The Wilderness Society supports S. 29 by Senator Frank Moss. This bill would establish a 32,785-acre Lone Peak Wilderness in the Wasatch and Unita National Forests of Utah.

In 1847, the first Mormon settlers arrived in the Valley of the Great Salt Lake. To these pioneers, who had endured hardships beyond belief today, the nearby Wasatch Mountains were a blessing, providing game, water, timber, and forage.

Metals were soon discovered and, overnight, the character of the mountains began to change. Soon, despite the warnings of Brigham Young and other farsighted leaders, vast areas of tree stumps, rutted roads, and abandoned mine dumps scarred the hillsides. The barren slopes presented the first major threat to the Salt Lake City water supply. Recognizing the importance of protecting the watershed, responsible officials outlawed timber cutting and began the slow process of reforestation.

Today, the watershed and recreational heritages of the Wasatch Front are again in danger. Virtual entire cities of high-rise condominiums are being planned for the Wasatch canyons and slopes. Natural areas are rapidly disappearing. Many concerned local citizens believe that the trend toward canyon overdevelopment must be stopped. The most important role of the Wasatch Mountains is still to furnish high quality water for the many communities that lie along its western slopes. Over 80 per cent of Salt Lake City's culinary water comes from four

adjacent canyons: Little Cottonwood Canyon, Big Cottonwood Canyon, City Creek, and Parley's Canyon. Little Cottonwood Creek drains a major portion of the proposed Lone Peak Wilderness. These canyon watersheds must be protected at all costs.

To maintain a balanced use of the canyon and mountain areas on the Wasatch Front, some federal lands must be kept free of any development. We need to guarantee that some wilderness will be left for present and future generations.

The northern border of the proposed Lone Peak Wilderness is within a few minutes' drive from Salt Lake City. If established, the area would provide the citizens of metropolitan Salt Lake City and their visiting friends with the use and benefits of wilderness. Hikers, backpackers, horseback riders, and cross-country skiers already make significant wilderness use of the area. Located so close to a metropolitan city, Lone Peak would perhaps be unique in the National Wilderness System. It would also be Utah's first designated Wilderness Area, since, although the Wilderness Act was passed nearly ten years ago, no Wilderness Areas have yet been added to the Wilderness System in that state.

The area does not contain any operable timber or known mineral values. Where livestock grazing already exists, it will be allowed to continue under the Wilderness Act.

Wilderness protection for Lone Peak has long been supported by the local citizens. A similar bill by Senator Moss in 1972 received overwhelming endorsement. The

Governor, Salt Lake County Commission, Trustees of the town of Alta, conservation organizations, and ski interests all supported the idea of a wilderness classification for the area. The measure, as a wilderness study act, passed the Senate in the 92nd Congress, but received no action in the House.

Representative Wayne Owens of Utah has introduced in the House a bill H.R. 1602 similar to S. 29, thus indicating interest in the proposal by that body.

Mr. Chairman, let me say again that The Wilderness Society strongly supports S. 29, but we join with the Utah conservation groups and others in urging that a small amendment be made in it to include more of White Pine Canyon, as provided in the Owens bill. This would add 715 acres to the Moss bill. Developed recreational facilities are adequate in Little Cottonwood Canyon and other nearby areas. It should be possible to retain White Pine Canyon in its relatively natural condition for wilderness hiking, scouting, fishing, hunting, and snowshoeing.

Arguments for the establishment of a Lone Peak Wilderness were perhaps best summarized recently by Salt Lake County Commissioner Ralph McClure, as follows:

"Watersheds must be protected at all costs, and strict management is the best way to accomplish this. The scenic beauty of this area merits protection from development. Such an area would be a recreational asset for the nearby urban area, as well as a tourist attraction. Provisions of the Wilderness Act afford the best protection for this area."

In conclusion, Mr. Chairman, S. 29 is a good bill, and it should be approved promptly.

Thank you for the opportunity to comment on this matter.

CHAMISSO NATIONAL WILDLIFE REFUGE -- Alaska

Established by Executive Order of President William Howard Taft on December 7, 1912, Chamisso National Wildlife Refuge, 455 acres in size, is located in Kotzebue Sound, northwestern Alaska. The refuge is situated about 65 miles south of Kotzebue, a village of 1,200 inhabitants. The refuge area does not fall within the purview of the Alaska Native Claims Settlement Act of 1971 relative to land selection within national wildlife refuges in Alaska. Native Alaskans do, however, occasionally collect bird eggs for subsistence purposes on the refuge. Wilderness designation would not restrict this activity.

The wildlife refuge encompasses Chamisso and Puffin Islands and several rocky islets. The two islands consist of sandstone with some shale and granite covered with a thin layer of soil. The edges of Puffin Island are extremely precipitous. The eastern portion of Chamisso Island is a sand spit, but the remainder of the shoreline consists of sandy coves and rocky points with several fairly steep cliffs. The terrain ascends from all sides to the 246-foot elevation center. Only at the very center is the even terrain broken by a rock outcropping. Apparently, this is the result of volcanic action.

The vegetative cover is a tundra of crowberry, cranberry, and Labrador tea, bearberry, sedges, bog birch, mosses, lichens, and short willow. A few of the draws near shoreline contain 12-15 foot high alder shrubs.

The most striking quality of Chamisso Refuge is the sea bird colonies viewed within the wild naturalness of a primitive environment. The major rookeries are located on Puffin Island, although smaller colonies occur on the southwest shore of Chamisso. Horned and tufted puffins, Pacific kittiwakes, and thick-billed and common murres are abundant. Chamisso also possesses a colony of glaucous gulls. Thirty-three species of birds have been identified on the refuge.

Chamisso National Wildlife Refuge is eminently qualified for admission to the National Wilderness Preservation System. It is a remote, undisturbed area with significant wildlife and related natural values. Wildlife forms utilizing this important area are dependent upon a natural condition for survival which wilderness designation will insure.

National Wildlife Refuges, often established by administrative action (Executive Order in this case), have little specific protection under law from destructive intrusions proposed by groups in a position to bring pressure on them. Inclusion of a National Wildlife Refuge in ths National Wilderness Preservation System provides firm statutory protection to refuge lands and wildlife species dependent upon them.

The Wilderness Society strongly urges the inclusion of Chamisso National Wildlife Refuge, in its entirety, in the Wilderness System because of the legislative protection afforded this valuable wildlife refuge area.

Now is the only opportunity that we can foresee to safeguard these islands against the forces of mechanical change which conceivably could intrude upon this valuable wildlife sanctuary in the future. The inclusion of these unique islands will broaden the variety of human environments which the Wilderness System will preserve for the future.

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IZEMBEK NATIONAL WILDLIFE RANGE, ALASKA

Izembek National Wildlife Range is situated at the extreme tip of the Alaska Peninsula near the small city of Cold Bay. The Range, 415,300 acres in size, was established by Public Land Order of the Secretary of the Interior as a breeding ground and management area for all forms of wildlife. Best known for its millions of waterfowl and shorebirds which rest and feed there for several months during annual migrations, the Range contains within its boundaries about 95,300 acres of tidal lands below the mean high tide line which are under the jurisdiction of the State of Alaska. Thus, about 320,000 acres are under the exclusive jurisdiction of the Federal Government and subject to review under the provisions of the Wilderness Act. Of this total acreage, the Department of the Interior has recommended that approximately 301,450 acres be included within the National Wilderness Preservation System. Excluded from wilderness are about 20,000 acres containing military and other Government installations, old military debris (quanset huts, etc.) from World War II activities and improved roads serving active installations. Included in the Wilderness Proposal is the contiguous 1,451-acre Cape Krenitzen Peninsula, presently within the Aleutian Islands National Wildlife Refuge. This area has been a geographical and ecological part of the Alaska Peninsula since a dividing channel filled in many years ago. It is only logical to include this area in the overall Izembek Wilderness. The Wilderness Society strongly endorses the proposal of the Department of Interior.

In addition, The Wilderness Society feels that a few points require clarification regarding this outstanding wildlife area and the wilderness proposal.

1. The tidelands within the exterior boundaries of the Izembek Range are ecologically inseparable from the lands above the mean high tide level and contain some of the most significant wildlife resource values within the entire area. While preservation of their physical and biological character is essential if the Range's wildlife values are to be maintained, the Bureau presently has little regulatory authority over future uses that might be made of these lands. Wilderness designation would provide for the kind of legislative protection needed for these tidelands. They are suitable for consideration as wilderness, and their inclusion within the proposed Izembek Wilderness would establish and preserve the ecological integrity of the area. It would also greatly enhance outstanding opportunities for "solitude and a primitive and unconfined type of recreation," as well as its scientific and scenic values. Unfortunately, these tidelands are not now eligible for designation as wilderness within the National Wilderness Preservation System because of their jurisdictional status. However, concurrent action by the State of Alaska to preserve the wilderness character of these lands through designation as a State wilderness area or exchange of the tidelands for other Federal lands elsewhere in the State would be effective alternatives.

2. The Alaska Native Claims Settlement Act of 1971 provides that Native Village Corporations are entitled to select the surface estate of up to three townships within some units of the National Wildlife Refuge System in Alaska.

The villages near the Izembek National Wildlife Range may select lands within the Range, but at this point it is not clear exactly how much lands are involved. Alaskan Native Regional Corporations and the State of Alaska were not authorized to select lands within national wildlife refuges. Thus, land selections are limited to native villages in the vicinity of the Wildlife Range. As an alternative to the Department of the Interior position to postpone action on the Izembek wilderness proposal until after native land selections are complete. The Wilderness Society urges the Committee to proceed with the Izembek Wilderness Proposal, recognizing that some of the lands may be selected, in contiguous blocks, by Native villages. It is our feeling that once the Native villages select their entitlement the lands become privately-owned (subject to certain use and development restrictions placed upon them by the Alaska Native Claims Settlement Act) and are no longer a Federally-owned part of the Izembek National Wildlife Range. Since the lands selected by Native villages will no longer be within the Wildlife Range, such lands obviously cannot be included in the wilderness. Therefore, we urge the committee to proceed with this proposal, recognizing that acreage within the wildlife Range and Wilderness may change at some future time. Such changes can be handled by requiring the Secretary of the Interior to publish revised acreages and land descriptions in the Federal Register and filing a revised map with the committee.

3. The Alaska Native Claims Settlement Act of 1971 also provides for replacement of lands selected by Native villages in a wildlife refuge. On March 16, 1972, the Secretary of the Interior issued a series of public land orders relative to implementing the Native Claims Act. Among them was an order withdrawing wildlife refuges "replacement lands" for inclusion in the National Wildlife Refuge System. Some of the land so withdrawn abut Izembek National Wildlife Range. The Wilderness Society strongly urges the Committee to include appropriate language in the legislation authorizing and directing the Secretary of the Interior to include these lands in the Izembek Wilderness by publication in the Federal Register of a land description and acreage figure immediately after boundaries have been firmly established and native village selections identified in the existing Izembek Wildlife Range. Thus, the integrity of the Wildlife Range and Wilderness will not be compromised by land transfers or delayed unduly.

Izembek National Wildlife Range is eminently qualified for admission to the National Wilderness Preservation System. It is a remote, undisturbed area with significant wildlife and related natural values. Wildlife forms including Alaska Brown Bear, Barren Ground Caribou, and Gray Wolf, among many others utilizing this important area are absolutely dependent upon a natural condition for survival which wilderness designation will insure.

National Wildlife Refuges, often established by administrative action (in this case a Public Land Order of the Secretary of the Interior) can be abolished by similar instruments. Thus, Wildlife Refuges have little specific

protection under law from destructive intrusions proposed by groups in a position to bring pressure on them. Therefore inclusion of a National Wildlife Refuge in the National Wilderness Preservation System provides firm statutory protection to refuge lands and wildlife species dependent upon them.

SIMEONOF NATIONAL WILDLIFE REFUGE, ALASKA

Simeonof National Wildlife Refuge is located in the Shumagin Island group in the Gulf of Alaska. It consists of Simeonof Island and the Murie Islets along with all adjacent areas of water, submerged lands, and emerged lands within one-mile beyond mean low water, encompassing a total of about 25,271 acres. It is our understanding that the refuge does not fall under the purview of the Alaska Native Claims Settlement Act of 1971 relative to land selections within National Wildlife Refuge in Alaska.

Simeonof National Wildlife Refuge was established in 1958 by Public Land Order of the Secretary of the Interior for the purposes of preservation and propagation of sea otters and other indigenous wildlife. In order to assure continued attainment of these objectives, it is absolutely necessary to protect and preserve natural environmental qualities of the refuge. Inclusion of this magnificent natural island wildlife refuge in the National Wilderness Preservation System will assure that the natural qualities, necessary for wildlife survival, will be protected in perpetuity by legislative action of the Congress. Livestock grazing, administered by the Bureau of Land Management, was permitted to continue by the establishing Order. The present grazing lease was issued in 1961 and terminates in 1981. The Wilderness Act does not preclude continuation of grazing in a National Wildlife Refuge Wilderness Area; in fact, the Act specifically authorizes the continuation of livestock grazing, where previously established, in National Forest Wilderness. There is no reason that this same practical management directive cannot be applied to wilderness establishment within the Simeonof National Wildlife Refuge as well.

At one time, the Bureau of Sport Fisheries and Wildlife proposed 131 acres be excluded from the proposed wilderness to permit continued landing of aircraft at Simeonof Harbor for administrative purposes. Although we understand that the Bureau now proposes to include these lands in the wilderness area, I would like to emphasize, again that the Wilderness Law makes ample provision for continued use of aircraft within wilderness areas in the National Forests and this same practical management directive should be applied to National Wildlife Refuge areas where previously established aircraft use must continue in order to properly administer the wilderness. In any event, exclusion of 131 acres is extreme since float aircraft are used and enter the refuge only minutely, being confined to a small "haul-out" area on the beach. Necessary administrative use of aircraft is permissible under the Wilderness Act and the notion that a large exclusion is required is in violation of the wilderness concept as set forth in the parent law. This is especially true in Alaska where aircraft is the principal mode of transportation.

Simeonof Island and its associated marine environment is primeval in nature and posses nationally significant wilderness resources. Surrounding waters are rich in marine resources and provide outstanding opportunity for marine ecological studies. Including submerged lands within the wilderness will assure the continuation of a viable ecosystem essential to support wildlife dependent upon a wilderness condition for survival.

The Wilderness Society strongly urges that the Simeonof National Wildlife Refuge, in its entirety, (25,271 acres) be placed in the Wilderness System.

FARALLON NATIONAL WILDLIFE REFUGE,
California

The Farallon Islands are four groups of islets about 30 miles west of San Francisco, California. The northern two groups, North and Middle Farallon, consist of small, bare, starkly picturesque rocky islets. These islets have never been inhabited by man, are difficult to land on and are of no commercial importance. Their major value has always been as undisturbed rookeries for seabirds, of which at least ten species nest on these little studied islands. Bird populations nesting on the Farallon represent a major part of the California Breeding population for several species. California Sea Lions are the most common mammals frequenting the islands. Preservation as a wilderness area will guarantee that this will continue to be their role.

The South Farallons consist of a number of small islets surrounding Southeast Island, the largest island of the group and approximately 100 acres in size. All of the Farallons except Southeast Island are included in the Wilderness Proposal. Southeast Farallon Island has been the center of human habitation since the early 1800's, and at present there are a Coast Guard Station and a permanent station of the Point Reyes Bird Observatory. The presence of these stations and the continued need for this island as a site for navigational aids precludes its inclusion in the proposal. It is important that there be personnel on this island to provide protection for the surrounding islets and to carry out studies on changes in the seabird population. For these reasons, we support, at this time, the Bureau's Farallon proposal with its exclusion of Southeast Island, for a 141-acre Farallon Wilderness. Later, in the event that human habitation is no longer required to perform these important functions, Southeast Farallon should be reviewed under the requirements of the Wilderness Act and added to this wilderness. Also, the biological value of the Farallon for marine birds and sea mammals is tied directly to the interrelated plant and animal life occurring in surrounding waters. However, the lands and waters below mean high

tides are under the jurisdiction of the State of California. California has now made the surrounding areas a state wildlife preserve in order to further protect wildlife, but these lands still need further protection. The Wilderness Society and other conservationists urge that in order to further protect this valuable and unusual ecosystem from future encroachment, the State of California should take action to preserve the natural values of the adjacent and surrounding submerged lands by designating them as a State Wilderness or natural area; or, preferably, donating the land and water areas to the Federal Government as an addition to the valuable wildlife area.

It is important to note that National Wildlife Refuges, usually established by administrative action (Executive Order, Public Land Order, and purchase), presently have little specific protection under law from destructive intrusions proposed by groups in a position to bring pressure on them. Their inclusion, by Act of Congress, in the National Wilderness Preservation System would give them firm statutory protection.

The Wilderness Society urges the inclusion of the Farallon National Wildlife Refuge in the Wilderness System because of the extra protection that would be provided to it. Now, when we have the opportunity, we should safeguard these islands against the forces of population, mechanization, and economic activity. The inclusion of these unique islands will add to the variety of habitats which the Wilderness System endeavors to preserve for posterity.

CHASSAHOWITZKA NATIONAL WILDLIFE REFUGE,
Florida

The Wilderness Society heartily endorses the proposal to place the major portion of the Chassahowitzka National Wildlife Refuge in the National Wilderness Preservation System. The physical characteristics of this wildlife refuge make it especially appropriate for wilderness designation not only in terms of the wisdom of preserving our high quality natural areas in an undisturbed condition but equally in terms of serving the purposes of a national wildlife refuge.

The lands and waters of the Chassahowitzka Refuge constitute one of the largest tracts of estuarine habitat along the Gulf Coast that still retains its pristine condition. As research proved long ao, estuarine areas are among the most highly productive of all areas on this planet and provide the basis for the essential food chains that sustain most forms of life. The Bureau of Sport Fisheries and Wildlife recognizes this truth in its administration of this refuge. Thus in its booklet presenting the Chassahowitzka wilderness proposal the Bureau states "the many wildlife species that thrive on the refuge do so primarily under man's protective hand and not by his manipulation of an environment that is nearly perfect." Again, in its environmental impact statement accompanying the wilderness proposal the Bureau says "man has never been able to increase the basic productivity of a natural salt marsh and management of the Chassahowitzka Refuge has been with this in mind." These statements are a strong endorsement of the high quality of the wilderness conditions on the Chassahowitzka Refuge and we commend the Bureau for its clear recognition of these superlative conditions. Their perpetuation would be most strongly assured by adequate wilderness designation within the refuge. The Department of the Interior has recommended that about 16,900 acres of the Chassahowitzka Refuge be placed in the National Wilderness Preservation System. This proposal has ou strong support. While it would not apply

to the navigable waters that are not legally part of the refuge, it would apply to all land areas both exposed and submerged and to non-navigable waters within the boundaries indicated on the map of October, 1971 revised November, 1971.

The Wilderness Society recommends additionally that the portion of the refuge extending southward into Hernando County and which consists mostly of coastal marsh and adjacent islands should also be recommended for wilderness designation. This is essentially the area proposed by Senator Gurney in his bill S. 3189. Total acreage would be approximately 30,100 acres. The only exclusions from wilderness designation of the property owned by the federal government would be the inland headquarters and a couple of hundred acres at the extreme northeast tip of the refuge where there is a road and recently cultivated fields.

We are aware that in the southern part of the refuge lying in Hernando County there are certain retained mineral rights (principally phosphate) which might at sometime be exploited. Nevertheless in the interests of giving maximum protection to the extraordinarily high grade natural conditions prevailing thereon, wilderness designation should include this southern arm of the refuge, leaving the mineral question subject to future negotiation and possible acquisition.

and guiding activities on the navigable waters within the proposed wilderness. It is questionable whether there is any need for such a provision because while ownership of the water bottoms rests in the United States, the waters are navigable waters and are not subject to control by the Bureau of Sport Fisheries and Wildlife. Commercial fishing and guiding activities are established uses based on the fact that these waters are navigable; further, as navigable waters the Bureau has no jurisdiction over their surface use. In fact, the waters are <u>not</u> within the wildlife refuge and thus, are not within the wilderness.

FLORIDA KEYS NATIONAL WILDLIFE REFUGE
Florida

The National Wildlife Refuges of the Florida Keys remain one of the last major strongholds against the ever-so-rapid development that has taken place in South Florida. A series of small islands in the semi-tropical waters off the southern tip of Florida, the Florida Keys Refuges remain a natural unspoiled environment where rare birds, mammals and reptiles flourish.

The Great White Heron Refuge (established primarily to protect this large heron) and the Key West Refuge provide feeding and breeding grounds for many of the rarest bird species, like the Bald Eagle, Osprey, Roseate Spoonbills, and several species of Herons and Egrets. The National Key Deer Refuge was created to protect this tiny rare subspecies of the White-tailed Deer. The islands on all three refuges and the warm waters surrounding them are home for the American Alligator, Crocodiles and giant Sea Turtles.

Wilderness classification for these three wildlife refuges, designated as one continuous wilderness to be known as "Florida Keys Wilderness" will provide them with the level of protection they so rightly deserve, securing them by statute as islands of natural wildness in a "growth" region of the country where wildness is itself rare and endangered.

The Bureau of Sport Fisheries' proposal applying to these three refuges would designate a total of 4,470 acres. This is a well-drawn proposal, which also has very strong support from the people of Florida as shown by the record of the field hearing held at Key West, Florida on October 31, 1969. It is the proposal contained in H.R. 5422 and we fully endorse it. We urge the Committee to act favorably on it.

We would like to add a special suggestion to our testimony. The submerged lands surrounding the many islands which form these three refuges are owned by the State of Florida. In the interest of strengthening the protection afforded by the refuge we suggest that it might be well for the federal government to enter into discussions with the State of Florida as to the possibility of acquiring by exchange the state-owned submerged lands surrounding the wildlife refuge islands.

ST. MARKS NATIONAL WILDLIFE REFUGE,
Florida

Despite two centuries of human conflict and exploitation in the vicinity of the town of St. Marks, Florida (located approximately 50 miles south of Tallahassee) substantial portions of the adjacent St. Marks National Wildlife Refuge are largely unchanged by the works of man and much of it retains its natural, unspoiled character. Established in 1931, St. Marks is one of the oldest National Wildlife Refuges in the System and was one of the first to be established for the protection of waterfowl under the provisions of the Migratory Bird Conservation Act of 1929.

The Refuge contains approximately 64,000 acres of forest land, salt marsh, man-made impoundments, and natural ponds. Of this 64,000 acres, citizen conservation organizations in Florida are recommending that approximately 19,240 acres be placed in the National Wilderness Preservation System. The Wilderness Society fully supports this citizen recommendation. The major portion of this wilderness proposal consists of salt and brackish natural marshes. The bulk of the high grade timber producing lands of the refuge are excluded from the wilderness proposal as are, of course, all developed areas including impoundments and cultivated farmlands. The proposed wilderness boundary has been drawn with scrupulous care to avoid interference with management programs of the administering agency.

The Administration's proposal is 17,746 acres. This proposal is identical with that of the citizens except for one tract of 1500 acres. It lies south of and immediately adjacent to the man-made dike which forms the major part of the northern boundary of unit 4. Except for the dike the tract is surrounded by salt marsh, all of which is proposed for wilderness designation. Elevated a couple of feet higher than the surrounding marsh, the principal flora is a stand of pine woods similar to that growing on the

bulk of the refuge. The Bureau is reluctant to have this 1500 acres put in the wilderness system because it believes that controlled burning of the area is desirable, maybe once in ten years or so, and questions whether controlled burning would be permitted under the Wilderness Act. We recognize the validity of the question raised by the Bureau. However, we offer for consideration of this Committee the following thoughts in support of putting this limited tract in wilderness designation. So far as fire hazard is concerned, it is surrounded on the north by a barren dike some ten feet high and everywhere else is surrounded by marsh. The likelihood of any fire escaping from this area is close to zero. Controlled burning is practiced extensively on the other approximately 44,000 acres of the St. Marks Refuge. From a scientific and ecological standpoint, it is highly desirable to have a limited area within the refuge which is not subject to deliberate man-caused burning. Such an area thereby becomes available for careful study to determine exactly what does occur in the absence of deliberate burning and it provides a guage against which to measure the results of controlled burning carried on elsewhere. This 1500 acre plot of pine woods would constitute a very worthwhile and appropriate part of the total wilderness area on the St. Marks Refuge.

In conclusion, we repeat our recommendation in full support of the Florida citizens' proposal for a wilderness of approximately 19,246 acres out of a total of 64,000 acres in the refuge and express the hope that this Committee after due deliberation will approve it.

BLACKBEARD ISLAND NATIONAL WILDLIFE REFUGE,
Georgia

The Wilderness Society wishes to join with other citizen conservationists in support of wilderness designation for a substantial part of the Blackbeard Island National Wildlife Refuge in Georgia.

Wilderness designation for the Blackbeard Island Refuge would be invaluable in the preservation of this unusual and picturesque island. Picturesque because it takes its name from the infamous seafarer who allegedly buried his pirate treasure on the island; picturesque because so much of it remains unspoiled and pristine; picturesque for its wild beaches and the nesting loggerhead sea turtles; picturesque for its diversity of wildlife--both game and non-game--attracted to its clear clean waters, its gnarled live oaks festooned with Spanish moss, and its unspoiled as well as its developed habitat.

Since its establishment as a National Wildlife Refuge by Executive Order #3957 on February 15, 1924, the Bureau of Sport Fisheries and Wildlife has diligently endeavored to enhance the area for wildlife. With an imaginative approach and at minimal cost to the taxpayer, improvements have been made that have benefitted sizeable numbers of a wide variety of birds, mammals, fishes, and reptiles, including the endangered alligator. Developments, however, were largely localized in the central part of the island with extensive peripheral areas retaining their unspoiled natural character.

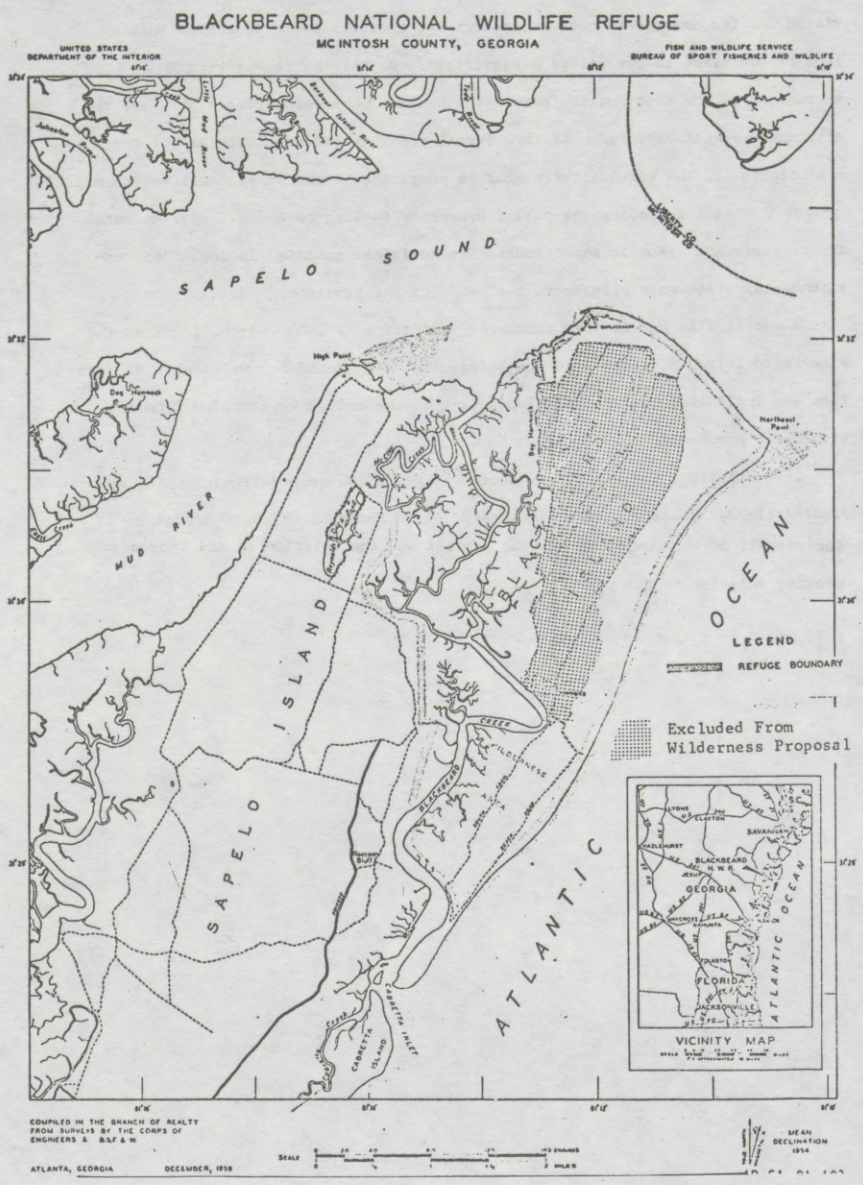
Appropriately, this developed portion of the refuge has been excluded from the wilderness proposal. Also omitted, however, from the administration proposal are certain lands of the Blackbeard Refuge that citizen conservationists recommended for wilderness designation that would substantially enhance this wilderness proposal. Omitted is a strip of wild unspoiled beach about 5 miles long and about one-half mile wide--a segment of the refuge of critical importance as nesting habitat for the endangered loggerhead sea turtle. No developments are planned for this beach by the agency; thus wilderness designation would be fully compatible with the management plans of the Bureau. With so little natural beach remaining on the eastern seaboard, where nature only is the governing force, designating it as wilderness is fully justified.

It is to be noted that the legislation before the committee includes a provision for the construction of an underground electric power transmission line from the mainland to the refuge headquarters. We believe the proviso to be extraneous as the need for the power line has not been demonstrated nor have the alternatives been explored. If this installation is indeed essential for the administration of the refuge, there must be compliance with the National Environmental policy Act including the public processes leading to a final environmental impact statement. Public participation in decisions embodied in such final environmental statements eliminates the need for the provision.

A map is attached to this statement indicating which of the lands of the Blackbeard Island National Wildlife Refuge are recommended for wilderness designation and indicating that the developed part of the refuge be excluded from the wilderness proposal.

In conclusion, The Wilderness Society urges wilderness designation for approximately 3,950 acres of the Blackbeard Island National Wildlife Refuge to include all of the unspoiled natural habitat and the deletion of the unnecessary proviso relating to the power line.

Attachment to The Wilderness Society statement dated April 5-6, 1973



WOLF ISLAND NATIONAL WILDLIFE REFUGE,
Georgia

The Wilderness Society is pleased to concur in the recommendation of the Bureau of Sport Fisheries and Wildlife that the entire 4,218 acres of the Wolf Island National Wildlife Refuge, Georgia, be placed in the National Wilderness Preservation System. This is the same proposal which the Georgia Conservancy and other citizen conservation organizations from Georgia are supporting.

Except for a very small fraction of land lying above mean high tide, Wolf Island Refuge consists of unspoiled natural salt marshes. Studies by the University of Georgia at the nearby Sapelo Island Laboratory and by other research groups have revealed these marshes not only to be highly productive of nutrients beneficial to birds and mammals protected by refuge status but equally of fundamental importance to the fishery and other marine resources. The continued abundance of these marine resources and the economic well being of the local citizens supported by them is dependent on the long term preservation of this and similar areas of estuarine habitat along the eastern seaboard. In our view the continuing availability of these benefits can best be accomplished by adding the Wolf Island Refuge to the National Wilderness Preservation System.

The Wilderness Society fully supports the 4,218 acre wilderness proposal of the Bureau of Sport Fisheries and Wildlife for Wolf Island Refuge, and commends that agency for its past management of this unusual refuge and for its enlightened approach to the future management of the area.

BRETON NATIONAL WILDLIFE REFUGE, Louisiana

The Breton Refuge, a chain of barrier islands beginning approximately 12 miles off-shore in the Gulf of Mexico, is an area of mangroves and natural beaches which are critically important to wildlife. It serves as a breeding ground for many species of birds, especially numerous types of terns, gulls and herons. It is also expected to be significant in the reintroduction of the brown pelican which has virtually disappeared from the Louisiana coast. Its miles of natural sand beaches are necessary to the breeding of sea turtles which creatures are elsewhere rapidly disappearing from American waters for lack of protected habitat. Due to the ever-increasing impact of man on this region of the Gulf because of such factors as increased population and intensive oil exploration, the statutory protection of the Wilderness Act is needed to insure the refuge's continued integrity as a haven for wildlife.

The Wilderness Society supports the proposal of the Bureau of Sport Fisheries and Wildlife to place all of the Breton National Wildlife Refuge with the exception of North Breton Island (excluded because of petroleum operations carried on there) in the National Wilderness Preservation System. We would suggest however that the wilderness boundary be defined in terms other than a fixed number of acres and an unchanging map.

Hurricane Camille in August, 1969 eliminated substantially half of the land area of the refuge. Past experience suggests that at least some of this loss will be regained in the course of time due to natural accretion. Therefore we suggest that the designated wilderness be described in the final legislation in some such terms as "all those portions of the refuge, with the exception of North Breton Island, which lie above mean high tide" or "the entire refuge with the exception of North Breton Island," without reciting any specific acreage figure. This is the sort of language which was suggested for defining the boundary of the designated wilderness on Passage Key National Wildlife Refuge in Tampa Bay. This small island may vary from an area of 10 acres to as much as 20 acres or so over an extended period of time. The mean high tide line was proposed in testimony to define the wilderness boundary. Such a flexible boundary would provide a practical way of automatically keeping in step with the naturally varying size of the several islands comprising this refuge.

MOOSEHORN NATIONAL WILDLIFE REFUGE,
Maine

Moosehorn National Wildlife Refuge consists of three units. The Birch Island unit and a part of the Edmunds unit were included in the National Wilderness Preservation System in October, 1970. A portion of the Baring unit now is being considered for wilderness designation.

The Wilderness Society supports the Baring unit proposal of a number of state and regional conservation organizations located in Maine and other New England states. This proposal, of approximately 6,600 acres in three separate units of wilderness in the 16,066 acre Baring unit of Moosehorn National Wildlife Refuge, is as follows:

A. Area 1 located west of the Headquarters Road--3,600 acres.

B. Area 2 located east of the Headquarters Road--1,000 acres.

C. Area 3 located south of the South Trail Road--2,000 acres.

These areas are not contiguous being separated by the named roads which will remain open for vehicular traffic, thus providing controlled access to the three wilderness areas.

Areas 1 and 2 conform to the proposal of the Bureau of Sport Fisheries and Wildlife. However, Area 3 is not now included in the Department's proposal having been deleted after the public hearing, pursuant to Notice of Modification of Wilderness Proposal dated June 14, 1972 issued by the Regional Director, Boston, Massachusetts. The reason given in such notice is that the exclusion of the South Trail area will "permit continuation of the established modes of vehicular travel and recreation uses, and maintenance of wildlife habitat." We do not understand the purpose of this reduction. In our opinion, pressure to intensify use of this area by off-road vehicles, such as snowmobiles, will occur to the detriment of the area's wildlife and botanical values. The Subcommittee should

note that the deletion was not made because of a lack of wilderness quality nor was the need to maintain wildlife habitat in the South Trail area a consideration in the Bureau's original proposal. It should also note that the original wilderness proposal would have placed the South Trail Road itself in the wilderness. There is no reference in the original proposal to the exclusion of the road or that the Bureau intended to establish two separate units of wilderness which would have been the case had the road been intended for exclusion. Parenthetically, let it be noted that the conservationists' proposal does not call for wilderness designation of the South Trail Road. In their proposal it would be available for vehicular access. Moreover, the Bureau itself refers to the road as the "principal east-west access corridor across the refuge."

Given these circumstances, it is our view that the South Trail area of about 2,000 acres ought to be designated as wilderness on the basis of its wilderness quality and the absence of any real constraints on public use or adverse impact on wildlife habitat. We submit that the exclusion of the area and demand for intensive use by snowmobiles and other vehicles are the real factors behind the Bureau's change in order "to maintain wildlife habitat."

In all other respects we concur with the Bureau's proposal and wish to commend it for having developed what is basically a good proposal but which needs to be improved to include qualified wilderness lands in it.

BRIGANTINE NATIONAL WILDLIFE REFUGE,
New Jersey

We are here today in strong support of the 16,800 acre wilderness with the Brigantine National Wildliefe Refuge as proposed by numerous New Jersey conservation organiza ion. The Bureau of Sport Fisheries and Wildlife's proposal of 4,250 acres east of the Intercoastal Waterway is, of course, included in the conservationists' proposal of 16,800 acres. The Bureau's major exclusion from wilderness east of the Intercoastal Waterway is the 256 acre Holgate Peninsula which is included in the conservationists' proposal. The refuge contains a total of 19,399 acres.

While the Bureau has selected the best part of the refuge for wilderness status, conservationists believe that there are sound reasons for including an additional 12,500 acres of the refuge which lie west of the Intercoastal Waterway, including the Holgate Peninsula.

We wish first to discuss the inclusion of the 256 acre Holgate Peninsula. As we understand it, the Bureau excludes it because of heavy public use, including beach vehicles, and the difficulty of enforcing wilderness protection for it. Yet Holgate is one of the last remaining "barrier beaches" along the New Jersey coast. As such it is the equal of the barrier beach on Little Beach Island which is included in the Bureau's proposal. Wilderness status for the Holgate Peninsula is crucial to its continued viability as a barrier beach of outstanding significance. We do not regard the management problems involved as a co-equal with the need to protect Holgate.

Turning now to the wilderness proposal west of the Waterway in what could be described as the mainland marshes, we recommend the inclusion of most of the remainder of the refuge. Excluded, of course, would be the 1,435 acre east and west fresh water pools, the auto tour road which circles them, their contiguous marsh lands, the headquarters area and the roaded portions of the Oyster Creek and North Creek areas. No privately owned lands are included.

These mainland marshes are recommended for inclusion for the following reasons:

1. The Bureau's master plan for Brigantine speaks of the "ever-encroaching pollution and development of the salt marshes along the Atlantic Coast." It is clear that the Bureau's efforts to combat outside pollution of the refuge's waters and wildlife habitat while under wilderness protection by an Act of Congress would be greatly strengthened. Such action by the Congress could constitute a major deterrent to pollution which could cause severe damage to or destruction of the refuge.

2. As the Subcommittee well knows, wildlife refuges can be and sometimes are subject to economic development forces which may desire the use of refuge land for public and commercial developments such as highways, bridges, pipelines, transmission lines, oil drilling rigs and the like. Indeed, there is a pending proposal to construct a nuclear power plant off-shore from the Brigantine Refuge which could cause demands in the future to construct transmission lines across the refuge and possible thermal pollution of its waters. These circumstances clearly indicate a need to provide the protection of the Wilderness Act to a generous portion of the refuge. We regard such designation as crucial to the future existence of this refuge.

3. The mainland marsh area recommended for wilderness by conservationists is not as remote as the island marshes on the coast. Minor, substantially unnoticeable old mosquito control ditches will completely disappear with the passage of time. Natural regeneration and water flows will continue to enhance the wilderness quality of the proposed addition.

4. Although the Bureau would place most of the area east of the Intercoastal Waterway in the wilderness system, it has excluded, along with the Holgate

Peninsula, Shad Island and two unnamed islands which are also east of the Waterway. These islands once had dredging materials deposited on them. Competent observers report, however, that vegetative cover has restored the islands to a natural state and they are now used as nesting habitat for herons, ibis and egrets. Because of this recovery and continuing regeneration, we recommend the inclusion of these islands.

5. The conservationists' proposal would not affect existing public use of the refuge. Motorboat use could continue in the water courses. These would not be within the wilderness designation. Bureau ownership and hence the wilderness designation would be to the mean high tide mark. Other public uses such as hunting, fishing, wildlife observation and the similar activities would continue as before.

6. With respect to the two tracts of land comprising 11 acres containing 22 small buildings on Little Beach Island, the Bureau proposes that these will be automatically included in the wilderness designation "when tenure agreements with cabin owners have been satisfied." When this occurs, the Bureau plans to remove the buildings. The Bureau also recognizes that quick regeneration will occur with respect to the beach buggy trails caused by those having tenure on Little Beach Island. On page 6 of the Bureau's synopsis, it is stated that "Beach buggy trails will disappear rapidly when their use is no longer permitted. We concur with the Bureau's plan to include the aforesaid 11 acres automatically in the wilderness when tenure problems have been solved.

We are confident that the subcommittee will find that the conservationists' proposal readily meets the requirements of the Wilderness Act in that the areas involved "generally appear to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable."

BOSQUE DEL APACHE NATIONAL WILDLIFE REFUGE,
New Mexico

We are pleased to join with other conservation groups & citizens in full support of the proposal of the Bureau of Sport Fisheries and Wildlife to designate 32,500 acres within three units of the Bosque del Apache National Wildlife Refuge as wilderness. These areas have been thoroughly studied and are fully qualified for protection under the Wilderness Act.

Predominantly desert country, these units support a variety of wildlife including the mule deer, antelope, coyote, and many birds such as the Gambel's quail, scaled quail, roadrunner, desert sparrow, and rock wren. Wilderness designation for these units of Bosque del Apache will provide needed statutory protection for the wildlife and wilderness values of the refuge and, in addition, will add to the variety of habitats or ecosystems protected under the Wilderness System.

The Wilderness Society commends the Bureau for its proposal and urges prompt passage of legislation to designate a 32,500-acre Bosque del Apache Wilderness.

CHASE LAKE NATIONAL WILDLIFE REFUGE,
North Dakota

The Chase Lake National Wildlife Refuge is one of the oldest units of the National Wildlife Refuge System, having been established by the Executive Order of President Theodore Roosevelt in 1908.

The refuge comprises 4,385 acres in Stutsman County, eight miles north of Crystal Springs in central North Dakota. The largest nesting colony of white pelicans in the world makes its "home" at Chase Lake. Other nesting species are ducks, double-crested cormorants, ring-billed gulls, and California gulls. There are migrant species of ducks, sandhill cranes, Canada geese, and whistling swans. Upland species such as sharp-tailed grouse and Hungarian partridge add to the scene. White-tailed deer and abundant small animals such as ground squirrels, jack rabbits, skunks, badgers, minks, red fox, and coyotes also inhabit the refuge and contribute their share to human enjoyment of the refuge.

All of Chase Lake lies within the refuge, which is therefore about 50 percent water with another five percent marsh and brush. The balance is grassland prairie, itself an important eco-system worthy of protection. Out of the vastness of our original, native prairie, very little remains, and the remnant at Chase Lake is recognized as an especially significant sample. Wilderness status will permit the Bureau of Sport Fisheries and Wildlife to manage the area, using its own words, "to perpetuate the native prairie by permitting the natural forces to operate unmolested."

We commend the Department of the Interior for recommending a wilderness proposal of 4,155 acres and support it completely, as do numerous conservation groups in North Dakota and national groups such as our own. The only exclusion from the proposal is about 230 acres in the southwest corner of the refuge which is cut off from the main body of the refuge by a transmission line. This power line is a monument to the straight line propensities of the power companies from which not even wildlife refuges are exempt.

Intrusions such as this in wildlife refuges are a growing danger. Lacking appropriate statutory protection, wildlife refuges often are "sitting ducks" for the shotgun approach of commercial and public developments which desire the use of refuge lands. This situation can only intensify as our country continues its headlong development, frequently without regard for values other than those serving our material needs. The Wilderness Act, as exercised by the Congress, can ably serve to help correct the legislative deficiencies of the wildlife refuge system.

Also of interest is the fact that the wilderness proposal will not restrict presently permitted public uses of the refuge such as hunting and wildlife observation. Vehicular entry by the public is not presently permitted nor is the grazing of stock a part of the refuge program.

The Department asserts that "Fire is an integral part of the area and controlled burning will be used to maintain the prairie habitat. Wilderness designation will not prevent its use." We concur with this statement provided it is the minimum necessary to maintain the natural prairie ecology. Without fire, brush-type vegetation may replace prairie grasses, thus changing the native eco-system while building a fuel supply of even greater hazard in the event of accidental fire. This is of concern to the local public, as we understand it.

Last but not least, we wish to assert our view that Chase Lake readily meets the requirements of the Wilderness Act. It is roadless except for primitive vehicle trails which will readily regenerate, and in other respects has excellent wilderness quality of the kind outlined in Section 2(c) of the Wilderness Act.

LOSTWOOD NATIONAL WILDLIFE REFUGE,
North Dakota

There is not now nor will there ever be very much "pothole" wilderness of the kind our pioneer forefathers knew. It is very good to be part of an effort to secure for existing and future generations of Americans a native prairie grass wilderness with abundant wildlife and other superb environmental and ecological values. We believe the subcommittee now has a splendid opportunity to serve the American people and the helpless wildlife communities which are so essential to the continued survival and well-being of the human race.

While The Wilderness Society is pleased to support the 5,577 acre proposal of the Bureau of Sport Fisheries and Wildlife, we urge adoption by the committee of the approximately 14,000 acre proposal of North Dakota conservation groups. The Bureau's proposal includes only the northwest portion of the refuge in Units 1 and 2 of the refuge. While all conservationists are in agreement with the Bureau's selection, it is the judgement of North Dakota conservationists that the proposal can be greatly improved by the inclusion of an area in Unit 3 and a portion of Unit 4 of the refuge. These units lie immediately south of the Bureau's wilderness proposal and are situated west of a north-south gravel road which winds its way through the central section of the refuge. The area proposed as wilderness includes approximately 8,360 acres. This area, when added to the Bureau's 5,577 acre proposal, totals roughly 14,000 acres of wilderness. The entire Lostwood National Wildlife Refuge contains 26,747 acres.

Mr. Chairman, The Wilderness Society believes that overall public benefit will be achieved if the addition is included in the wilderness designation. We believe that it readily qualifies under the Wilderness Act. It has the attributes of wilderness being unroaded, except for primitive vehicle trails and, in other respects, "generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable" as stated by the Wilderness Act. Indeed, on page 13 of its environmental impact statement the Department states that the

proposed addition "generally meets the criteria of the Wilderness Act." However, it goes on to state that the area is needed for waterfowl production and the work thereby required precludes its inclusion in the wilderness system. However, we submit that the wilderness designation may not seriously impair management prerogatives if the Department would seek innovative but primitive ways of meeting its objectives. On page 12 of the environmental impact statement, with respect to the Department's wilderness proposal, it states that "The only change in present management techniques would be the necessity of performing bird banding and wildlife census work without the use of vehicles. Undesirable wildlife responses to the unspoiled condition of wilderness, such as overpopulation or disease, are not expected to present problems. Should events of this nature occur, there is latitude in wilderness management to cope with any foreseeable problem and prolonged environmental damage would not be sustained."

Also as a reason for not recommending the addition suggested by conservationists, page 5 of the Department's public hearing synopsis states that there is a "road" running east-west through the proposed addition. Maps show this so-called road to be a prairie trail. As such it may be passable only by pick-up trucks and four-wheel drive vehicles. In any event, the Wilderness Act would not preclude vehicular entry by the Bureau in behalf of wildlife objectives in emergencies or the minimum necessary to do the job. The proposed addition readily meets the entrance criteria of the Wilderness Act and these modest restraints on management should not bar its inclusion in the wilderness system.

The Wilderness Act permits grazing, when previously established, to continue. While grazing is considered by the Bureau to be compatible with waterfowl use, it is noted that in this case wilderness without grazing is regarded as a "control" point from which to test grazing impact elsewhere in the refuge. This would be a management option for wildlife refuge purposes and designation as wilderness would have no bearing on it.

While mining laws do not apply to this wildlife refuge, the environmental impact statement (page 11) contains a point of view with respect to the impact of mining and oil drilling operations on the smaller wilderness area proposed by the Bureau. In referring to the remote, possible future economic viability of lignite, potash, gas and oil deposits in the vicinity of the refuge, the statement suggests that extraction would be accomplished by shafts, drilling rigs and associated facilities located outside the wilderness area so as not to disturb the wilderness surface. With respect to oil there is a reference to a slant drilling technique.

This points out a very real benefit of a larger 14,000 acre wilderness proposal. Through this action, a much larger portion of the refuge would receive additional protection from possible private and public intrusions such as highways, high voltage transmission lines, pipelines and the like, all of which could seriously damage or destroy the wildlife values of the refuge. These are potential dangers which at present can be prevented by designating as wilderness those lands which qualify for entrance to the National Wilderness Preservation System.

WEST SISTER ISLAND,
Ohio

The West Sister Island National Wildlife Refuge is located in Ohio in the western water of Lake Erie about 15 miles east of Toledo and 9 miles off the south shore of the lake

This 85 acre island is the home of large colonies of great blue herons, black crowned night herons and egrets. It contains over 1100 active nests cradled in the tops of hackberry trees which cover most of the island.

It is a remarkable thing to have this remaining bit of island wilderness off-shore from a heavy industrialized area. The island and its community of wildlife most assuredly deserves the protection of the Wilderness Act against developments not in keeping with its wilderness quality.

The committee will be interested in knowing that the remains of an old lighthouse, of historical virtue since it was built during the days of sailing vessels, still stands on the southwest point of the island. A modern, automated beacon is located on top of the lighthouse. This lighthouse may be included in the wilderness area as provided in Section 2(c)4 which states: "may also contain ecological, geological, or other features of scientific, education, scenic, or historical value." In our opinion, the continued operation and maintenance of this beacon is compatible with the Wilderness Act. Accordingly, we recommend that in the legislation approved by this committee the phrase appearing in the Administration bill which states "provided, that nothing in this Act shall be construed to preclude continued essential maintenance of the lighhouse as a navigational aid and as a historical structure" be deleted as unnecessary.

The proposal to place West Sistern National Wildlife Refuge in the National Wilderness Preservation System is an excellent one which receives our full support.

CAPE ROMAIN NATIONAL WILDLIFE REFUGE,
South Carolina

The major land area of the Cape Romain National Wildlife Refuge, is well qualified for designation as a unit of the National Wilderness Preservation System, both from the standpoint of its physical characteristics as well as for fulfilling its purposes as a unit of the National Wildlife Refuge System. The 28,000 acre unit under consideration for wilderness designation is truly an area that has been "affected primarily by the forces of nature with the imprint of man's works substantially unnoticeable, an area where the earth and its community of life are untrammeled by man."

Cape Romain Refuge covers approximately 55,000 acres of land and water. The water areas are owned by the state of South Carolina, though administered by the Bureau of Sport Fisheries and Wildlife as part of the refuge under a cooperative agreement between the state and the federal government. Since under the terms of the Wilderness Act only federally owned land may be considered for inclusion in the National Wilderness Preservation System, this leaves some 34,000 acres eligible to be considered.

The Bureau of Sport Fisheries and Wildlife is recommending a 28,000 acre wilderness area. Properly excluded from the proposal are small mainland bases at McClellanville and Moore's Landing; a thousand-foot wide strip bordering the intracoastal waterway on which the Corps of Engineers has authority to dump spoil from channel dredging in the waterway and most of Bulls Island because of the presence of buildings, a road, a dock and fresh water impoundments requiring regular maintenance. The Wilderness Society joins with South Carolina citizen conservation organizations in endorsing this 28,000 acre recommendation of the Bureau.

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Cape Romain Refuge is one of the nation's finest examples of unspoiled barrier beach and tidal marsh. A maze of tidal creeks and bays and thousands of acres of marsh provide rich nursery grounds for fish, shellfish and myriads of invertebrates that attract tens of thousands of shore birds and waterfowl and are of great economic value. The protection of the Wilderness Act coupled with the administration of the area as a national wildlife refuge provides the strongest assurance that these values will permanently continue to be available for the benefit of man and of all other forms of life.

The Wilderness Society respectfully urges this Committee to adopt the recommendation of the Bureau of Sport Fisheries and Wildlife that would place 28,000 acres of the Cape Romain National Wildlife Refuge in the National Wilderness Preservation System.

SAN JUAN NATIONAL WILDLIFE REFUGE,
Washington

The Wilderness Society is pleased to join with other conservation groups and citizens in full support of the proposal of the Department of the Interior to designate as the San Juan Island Wilderness, 168 acres of the Matia Island and San Juan National Wildlife Refuges in San Juan, Island, Skagit, and Whatcom Counties, Washington. The Society also concurs in and supports the recommendations of the Bureau of Sport Fisheries and Wildlife and urges this Committee to include a provision in the legislation to designate as wilderness the 74 islands that presently do not have wildlife refuge status when and as they become a part of the San Juan National Wildlife Refuge.

The addition of this unique island wilderness unit to the National Wilderness Preservation System is highly desirable both from a cultural and a scientific viewpoint. Such statutory protection will guarantee that the natural ecological processes in this salt water island environment will be preserved in perpetuity for man to study, appreciate and enjoy, and to serve as a scientific basis to measure and compare man's impact in other areas not so protected. The strengthened legislative protection that would thus be afforded the two wildlife refuges is advisable due to the increased pressures of man upon the whole San Juan Islands complex and the continuing environmental damage.

The San Juan refuge complex provides a picturesque setting for man to enjoy its unusual natural features and resources. Established to protect thousands of nesting sea birds and particularly a very large colony of breeding glaucous-winged gulls, many species of shore birds and pelagic species of birds and mammals abound. Among the 200 species of birds that visit the island annually are brandt, cormorants, tufted puffins, pigeon guillemots, auklets, oystercatchers, and kill deer. Small mammals inhabit the islands and black-

tailed deer are common on Jones and Turn Island, although neither is recommended for wilderness because of existing man-made developments. Often seen in the surroundings waters along the rocky shorelines are harbor seals, porpoised, whales and related pelagic mammals. The mixed evergreen-deciduous forests, typical of the Humid Transition life zone that covers most of the islands, provide a scenic backdrop for the appreciation of their wildlife and natural features.

The Society concurs in the proposal to exclude from wilderness designation approximately 253 acres on Jones, Smith, Minor and Turn Islands and 5 acres on Matia Island. The recreational developments on Jones and Turn Islands and on the 5 acres of Matia Island render these lands unsuitable for wilderness classification. Smith and Minor Islands do not qualify for wilderness because of extensive U. S. Coast Guard installations and human habitation.

As a further safeguard to the natural values of all the islands proposed for wilderness designation, the State of Washington should be urged to establish marine sanctuaries for the submerged land preferably within a minimun ½ mile radius, around each of these islands. The ever increasing pressures of recreational diving upon the inter-tidal and submerged life forms require such protective action. The exposed islands and the surrounding marine areas comprise an ecological complex that is biologically inseparable. The biology of the birds, mammals, marine life and flora is closely interrelated with the soils, waters, minerals and other resources. Unless the whole complex is protected, factors adversely affecting one segment can have a profound effect on the whole ecology.

Also, I should like to point out that certain language in the bill regarding navigational facilities is not needed. The Wilderness Act itself makes ample provision for such safety measures. We prefer that the Committee stick with established policy of enacting simple, standard language in all wilderness measures.

In conclusion, The Wilderness Society urges the Committee to act promptly on this legislative proposal.

Senator HASKELL. Next we have a panel composed of Linda Billings, Hope Cobb, and Jim Baton, all of the Sierra Club.

STATEMENT OF LINDA M. BILLINGS, SIERRA CLUB, WASHINGTON, D.C.; HOPE COBB, SIERRA CLUB, NEW JERSERY; AND JIM EATON, SIERRA CLUB, CALIFORNIA

Ms. BILLINGS. I am Linda M. Billings, employed as a Washington representative for the Sierra Club, with offices at 324 C Street SE., Washington, D.C. The Sierra Club is an international conservation organization with approximately 143,000 members in 43 chapters, and its goals are the protection and conservation of natural resources. We are grateful for the opportunity to appear before this committee and present our views on the wilderness proposals being considered. I shall present summary positions on each of the areas being considered. More detailed information on particular areas is attached.

ALASKA

The Sierra Club supports the proposal for a 455-acre wilderness area in the Chamisso National Wildlife Refuge, as contained in S. 600, section (a).

The club supports the proposal for a 301,451-acre wilderness area in the Izembek National Wildlife Range; however, we see the need for additional language in S. 600, section (6), or in the report, to protect the world's largest eel grass beds in Izembek Lagoon, now under State control and ownership as tide and submerged lands.

The club supports inclusion of the entire Simeonof National Wildlife Refuge acreage of 25,271 in the Wilderness System. Unfortunately S. 600, section (5) would exclude 131 acres to permit continued landing of aircraft; however, such an exclusion is unneccessary since the continued use of aircraft is provided for in the Wilderness Act—please see attached statement.

CALIFORNIA

The Sierra Club supports Senator Cranston's proposal for an Agua Tibia Wilderness Area in S. 110. However, the acreage should be corrected to 17,046. The provision in S. 601, section (2) for 11,900 acres is inadequate and reflects the contention of the U.S. Forest Service that no area that once contained a road, even if it is no longer in use, can be classified as wilderness. This "purist" theory has been authoritatively rejected. Further, inclusion of the area containing the old road would actually have beneficial results in protecting this high fire risk area, which is very close to the Palomar Observatory—containing one of the most sensitive optical astronomical instruments in the world. The overwhelming majority of residents of the local area around the Agua Tibia primitive area support the establishment of a 17,046 acre wilderness area

The club supports Senator Cranston's bill, S. 111, for the establishment of the Emigrant Wilderness, comprised of 113,000 acres. The provision in S. 601, section (4) for only 105,876 acres is inadequate and the reasons will be explained by Mr. Jim Baton, who is here with us today.

The club supports the establishment of a 141-acre Farallon Wilderness as proposed by S. 600, section (1).

Florida

The Sierra Club supports the establishment of a 30,100 acre Chassahowitzka Wilderness, as is most closely advocated in S. 331 by Senators Thurmond and Gurney. The provision in S. 600 (16) for only 16,900 acres is inadequate, and public hearings indicated great public support for including almost the entire acreage of the Chassahowitzka National Wildlife Refuge in the National Wilderness Preservation System. A statement by Shirley Taylor, Sierra Club regional vice president for the Gulf Coast States, is attached.

The Club supports S. 600, section (4) for the establishment of a Florida Keys Wilderness Area, containing the National Key Deer Refuge, the Great White Heron National Wildlife Refuge, and Key West National Wildlife Refuge.

The Sierra Club supports the establishment of a 18,750-acre St. Marks Wilderness Area, as explained in the attached statement by Shirley Taylor. Unfortunately S. 332 and S. 600 (10) only call for 17,746 acres, and we hope the committee will amend these proposals to include an additional 1,004 acres.

Georgia

The Sierra Club supports the establishment of the Blackbeard Island Wilderness of approximately 4,000 acres. The provision in S. 600 (5) is for only 3,000 acres and omits a particularly valuable wild and pristine beach, which provides nesting habitat of this beach, approximately 5 miles long and 1½ miles wide in the wilderness area. There is also question about allowing for the construction of an underground electric power transmission line. We do not believe that all the alternatives have been considered for routing of this line, and we oppose including any provision relating to its construction in this legislation.

The club supports the provision in S. 600, section (11), for a 4,168-acre Wolf Island Wilderness Area.

Louisiana

The Sierra Club supports the establishment of a Breton Wilderness; however, there is some question as to the acreage figure to be used. S. 600, section (7), apparently uses a "post Cammile" figure, in that the 1969 hurricane destroyed about half the acreage of the Breton National Wildlife Refuge. In original wilderness proposals citizen conservation groups favored the inclusion of approximately 9,400 acres as wilderness, and S. 600 (7) calls for only 4,420 acres. Dr. Donald Bradburn with the club's Delta Chapter will be sending a more detailed statement. Rapid natural restoration of some of this important shore and water bird nesting refuge seems likely in the next several years. It provides fast disappearing habitat for endangered species of the brown pelican and sea turtle. Because of this natural restoration, a better description of the designated area might be "all

refuge lands within the area above mean high tide line," thereby assuring land accretion above high tide will be automatically included in the wilderness area.

Maine

The Sierra Club supports the establishment of a 6,630-acre Moosehorn Wilderness—Baring unit. We support the proposal in S. 600, section (9), with the addition of 2,000 acres south of the South Trail. Mr. Roger Marshall is preparing a statement of justification, and we ask that the record be held open to receive his material.

New Jersey

The Sierra Club supports the establishment of a 16,800-acre Brigantine Wilderness. Ms. Hope Cobb is here with us today to explain the citizen proposal, and why the provision in S. 600 (14) and S. 777 for only 4,250 acres is inadequate.

New Mexico

The Sierra Club supports S. 600 (18), to designate a 32,500 acres of the Bosque del Apache National Wildlife Refuge as wilderness. A longer statement is attached.

North Dakota

The Sierra Club supports the establishment of a 4,155-acre Chase Lake Wilderness area as proposed in S. 600, section (13).

The club supports inclusion in the National Wilderness System of 14,120 acres in the Lostwood National Wildlife Refuge. The proposal in S. 600, section (17), for 5,577 acres, as recommended by the Bureau of Sport Fisheries and Wildlife for units 1 and 2, would be greatly enhanced by the addition of approximately 8,360 acres in portions of units 3 and 4, as advocated by North Dakota conservationists.

Ohio

The Sierra Club supports the proposal of S. 600, section (3), to designate 85 acres in the West Sister Island National Wildlife Refuge for inclusion in the National Wilderness System.

South Carolina

The Sierra Club supports the proposal in S. 216 and S. 600 (12) to designate 28,000 acres of the Cape Romaine National Wildlife Refuge for inclusion in the National Wilderness System.

Utah

The Sierra Club supports the establishment of the Lone Peak Wilderness, as proposed in S. 29 with the addition of all of White Pine Canyon and the American Fork Twin Peaks, making the boundary identical with that proposed in H.R. 1602 by Representative Wayne Owens. Recent field hearings in Utah demonstrated great

public support for the establishment of this wilderness area. And we refer the committee in particular to the statement of Alexis Kelner at those hearings for a detailed explanation of our position.

WASHINGTON

The Sierra Club supports the proposal in S. 600 (8) to designate 355 acres in the San Juan National Wildlife Refuge and Matia Island National Wildlife Refuge as the San Juan Islands Wilderness; however, we recommend deletion of the language relating to Coast Guard navigational equipment. A more detailed statement of our position is attached.

This concludes my statement, and I thank the committee for its attention.

Senator HASKELL. Thank you very much indeed.

Mr. Cobb.

STATEMENT OF HOPE COBB, NEW JERSEY CHAPTER, SIERRA CLUB

Mrs. COBB. My name is Hope Cobb, Mr. Chairman, and I am here to represent the New Jersey chapter of the Sierra Club. I have handed in a rather detailed statement which is concerned primarily with the inclusion of the Holegate Peninsula in our proposal for Brigantine Wildlife Refuge. But what I thought I would really like to say to you this afternoon was to see if I could give you some idea as to what this Refuge means to the people of the State of New Jersey and why we feel that it is deserving to be included in the Wilderness System.

As you know, New Jersey is a very small State and there are a lot of us who live there and most of us live either in large urban areas or in the suburbs, so this means that those few remaining parts of the State which have still been preserved in a natural state are particularly important to us and we think of the Brigantine Wildlife Refuge as being a very, very special place and it is so dear to all our hearts.

You can experience Brigantine Wildlife Refuge in many different ways. You don't experience it the same way as we would experience your great Western wilderness by going in there to camp and to backpack. I like to go there to watch birds myself. You always see a lot of bird watchers there and you see a lot of people photographing birds. You will see some people who like to go clamming and shellfishing who will take small boats out there and you will see people who are there to hunt duck in the fall. It is not like the dramatic spectacular experiences of the great Western mountain peaks, but the expanse of open sea and sky and marsh and the marvelous birds give it a very special flavor.

We would really like to see this preserved exactly in the condition that it is in now. Wilderness is the best way to do it and for those of us who live in New Jersey, Brigantine really is wilderness. You can really get a marvellous feeling of naturalness and wildness. You can experience solitude and peace and after spending a day there watching the birds you can come away feeling completely rejuvenated. And to me this is what wilderness really means.

Senator HASKELL. I agree with you there, no question about it. Thank you very much. Obviously you then prefer the larger area, the 16,000 acres?

Mrs. COBB. Yes, we are supporting S. 777, the bill that was co-sponsored by Senators Case and Williams, as amended to include the extra acreage.

Senator HASKELL. Thank you very much indeed, Mrs. Cobb.

[The prepared statement of Mrs. Cobb follows:]

Sierra Club
NEW JERSEY CHAPTER
360 NASSAU STREET, PRINCETON, N.J. 08540
PHONE: (609) 924-3141

March 18, 1974

Mr. Chairman and members of the Committee:

My name is Hope Cobb, I live in Lawrence, New Jersey, and I appreciate the opportunity to testify before you today on behalf of the New Jersey Chapter of the Sierra Club on Senate bill S777. This bill, co-sponsored bySenators Clifford P. Case and Harrison A. Williams, would give wilderness protection to 16,800 acres of the Brigantine Wildlife Refuge.

The other bill we have before us, S600, also contains a wilderness proposal for Brigantine. While we would like to commend the Bureau of Sport Fisheries and Wildlife(BSF&W) for selecting what is undeniably the jewel of the Refuge, Little Beach Island, this is only a 4250-acre proposal. We feel that far more of Brigantine merits wilderness designation, and are wholly in support of the bill offered by Senators Case and Williams.

Since other testimony is being submitted on the unique qualities of the Brigantine Wildlife Refuge, I would like to limit my discussion to that portion of the Refuge known as the Holgate peninsula. I have learned something of the management policies for Holgate which have been in effect during the past three summers. Reading the reports written by students who have worked at the Refuge has helped me to see the results these policies have had on Holgate.

Holgate, a peninsula on the south end of Long Beach Island, was deeded to Brigantine Wildlife Refuge by the Audubon Society in 1960. Like Little Beach Island, it is one of the few remaining barrier beaches along the New Jersey coast. These barrier beaches are of great ecological value because they protect the inland estuaries from the battering of the Atlantic ocean. As one of the students at Holgate has expressed it:

"Holgate's 256 acres is the only totally undeveloped natural area left on the entire eighteen-mile-long island. Only at Holgate can the visitor see what Long Beach Island was like before man made his 'improvements.' At the same time, Holgate provides invaluable nesting, resting and feeding areas for many bird species."

People flock to Holgate throughout the summer to swim, sunbathe, fish and take nature walks. We feel that wilderness is a vital natural resource which should be available to all who use it with loving concern and awareness of its inherent fragility. This concern and awareness does not

always come naturally, especially to those of us reared in an urban environment. For this reason, a firm yet sympathetic management policy is necessary, which realizes the need to make visitors understand the reasons behind regulations in order to respect them.

The Refuge has, for the past three summers, employed four college students who patrol the area at all times except for the hours of 4:30 A.M. to 7:00 A.M. Special attention is given to the critical area at the south end of the peninsula where the bird colonies are concentrated. The students, who are selected from about 400 applicants each year, are specialists in biology or wildlife management. But they learn to become adept at public relations as well. Here are some comments from their reports:

"On busy days a crew member was stationed at the entrance to prevent picnic, dog and other violations and to talk with people about the Refuge. By having a person at the entrance, many violations were prevented, and many people were informed about the Refuge who might otherwise have known nothing about it."

"Perhaps our greatest contribution this summer was in the area of public education. We took advantage of every opportunity to educate people by simply stopping to chat with them at the beach. Handing them a leaflet, we took the opportunity to explain the importance of Holgate, and in this way, we left the person with some new information and a good attitude about the protection of our natural resources."

"Most people enjoyed the natural beauty of Holgate and wanted to see it remain that way . . . in most cases, the people in violation were understanding and offered an apology for their mistakes."

"The Brigantine staff, in most cases, prevented detrimental activities from getting started."

The students at Holgate also participated in the following educational activities:

Leading walking tours for groups of up to twenty. While focussing on the bird life, students also try to increase understanding of general ecological principles.

Meeting with community and sportsmens' groups(fishermen and beach buggyists, for example) to gain their cooperation in policing their own membership and reporting violations.

Close coordination with Long Beach Township, which patrols the Refuge daily during the summer season.

The success of this management policy can be shown by the following statistics:

(1) The dramatic increase in bird population. For example, in 1972 common tern young skyrocketed from 130 the previous summer to 250, and skimmers from 270 to 742. These birds need very special protection as their chicks are preyed upon by gulls, agressive birds who will attack even in the presence of the parents.

(2) 22 new bird species have been observed at Holgate since 1971.

(3) The student reports tabulate all violations of Refuge regulations. These show the summer season starting with a large number, but as the season progresses violations decline rapidly. In 1973, for example, trespass violations dropped from 239 during the first week in July to only 35 during a week in mid-August.

The summer of 1973 produced these new observations and projects at Holgate:

(1) Several osprey sightings.

(2) Several diamondback terrapins observed laying eggs.

(3) 480 horseshoe crabs, which breed on Holgate in large numbers, were marked. They will be re-checked again next year.

(4) An insect collection was started.

(5) As a result of the recommendation of one of the students, a study of beach erosion at Holgate is now being done by a research team at Stockton State College.

I'd like to discuss beach buggies and their use on the Refuge because there is a misconception that they will no longer be permitted in Holgate if it becomes part of the Brigantine Wilderness Area. This is not the case. The federal government has no authority to control beach buggies at Holgate, because they travel mostly in the wet sand area which is below mean high tide. This is under the jurisdiction of the Township, not the federal government. It controls them in this way:

The Township owns the entrance to the Refuge area, and can restrict access at any time simply by closing the gate. A seasonal permit is required for all beach buggies entering the Refuge. These must be four-wheel drive vehicles and they cannot have sleeping accommodations. The Township patrols frequently during the evening to enforce the "no camping" regulations.

There is no vehicle operation whatsoever in the wildlife and nesting areas. Dune buggies are not allowed within Holgate at all. Most of the beach buggy operators at Holgate belong to the New Jersey Beach Buggy Association. This group has its own by-laws and members have been very effective in policing one another. They have built 4000 feet of snow fence at Holgate to help prevent beach erosion, and have undertaken a grass planting program to protect the dunes.

Reports show that tracking of heavy vehicles such as beach buggies during the winter months actually help to preserve the sand dunes. They break the salt crust which forms during the winter, thus enabling the sand to blow freely and the sifting dunes to re-form. (Erosion of Fire Island, N.Y., a report prepared for the National Park Service by Clifford A. Kaye, U.S. Geological Survey, 1963)

The beach buggies, therefore, are not considered to be a problem on Holgate. There is no reason to view their continued operation as incompatible with management objectives of the Refuge.

The BSF&W has stated that they plan to retain this portion of the Refuge in a natural state, thus achieving a "de facto" wilderness status without official designation. We all know, however, that plans and policies can change. Laws, hopefully, endure. We feel that Holgate fully deserves the statutory protection which only the Wilderness Act can provide.

Recently, we have become increasingly aware that it is no longer sufficient simply to bestow wilderness designation upon an area. We also need to consider how to manage our wilderness areas so as to protect them from rapidly increasing people pressures. The Refuge management, in cooperation with Long Beach Township, has demonstrated that it has the know-how, the resources and the ability to administer Holgate so as to balance the need for wildlife preservation with the needs of a growing urban population seeking the experience of a natural environment.

A letter is attached to Mr. Gaylord Inman, Refuge Manager, from Mr. Harold V. Gale, Municipal Clerk of Long Beach Township. This letter, dated October 7, 1971, congratulates Mr. Inman on his excellent management policies.

I thank you for the opportunity to testify on behalf of the Brigantine Wilderness Bill - S777.

JAMES J. MANCINI
MAYOR
DIRECTOR OF PUBLIC WORKS & PROPERTY

RICHARD J. SHACKLETON
COMMISSIONER
DIRECTOR OF REVENUE & FINANCE

LEWIS S. JOHNSON
COMMISSIONER
DIRECTOR OF PUBLIC AFFAIRS & SAFETY



HAROLD V. GALE
MUNICIPAL CLERK

6805 LONG BEACH BOULEVARD
BRANT BEACH, BEACH HAVEN,
NEW JERSEY 08008

October 7, 1971

Gaylord Inman, Director
Brigantine Wildlife Refuge
Brigantine, New Jersey

Dear Mr. Inman:

The Board of Commissioners of the Township of Long Beach have asked me to write to you and express their sincere appreciation for the cooperative spirit which you and your personnel have shown to Long Beach Township in the management of the Long Beach Township section of the Brigantine National Wildlife Refuge during the summer of 1971.

The cooperation shown by your personnel is exemplified by one of your employees, Bill Koch, who has constantly maintained a cooperative spirit with our local police department and with Long Beach Township municipal officials, ever striving to engender a spirit of cooperation between your offices and ours.

The only possible suggestion we might make in hopes of even greater cooperation in the future, would be to make arrangements to equip your vehicles with some radio communication equipment so that they might contact our police department directly in the event of trouble. Other than this, we can think of nothing which would improve the job done on the Inlet section of the Brigantine Refuge and commend you and your able assistants for the job done during the 1971 season.

The Commissioners further instruct me to advise that if there is anything at all which the governing body can do to further this spirit of cooperation and continue the excellent programs implemented by you and your staff this summer, you have but to ask.

Very sincerely,

Harold V. Gale

HAROLD V. GALE

HVG/l

Senator HASKELL. Mr. Eaton.

STATEMENT OF JIM EATON, CALIFORNIA SIERRA CLUB

Mr. EATON. Mr. Chairman, I would like to submit my statement for the record and limit my comments to a few specific points, if I may.

We have but one disagreement with the Forest Service here, the 6,042-acre exclusion 2. Senator Cranston stated this morning his feeling that this area should be included in the Emigrant Wilderness, and we concur. Besides, the fact that we feel this area qualifies as wilderness is the relationship of this proposed exclusion to the entire area.

On the map provided by the Forest Service, exclusion 2 appears as a deletion along one side of the Emigrant Basin Primitive Area. In fact, this exclusion is surrounded by wild land. On the south is the proposed Northern Yosemite Wilderness of the National Park Service, and on the east is the Forest Service's Hoover Wilderness Extension New Study Area. If all these potential units are designated as wilderness, a contiguous wilderness of about 600,000 acres would exist.

Exclusion 2, however, would slice into this wilderness complex. It would exclude 10 miles of the crest of the Sierra Nevada, the current route of the Pacific Crest Trail. This corridor would extend south to the border of Yosemite National Park. I have tried to sketch out this problem with this map.

I would also like to submit for the record the statement Clyde Wahrhaftig of the University of California at Berkeley gave before the House Public Lands Subcommittee last November.

Professor Wahrhaftig is a geologist who has spent 18 years in the Emigrant area and is convinced that the mineral deposits here are of minimal value. I have some photos of this that show the condition of the ore processing plant, the one Mr. Nelson said was in operation this fall. You will see it has been completely destroyed.

[The material submitted by Mr. Eaton follows:]

STATEMENT BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS
OF THE SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS
REGARDING S.111 ESTABLISHING AN
EMIGRANT WILDERNESS, CALIFORNIA
JIM EATON
MARCH 19, 1974

I am Jim Eaton from Davis, California, representing the Mother Lode Chapter of the Sierra Club. The Mother Lode Chapter extends from Yosemite to the Oregon border with more than 5,000 of the Club's 140,000 members.

The Sierra Club is pleased to have this opportunity to express our views on the proposed Emigrant Wilderness in S.111. We completely support this bill as introduced by Senators Alan Cranston and John Tunney. The 113,000 acre wilderness that would be established by this legislation would be an excellent addition to the National Wilderness Preservation System.

This proposal is identical with that of the Forest Service except that it retains 6,042 acres of the Emigrant Basin Primitive Area that the Forest Service wishes to delete. The Forest Service claims that mining activity in this area, along with several cabins, flow maintenance dams, and concrete weirs, do not conform to the Wilderness Act and cannot be recommended. We disagree.

The Wilderness Act acknowledges the need to provide for mining in certain circumstances within designated wilderness areas. This is made clear in Sections 4(d)(2) and (3) where special provisions permitting certain non-conforming wilderness uses are set forth. It should be noted that these provisions of the Wilderness Act allow within the proposed Emigrant Wilderness the very same activities that the Forest Service says disqualify their 6,042 acre exclusion from wilderness classification.

There is some question, however, as to the commercial value of the minerals within the area proposed for deletion by the Forest Service. Studies by the U.S. Geological Survey and by independent geologists indicate that the resource potential of this

area is minimal. It appears that during the past few years the only one making money off the mining claims have been those who have leased the claims to others to remove the minerals. Production of tungsten from the claims have been, at best, sporadic. The Sierra Club believes that if these deposits are indeed of economic value, the minerals can be removed and the land allowed to recover under provisions of the Wilderness Act. If the minerals are of the low value that they appear to be, perhaps they would best serve the public interest by remaining where they are.

The real danger in excluding this area from the proposed Emigrant Wilderness can be seen only when considering the overall wilderness complex that lies between Sonora Pass and Tioga Pass. Between these two paved highways is a huge block of wild land better than 600,000 acres in size, of which Emigrant is only a part.

The major portion of this roadless land lies within Yosemite National Park. Almost 400,000 acres of potential wilderness are found within the northern half of the Park, and the National Park Service is recommending that 343,000 acres of land contiguous to the proposed Emigrant Wilderness be designated as wilderness. Some of this recommendation is adjacent to the proposed mining exclusion of the Forest Service.

Adjacent to this Yosemite wild land on the east is the existing Hoover Wilderness. More than 50,000 acres of de facto wilderness lands north of Yosemite National Park and between the Hoover Wilderness and proposed Emigrant Wilderness are known as the proposed Hoover Wilderness Extension. Last November, Chief John McGuire of the Forest Service selected this area as a New Study Area to be reviewed for its potential for addition to the National Wilderness Preservation System.

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If the proposed Emigrant, Yosemite, and Hoover extension are classified as wilderness by Congress, a wilderness complex in excess of a half million acres will be set aside in California's spectacular central Sierra.

If, however, the Forest Service is successful in having this 6,042 acre area excluded from wilderness designation, this vast wilderness potential will be constantly threatened by a non-wilderness corridor leading to the center of the wild lands. The future of all of the units of this wilderness complex will be damaged by the potential or actual development of this proposed exclusion. This land qualifies and belongs within the Emigrant Wilderness.

There are other problems associated with the proposed exclusion. The historic Tahoe- Yosemite Trail traverses a portion of the area. The Pacific Crest Trail authorized by Congress actually follows the mining road. The Forest Service answer to this problem is to recommend that a new trail be built parallel to the Crest and the mining road. Our suggestion is to allow this road to revert when its need is gone and keep the trail along the Sierra Crest where this existing route lies and avoid the damage likely from the construction of a parallel trail.

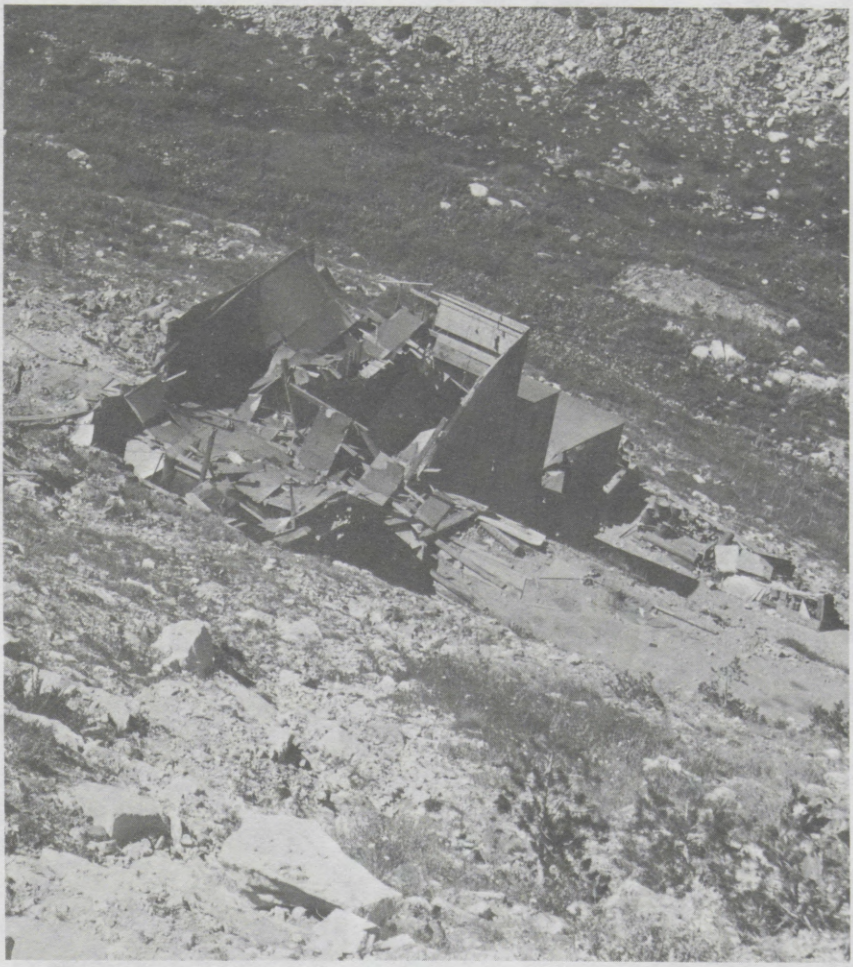
While the Forest Service assures us that they will essentially manage this deletion as wilderness, several incidents shake our confidence in the Forest Service's ability to adequately control the use of this area if it is not included in the Emigrant Wilderness. There are several reports of the recreational use of the mining road, despite the fact that it is to be used for mining purposes only. A member of the Trails Committee of the California Parks and Recreation Commission reported that this June he saw a jeep with several people with backpacks along the mining road. When he asked how they were able to get into the area he was told " all it takes is the price of a key." Only last month I hiked to Snow Lake on the border of Yosemite National Park and found on the Montezuma Mine a sign reading "Sparks Sportsman Club." This illegal use of this road should be stopped immediately; but the only way of ending these kinds of activities permanently is to have this

area incorporated into designated wilderness.

This one minor exception is the only difference between the proposal of the Forest Service and that of Senators Cranston and Tunney which the Sierra Club and other local citizens groups support. But these 6,042 acres represent a critical portion of the wilderness complex found here, and we must strongly recommend that this land, which definitely qualifies as wilderness, be a portion of the Emigrant Wilderness.

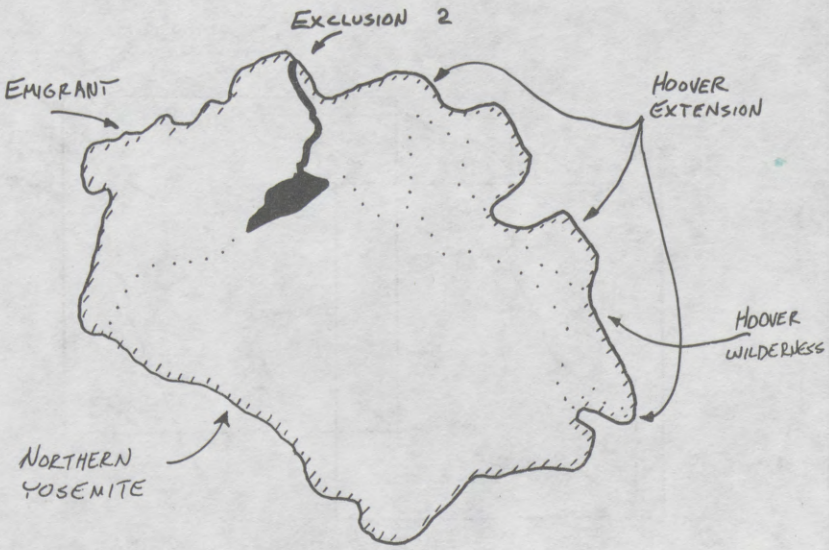
Thank you for allowing us this opportunity to express our views.





EFFECT OF EXCLUSION 2 ON THE EMIGRANT -

YOSEMITE - HOOVER WILDERNESS COMPLEX



EMIGRANT – proposed wilderness by U.S. Forest Service

NORTHERN YOSEMITE – proposed wilderness by National Park Service

HOOVER WILDERNESS - existing Forest Service wilderness

HOOVER EXTENSION – New Wilderness Study Area of Forest Service

JIM EATON

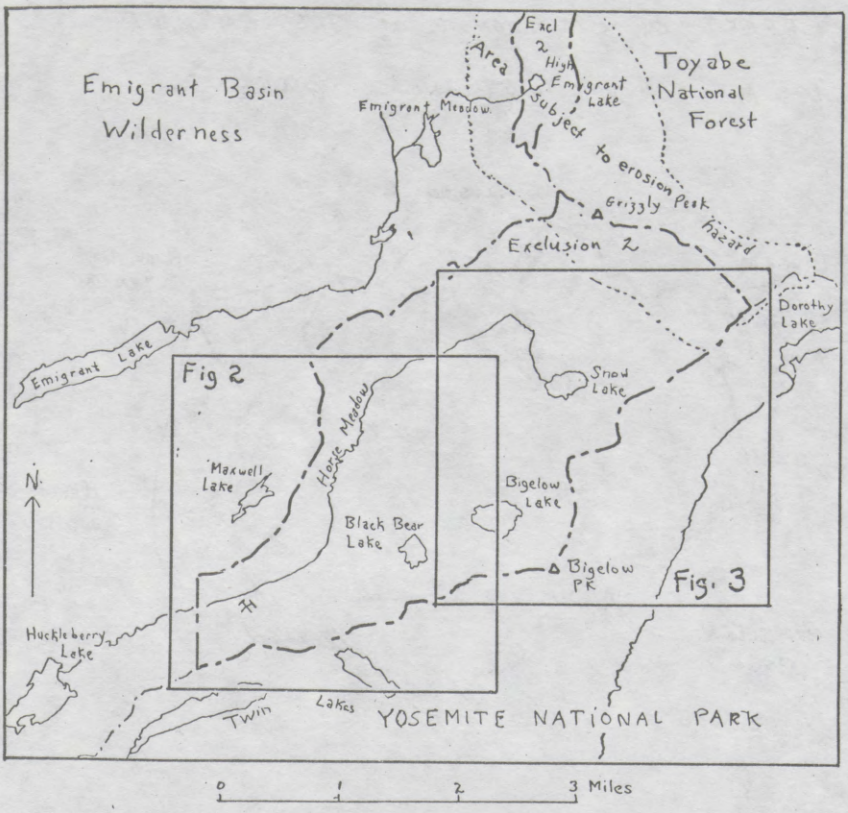


Figure 1.- Map of Exclusion 2, Emigrant Basin Wilderness Proposal, showing location of areas in Figures 2 and 3, and area subject to erosion hazard

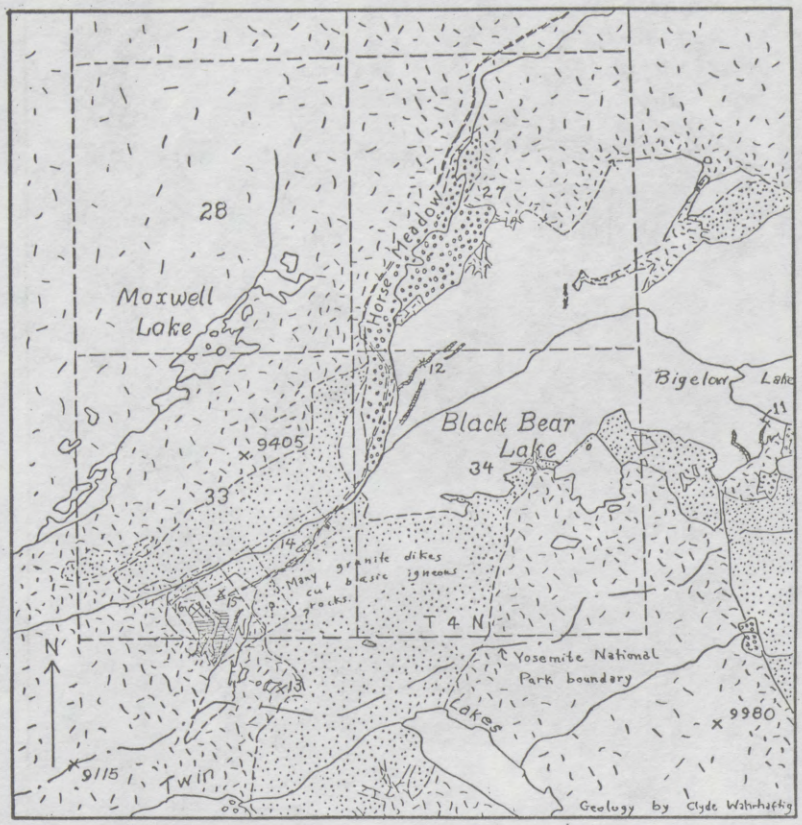


Fig. 2.- Generalized geology of Horse Meadow area.

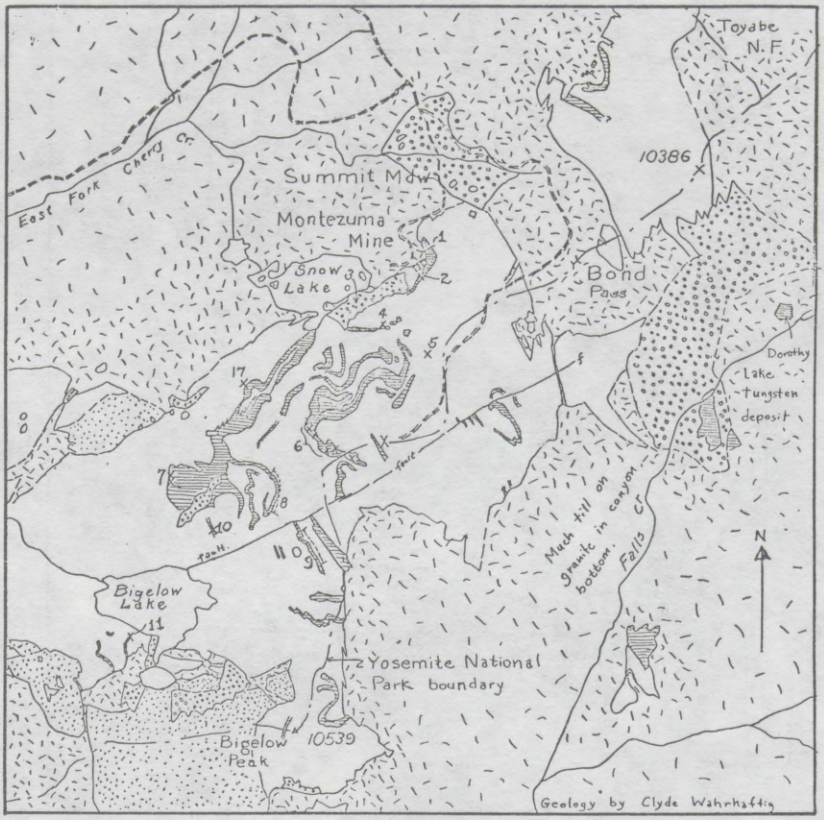


Figure 3- Generalized (simplified) Geology of the Snow Lake area.

STATEMENT ON EMIGRANT BASIN WILDERNESS PROPOSAL WITH SPECIAL REFERENCE TO EXCLUSION 2

BY CLYDE WAHRHAFTIG

OCTOBER 18, 1973

GENTLEMEN:

MY NAME IS CLYDE WAHRHAFTIG. I AM PROFESSOR OF GEOLOGY AT THE UNIVERSITY OF CALIFORNIA, BERKELEY. I SPEAK AS A PRIVATE CITIZEN WITH SOME SCIENTIFIC INFORMATION REGARDING THE MINERAL OCCURRENCE WITHIN EXCLUSION 2.

I WANT TO COVER THREE TOPICS IN MY TESTIMONY TODAY: (1) THE VALUE OF THE TUNGSTEN DEPOSITS THAT ARE THE CHIEF JUSTIFICATION FOR ELIMINATING EXCLUSION NO. 2 FROM THE WILDERNESS; (2) THE CONSEQUENCES TO WILDERNESS RECREATION AND OTHER ENVIRONMENTAL VALUES LIKELY TO ARISE FROM THIS EXCLUSION, AND (3) A WAY OF EVALUATING TRADEOFFS BETWEEN WILDERNESS AND EXTRACTIVE INDUSTRIES WHICH SOME STUDENTS AT THE UNIVERSITY OF CALIFORNIA AND I ARE CURRENTLY EXPLORING. THIS LAST TOPIC MAY BE OF USE IN YOUR DELIBERATIONS REGARDING WILDERNESSES OTHER THAN EMIGRANT BASIN, ALTHOUGH I WILL USE EMIGRANT BASIN AS AN EXAMPLE.

I HAVE BEEN STUDYING AND MAPPING THE GEOLOGY OF TOWER PEAK QUADRANGLE, IN WHICH THE EXCLUSION AND MUCH OF THE REST OF EMIGRANT BASIN LIE, AND TEACHING GEOLOGY COURSES THERE, FOR THE LAST 18 YEARS. ABOUT 5 WEEKS OF THAT TIME WAS SPENT MAPPING THE 6,000-ACRE EXCLUSION, AND ABOUT 1 1/2 WEEKS EXAMINING THE TUNGSTEN DEPOSITS. A GENERALIZED GEOLOGIC MAP OF THE AREA OF THE DEPOSITS, MORE DETAILED THAN THAT APPEARING IN U.S. GEOLOGICAL SURVEY BULLETIN 1261-G, IS

ATTACHED AS FIGURES 2 AND 3.

At the U.S. Forest Service Public Hearing on Emigrant Basin Wilderness Proposal, in Sonora, California on September 30, 1969, I submitted a 19-page typewritten report with illustrations on the tungsten deposits of the exclusion. The first part of my testimony today is a summary of that report, bringing some of the information up to date on the basis of more recent visits to the deposits.

Tungsten is a critically important industrial and strategic metal. It is the hardest metal known and has the highest melting point. It is an essential component of machine tools, high-wear and high-temperature metal surface, and electric light bulbs. A recent major use is in snow tire studs. Most uses of tungsten are consumptive.

The U.S. produces about 75 percent of its demand, and imports the remainder, mostly from Canada, Latin America, Australia, Portugal, and South Korea. During critical times, such as the Korean and Second World Wars, the U.S. can produce all the tungsten it needs, at sufficiently high prices.

About 80 percent of the known and estimated reserves of tungsten are in China, North Korea, and the Soviet Union, 60 percent in China alone.

The questions to be answered are therefore two: (1) Do the tungsten deposits in this exclusion visible or reasonably predictable, represent a significant part of our tungsten resources or productive capability? And (2) Can they be mined at a profit?

Before I try to answer these questions, I will talk about the geologic occurrence of the type of tungsten deposit found in Emigrant Basin, and how one goes about prospecting for and evaluating them, for this has a bearing on the validity of my estimates.

The chief ore minerals of tungsten are wolframite, a tungstate of iron and manganese, and scheelite, the tungstate of calcium. The California deposits, which include the Pine Creek Mine near Bishop, the major producer in this country, are all scheelite. Scheelite has the unusual property of fluorescing a blue-white to pale yellow color under certain ultra-violet radiation, and this property makes it easy to prospect for scheelite ores and to estimate their grade. So easy, in fact, that I have been teaching classes of rank amateurs how to do it for the last four years.

Scheelite generally has a very specific geologic occurrence. Most of it, and all the scheelite in Emigrant Basin, is found in a coarsely crystalline dark red to green rock called tactite (the name comes from the fact that the rock usually occurs along the contact between marble and granite). The tactite was formed when fluid emanations from the crystallizing granite magma reacted with marble deep in the earth's crust. The tactite is now at the earth's surface because thousands of feet of rock that once overlay it have been eroded away.

As you may know, the chief rocks of the Sierra Nevada are various kinds of granite. These rocks were formed originally as vast bubbles of molten rock material that we call magma (if it gets to the surface we call it lava). This magma crystallizes to

SOLID ROCK AT TEMPERATURES BETWEEN 600° AND 1000° CENTIGRADE (1100°-1800° F). TO FORM GRANITE, IT HAD TO CRYSTALLIZE DEEP WITHIN THE EARTH'S CRUST, PERHAPS SEVERAL MILES DEEP. TO MAKE ROOM FOR ITSELF, THE RISING MAGMA EITHER PUSHED THE PRE-EXISTING ROCKS ASIDE, DEFORMING THEM IN THE PROCESS, OR BROKE THEM UP AND DISSOLVED THEM PIECEMEAL.

THE MAGMA, AS IT ROSE FROM THE DEEP INTERIOR OF THE EARTH, HAD DISSOLVED IN IT BESIDE THE MAJOR ROCK FORMING ELEMENTS, MANY OTHERS IN TRACE AMOUNTS, SUCH AS COPPER, GOLD, MOLYBDENUM, AND TUNGSTEN. THESE METALS DON'T FIT WELL INTO THE STRUCTURE OF THE ROCK-FORMING MINERALS THAT CRYSTALLIZE FROM THE MAGMA, SO THEY REMAINED IN THE REMAINING LIQUID, WHICH CONTAINED LARGE AMOUNTS OF WATER THAT WAS EXPELLED FROM THE MAGMA INTO THE SURROUNDING "COUNTRY" ROCK. THERE THEY REACTED WITH APPROPRIATE HOST ROCKS TO FORM METAMORPHIC ROCKS AND ORE DEPOSITS. LIMESTONE AND MARBLE REACTED MOST STRONGLY WITH THESE MAGMATIC EMANATIONS BECAUSE THEY CONSIST OF THE MINERAL CALCITE (CALCIUM CARBONATE) WHICH IS ABOUT HALF CARBON DIOXIDE, WHICH IS DRIVEN OFF AS A GAS DURING THE REACTIONS. AS A RESULT, THE MARBLE WAS CONVERTED INTO CALCIUM SILICATE MINERALS SUCH AS GARNET, DIOPSIDE, EPIDOTE, ETC., AND IF TUNGSTEN WAS PRESENT IN THE FLUIDS AS TUNGSTATE ION, SOME OF THE CALCITE WAS CONVERTED INTO SCHEELITE.

SO THE PRINCIPLES FOR PROSPECTING FOR SCHEELITE IN THE SIERRA NEVADA ARE SIMPLY THIS:-- FIRST, LOCATE BODIES OF METAMORPHIC ROCK IN CONTACT WITH GRANITE. SUCH A BODY OCCURS ALONG THE SOUTHEAST SIDE OF EXCLUSION 2. THEN IN SUCH A BODY YOU LOOK FOR LAYERS OR MASSES OF MARBLE. ALONG THE CONTACTS OF THE MARBLE YOU LOOK FOR TACTITE. ALL THIS IS DONE DURING THE DAY. AT NIGHT YOU GO BACK

AND LAMP THE TACTITE WITH AN ULTRAVIOLET LAMP, AND DETERMINE THE PERCENTAGE AND EXTENT OF THE SCHEELITE IN THE TACTITE. GLACIERS DURING THE ICE AGE REMOVED MOST OF THE SOIL FROM EMIGRANT BASIN, LEAVING IT MOSTLY EXPOSURES OF BARE BEDROCK. THIS GREATLY INCREASES THE EASE OF PROSPECTING, AND ASSURED THAT MOST OREBODIES THAT COME TO THE SURFACE HAVE BEEN FOUND. THIS IS WHAT I AND MY STUDENT HELPERS DID WHEN WE EXAMINED THE DEPOSITS. MOST OF THE DEPOSITS WE FOUND HAD PROSPECT PITS AND CLAIM STAKES ON THEM, BUT A FEW SMALL ONES DIDN'T. WE MEASURED THE LENGTH AND WIDTH OF ALL DEPOSITS, AND DETERMINED THE VOLUME PERCENT OF SCHEELITE BY COMPARISON WITH THIS SET OF CARDS. THE METHOD IS AT LEAST AS ACCURATE AS ASSAYING A CHANNEL OR GRAB SAMPLE, AND OUR RESULTS AGREED WELL WITH THE USGS-US BUREAU OF MINES ANALYSES PUBLISHED IN BULLETIN 1261-G. (ACTUALLY MY VALUES ARE HIGHER ON THE AVERAGE THAN THE USGS-USBM VALUES, BECAUSE I DELIBERATELY TRIED TO ERR ON THE HIGH SIDE.)

WE FOUND ABOUT 21 DEPOSITS, CONTAINING FROM 90 TO 4,250 UNITS OF RECOVERABLE WO_3 (ONE WO_3 IS 20 POUNDS -- 1% OF A TON OF ORE), RUNNING FROM 0.3 TO 1.5 PERCENT, AND RANGING IN VALUE FROM $4,000 TO $183,000 (AT $43/UNIT). THE PRICE IS NOW $53/UNIT, AS OF AUGUST, SO THE VALUES WOULD NOW RANGE FROM $5,000 TO $225,000. I ALSO CALCULATED WHAT IT WOULD COST TO MINE THE ORE AND GET IT, OR THE CONCENTRATE, TO A BUYING DEPOT. WHEN THIS CALCULATION WAS BALANCED AGAINST THE VALUE OF THE DEPOSIT, IT TURNED OUT THAT ONLY THREE DEPOSITS MIGHT YIELD A SLIGHT RETURN OVER BASIC MINING AND MILLING COSTS, TO PAY FOR SUCH OVERHEAD AS ADMINISTRATION, TAXES, SOCIAL SECURITY, INSURANCE, INTEREST ON CAPITAL, AND PERHAPS LEAVE SOMETHING LEFT OVER FOR PROFIT (AT ABOUT 1967 COSTS). ALL THE INVESTMENT THAT HAS BEEN MADE IN THE AREA TO DATE WOULD HAVE TO BE REGARDED

AS "SUNK" COSTS, FOR THE PROFITS WOULD NOT BEGIN TO COME CLOSE TO PAYING FOR THEM. THE PROSPECTORS IN THE AREA HAVE DEMONSTRATED THEMSELVES THAT THESE DEPOSITS ARE UNECONOMIC, AT LEAST THE WAY THEY ARE GOING ABOUT DEVELOPING THEM. THEY HAVE INVESTED TO DATE WELL OVER $300,000 IN ROADS, MILLS (NOW RUINED) AND MINING OPERATIONS, AND HAVE TAKEN OUT ABOUT $40,000 WORTH OF ORE FOR A LOSS OF OVER 80 PERCENT OF INVESTMENT.

MAKING VERY GENEROUS ESTIMATES OF GRADE AND SIZE OF THE ORE-BODIES I FOUND, I WAS ABLE TO COME UP WITH ONLY 10,400 UNITS OF RECOVERABLE WO_3, AMOUNTING TO 164,000 POUNDS OF TUNGSTEN, AND I AM SURE I EXAMINED AT LEAST 60 PERCENT OF ALL DEPOSITS THAT MIGHT BE EXPOSED, SO THERE MAY BE AS MUCH AS 250,000 POUNDS OF TUNGSTEN IN THIS EXCEPTIONALLY WELL EXPOSED AREA. THIS IS APPROXIMATELY 3 PERCENT OF THE UNITED STATES PRODUCTION FOR THE YEAR 1967 AND 1.8 PERCENT OF OUR 1967 CONSUMPTION OF 13.8 MILLION POUNDS. CLEARLY NOT A SIGNIFICANT CONTRIBUTION TO OUR RESOURCE PICTURE.

I ALSO ESTIMATED THE POTENTIAL FOR TUNGSTEN IN ORE-BODIES BURIED WITHIN THE MOUNTAINS OF THIS EXCLUSION, AND NOT EXPOSED ANYWHERE AT THE SURFACE (SO-CALLED BLIND ORE-BODIES). I ASSUMED THAT THE EXPOSED DEPOSITS ARE A REPRESENTATIVE SAMPLE OF WHAT MIGHT BE HIDDEN AND DISCOVERED BY INTENSIVE EXPLORATION. MY ESTIMATE IS THAT ABOUT 10 TIMES THE ORE EXPOSED AT THE SURFACE WOULD POSSIBLY BE IN THE HILLS, BASED ON A RANDOM DISTRICUTION. THIS AMOUNTS TO 2.5 MILLION POUNDS OF TUNGSTEN, 20 PERCENT OF OUR ANNUAL CONSUMPTION, AND 0.8 PERCENT OF OUR KNOWN RESERVES OF 300 MILLION POUNDS (15 MILLION SHORT TON UNITS, U.S. GEOL. SURVEY PROF. PAPER 820, 1973, P. 675). CALCULATIONS SHOW THAT IT WOULD BE

EXTREMELY UNECONOMICAL TO SEARCH FOR THESE DEPOSITS, EVEN IF THEY EXIST. BASED ON A REITERATED COMPUTER SIMULATION OF THE ASSUMED RANDOM DISTRIBUTION OF THESE DEPOSITS, MADE FOR ME BY ONE OF OUR GRADUATE STUDENTS IN GEOPHYSICS AT THAT TIME (1967), ROGER STEWART, THE PRICE OF TUNGSTEN RELATIVE TO EVERYTHING ELSE WOULD HAVE TO BE THREE TO SIX TIMES ITS PRESENT PRICE TO JUSTIFY EXPLORATION. I CONCLUDE THAT IT IS EXTREMELY DOUBTFUL THAT ANY SIGNIFICANT RESERVES OF TUNGSTEN EXIST IN EXCLUSION 2 AND EQUALLY DOUBTFUL THAT ANYONE WILL MAKE A PROFIT MINING THEM.

NOW FOR THE COMPETING WILDERNESS VALUES. YOU HAVE AT HAND AN ARTICLE IN PACIFIC DISCOVERY ILLUSTRATED BY PICTURES OF LAKES AND MEADOWS IN THE EXCLUSION, AND BY A MAP SHOWING THE RELATION OF THE EXCLUSION TO YOSEMITE PARK AND OTHER WILDERNESS. THE YOSEMITE WILDERNESS PROPOSAL HAS BEEN SUBMITTED BY THE PRESIDENT TO CONGRESS, AND MAKES ALL OF THE NORTHERN PART OF THE PARK -- AN AREA LARGER THAN THAT SHOWN HERE -- INTO WILDERNESS. THE FOREST SERVICE HAS JUST RELEASED THE LIST OF ROADLESS AREAS UP FOR STUDY FOR INCLUSION IN THE WILDERNESS SYSTEM, AND HIGH ON THAT LIST IS THE HEAD OF THE WEST WALKER RIVER, AS AN EXTENSION OF HOOVER WILDERNESS. I HAVE MAPPED ALL THIS AREA AND KNOW OF NO MINERAL DEPOSIT, TIMBER RESERVES, OR WATER-STORAGE CAPABILITY THAT WOULD JUSTIFY EXCLUDING ANY OF THIS AREA. WHEN THESE AREAS ARE ADDED TO THE WILDERNESS SYSTEM, EXCLUSION 2 WILL BE NEAR THE CENTER OF A MUCH LARGER WILDERNESS, PERHAPS THE LARGEST IN CALIFORNIA, THAT HAPPENS TO BE ADMINISTRATIVELY DIVIDED BETWEEN TWO NATIONAL FORESTS AND A NATIONAL PARK. NOT ONLY NEAR THE CENTER, BUT AT THE COMMON DRAINAGE DIVIDE.

THE UNIMPROVED MINE ROAD CROSSES A LARGE AREA OF DEEPLY WEATHERED

GRANITE ON THE CREST OF THE RANGE, AN AREA THAT WOULD BE SUBJECT TO SEVERE EROSION -- WITH SILTATION OF RESERVOIRS DOWNSTREAM ON BOTH SIDES OF THE DIVIDE -- IF OFF-ROAD VEHICLES WERE TO TRAVERSE IT. ALTHOUGH THE ROAD HAS A LOCKED GATE, AND IS ONLY TO BE USED BY MINERS ON MINING BUSINESS, THERE HAVE BEEN SEVERAL DOCUMENTED INSTANCES OF RECREATIONIST VEHICLES ON THE ROAD -- IN ONE CASE THE RECREATIONISTS MADE THE STATEMENT THAT ALL YOU NEED TO GET ON THE ROAD IS THE PRICE OF A KEY.

THE EXCLUSION CONTAINS THREE LAKES, ILLUSTRATED HERE, AND ONE MEADOW VALLEY -- A SMALL YOSEMITE. IT CONTAINS THE HIGHEST AND MOST ALPINE AREA OF EMIGRANT BASIN, AS THE PHOTOGRAPHS SHOW.

THE EXISTING LOW-STANDARD ROAD IS MENTIONED AS A REASON FOR EXCLUSION. IT COSTS THE PROSPECTORS SEVERAL THOUSAND DOLLARS A YEAR TO KEEP THE ROAD OPEN NOW, FROM DEBRIS SLIDES AND THE LIKE. IF IT WERE CLOSED AND ABANDONED IT WOULD SOON APPEAR TO BE A LARGE TRAIL. EACH SUMMER, BEFORE THE TRUCKS COME IN IT IS COVERED ONLY WITH THE FOOTPRINTS OF PEOPLE, HORSES, AND DEER, AND THAT IS ABOUT WHAT IT LOOKS LIKE NOW.

THE MINER'S CABINS AND MILLS ARE CERTAINLY NON-CONFORMING USES OF WILDERNESS. THEY ARE MOSTLY EYESORES, WITH PLYWOOD SIDING AND ALUMINUM ROOFS, SURROUNDED BY JUNKYARDS OF USED AND BROKEN MINING EQUIPMENT, BROKEN BULLDOZERS AND OIL DRUMS. THEY SHOULD CERTAINLY BE CLEANED OUT AFTER THE PROSPECTORS HAVE AN OPPORTUNITY TO REMOVE ALL THE ORE IN SIGHT (WHICH THEY COULD EASILY DO BY 1984). THE FOREST SERVICE CABIN IN HORSE MEADOW AND THE SNOW SURVEY CABIN AT SUMMIT MEADOW ARE, IN MY OPINION, PERFECTLY CONFORMING STRUCTURES IN THE WILDERNESS AND SHOULD REMAIN. IN MY 15 YEARS OF

GEOLOGIC MAPPING FOR THE U.S. GEOLOGICAL SURVEY IN THE ALASKA RANGE, A MUCH MORE FORMIDABLE WILDERNESS THAN THE SIERRA NEVADA, WE WOULD FIND A PROSPECTORS OR TRAPPERS CABIN MADE OUT OF NATIVE MATERIALS ABOUT 10 MILES APART, AND NEVER THOUGHT THAT THE WILDERNESS EXPERIENCE WAS COMPROMISED BY OCCUPYING THEM DURING RAINY WEATHER.

FINALLY, I WOULD LIKE TO SAY A WORD ABOUT WHAT SOME STUDENTS AT BERKELEY AND I ARE DOING IN REGARD TO THE WILDERNESS DECISION. WE ARE INTERESTED IN ARRIVING AT A RATIONAL, QUANTITATIVE WAY OF MAKING THE DECISION, WHICH WILL MAKE IT SOCIETALLY ACCEPTABLE. OUR APPROACH IS TO EVALUATE THE LOSSES, AS BEST WE CAN, IN THE CHOICE, SAY, BETWEEN WILDERNESS AND MINERAL EXTRACTION.

WE DISCOVERED FIRST THAT THE DECISION IS HIGHLY ASYMMETRIC IN THREE WAYS:

(1) ONE DECISION, THAT TO MINE OR EXTRACT, IS IRREVERSIBLE IN PRINCIPLE; THE OTHER DECISION, TO KEEP IN WILDERNESS, IS ALWAYS REVERSIBLE IN PRINCIPLE. WHEN WE LOCK AWAY AN ORE DEPOSIT IN A WILDERNESS, WE DON'T LOSE IT, WE SIMPLY DEFER ITS EXPLOITATION. IT MAY BE DEFERRED INDEFINITELY, BUT NEVERTHELESS IT IS ALWAYS THERE IN CASE WE NEED IT.

(2) ONE DECISION, TO DEVELOP, HAS A HIGH OUTLAY COST; THE OTHER, TO LEAVE IN WILDERNESS, HAS A VERY LOW OUTLAY COST -- ONLY THE COST OF MANAGING THE WILDERNESS RECREATIONIST.

(3) THE MOST IMPORTANT ASYMMETRY IS THAT THE DECISION IS BETWEEN MEANS AND ENDS. GETTING ORE OR LUMBER OUT OF A WILDERNESS AREA IS SIMPLY A MEANS TO OTHER ENDS, THE ENDS SERVED BY THE LUMBER OR COPPER, SAY, AND CAN USUALLY BE READILY SUBSTITUTED. THE WILDERNESS RECREATIONAL EXPERIENCE, ON THE OTHER HAND, IS NOT READILY SUBSTITUTABLE, ONCE WILDERNESS AREAS ARE SATURATED, AS THEY WILL BE WITHIN A DECADE, BECAUSE IF A MAN WANTS TO SPEND HIS

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VACATION BACKPACKING IN A WILDERNESS, AND IS TURNED AWAY BECAUSE THE WILDERNESSES ARE FULL, HAVING TO SPEND HIS VACATION AT THE BEACH, WATCHING BASEBALL ON TV, OR EVEN GOING TO THE OPERA, IS NOT GOING TO BE A SATISFACTORY SUBSTITUTE. THE LOSS OF WILDERNESS RECREATION OPPORTUNITY WILL THEREFORE BE A REAL LOSS. AN ANALOGY WOULD BE THE LOSS OF ESTHETIC EXPERIENCE SUFFERED BY SOCIETY IF THE MONA LISA WERE TO BE DESTROYED. PEOPLE COULD STILL LOOK AT THE "MADONNA AND ST. ANNE OF THE ROCKS," ALSO BY LEONARDO, AND IN THE SAME ROOM OF THE LOUVRE, YET NEVERTHELESS WE RECOGNIZE THAT THE LOSS WOULD BE IMMENSE -- AND IT WOULD BE A LOSS OF ENDS, NOT MEANS. SIMILARLY WITH THE WILDERNESS, BECAUSE WILDERNESS EXPERIENCE, LIKE THE MONA LISA, IS UNIQUE.

THIS GIVES US A CLUE AS TO HOW TO ASSIGN THE RELATIVE VALUES. IN THE CASE FOR EXTRACTION OR DEVELOPMENT, SOCIETY'S LOSS IS THE MARGINAL COST OF OBTAINING THE SAME COMMODITY AT THE NEXT LEAST COSTLY SOURCE. ACCORDING TO ECONOMISTS, THIS MARGINAL COST IS USUALLY APPROXIMATED BY THE NET PROFIT. IN THE CASE OF EMIGRANT BASIN, THERE IS NO NET LOSS TO SOCIETY FROM NOT EXPLOITING THE TUNGSTEN, BECAUSE IT CANNOT NOW BE MINED AT A PROFIT.

AS FOR THE WILDERNESS LOSS, SHOULD WE DECIDE TO SACRIFICE THE WILDERNESS, THIS CAN BE APPROXIMATED BY THE OUTLAY COST IN MONEY AND TIME TO GET TO THE WILDERNESS, PLUS (AND THIS IS THE DEBATABLE POINT) THE SOCIETALLY DETERMINED VALUE OF THE TIME SPENT ENJOYING THE WILDERNESS EXPERIENCE. WE DECIDED THIS WOULD BE THE TIME IT IS AGREED ONE WOULD HAVE TO PAY THE VACATIONER TO WORK DURING HIS VACATION , OR TIME-AND-A-HALF. ON THIS BASIS, USING $10,000 ANNUAL INCOME FOR A FAMILY OF FOUR, WE CAME UP WITH A PRORATED WILDERNESS VALUE OF THE 6,000-ACRE EXCLUSION OF $94,000 PER YEAR, BASED ON 72,304 VISITOR-DAYS IN EMIGRANT BASIN IN 1972.

Grizzly Peak, on the crest of the Sierra, is principally volcanic andesite with some light-colored rhyolite exposed at its base. Emigrant Pass is the gap immediately to the left of Grizzly Peak. In the right background are peaks in Yosemite National Park—Tower Peak, Forsyth Peak, and Saurian Crest. Outcrops of granite in the foreground. All of the foreground is in the excluded area, and is vulnerable to development as long as a road remains.



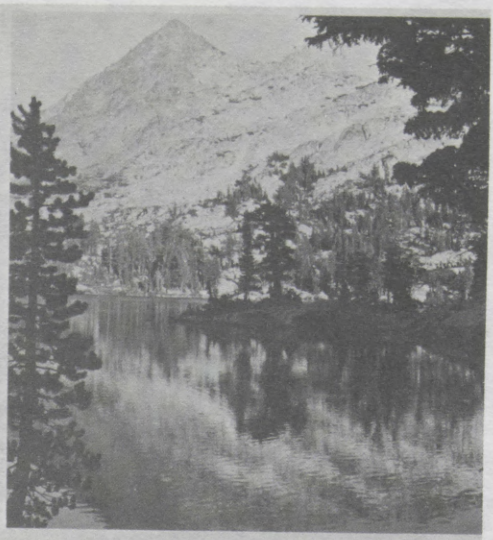
EMIGRANT BASIN

Harold Gilliam

Photographs by Clyde Wahrhaftig

EVEN that first day into Emigrant Basin, tired as we were after an unaccustomed six hours in the saddle and a five-mile hike, we experienced the deep sense of personal discovery that comes from entering a new Sierra environment. For a week we explored the region from a base at Maxwell Lake; hiked past lush mountain meadows; through parklike groves of hemlock, lodgepole and mountain pine; along the shores of shining glacial lakes; over ice-carved ridges—finding new corridors of mountain beauty, new meaning in unfamiliar rocks.

Most of us were familiar with the Yosemite country immediately south, with the gleaming granite domes and glacier-polished walls that caused John Muir to call the Sierra Nevada the "Range of Light." In Emigrant Basin we were also in a land of granite, but here it was set off by intervening ridges and valleys of darker rock that seemed more somber and austere. Our explorations were under the auspices of the University of California Extension Division, and our leaders were ecologist John Olmsted and geologist Clyde Wahrhaftig, who is making a geologic map of the basin. Wahrhaftig explained that the dark peaks and ridges around us were principally andesite, the remains of a series of volcanic mudflows that

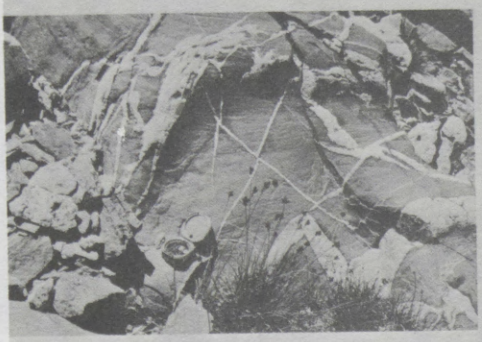




Black Bear Lake, above, is in the excluded area, at the base of a mountain of gabbro and granite. Also in the excluded area is Bigelow Lake, just a few hundred yards from the proposed Northern Yosemite Wilderness.



Map, right, shows location of the area suggested for exclusion from the Wilderness—6000 acres in the heart of the region. Below, one of the many geologic features of the excluded area—intersecting dikes of granite cutting a body of gabbro in a glaciated outcrop.



blanketed the northern Sierra five to twenty million years ago. Emigrant Basin is close to the southern limit of the main volcanic activity and a place of striking contrast between the granites and the volcanics.

Not all of the volcanics we saw were dark. Some were rhyolite, in the form of volcanic ash and almost as bright as the granite. The climax of our explorations came high on the Sierra crest at Emigrant Pass—a treeless moonscape where we could imagine the ghosts of the wagon trains passing by and listen to the sound of the wind flowing over barren rocks.

From time to time during the week we encountered other hiking parties, representing part of the basin's 100,000 visitor-days a year, a rate that is increasing about 25 per cent annually. We

An abandoned mining cabin, right, in the area. Far right, Horse Meadow, near the head of the east fork of Cherry Creek, occupies a glacier-carved valley. Along its north side is a small dirt road leading to some of the mining claims.



also came upon a crude dirt road that had been bulldozed in from Sonora Pass by would-be miners; and in one of the canyons we found some snow-crushed buildings and rusting machinery that had been left behind when the miners went broke. They had been looking for tungsten and had found a little—but not enough.

A few mining claims are still active, however, and therein lies the center of the controversy swirling through the region like a winter snowstorm. The basin is part of Stanislaus National Forest, which adjoins Yosemite National Park; and the Forest Service is proposing a 100,000-acre Emigrant Wilderness as part of the National Wilderness System—by law inviolate from all intrusions except hikers and pack animals. Together with the contemplated Northern Yosemite Wilderness and an extended Hoover Wilderness to the east, this would be the largest wilderness in Northern California. But chiefly owing to the road and the prospecting claims, the Forest Service in its proposal to Congress excludes some 6000 acres of prime scenic land in the heart of the region.

The Sierra Club and the Wilderness Society are opposing the exclusion, maintaining that nature, left alone, would turn the road into little more than a trail, but that miners or promoters could turn it into an access corridor for motorcycles, jeeps, cars, and perhaps commercial developments. If the 6000 acres were included in the Wilderness, no such developments would be permitted, but miners would still have ten years to get out their ore.

Hiking back to our roadhead at Kennedy Meadow at the end of the week, we pondered the future of this extraordinary basin and the hard conflict between mineral values and wilderness values—a symbol of the dilemma mankind faces in keeping this planet both economically productive and ecologically viable.



Senator HASKELL. Fine. Thank you. The Forest Service did say they were studying these other areas, but I see exactly where it is. Do you have any knowledge of your own of the extent of mineral activity in the exclusion?

Mr. EATON. Yes, sir, I was in there just last September. The mining activity has been very sporadic and it appears the people that make money off of this are the people that own the claims, not the ones that work it. Several companies have gone out of business work-

ing in there and Professor Wahraftig has some figures for the House committee and to my recollection the amount that had been spent on road construction and the mining operation exceeded that which they had recovered by a factor of 3 to 4.

Senator HASKELL. Were they actively engaged in mining last fall?

Mr. EATON. There were no signs of removal material. However, they had come in to do assessment work with bulldozers and had cleared some of the land.

Senator HASKELL. Thank you very much indeed, and thanks Ms. Billings and Mrs. Cobb. I appreciate your appearing here today.

Senator HASKELL. Mr. Gilbert D. Kulick.

STATEMENT OF GILBERT D. KULICK, ON BEHALF OF GEORGIA CONSERVANCY

Mr. KULICK. Thank you very much, Mr. Chairman. I have a very short statement to make.

My name is Gilbert Kulick and I have been authorized by the chairman of the board of the Georgia Conservancy—3376 Peachtree Street NE., Atlanta, Ga. 30326—to make the following statement on behalf of the Georgia Conservancy, an organization of more than 4,000 concerned Georgia citizens:

The Georgia Conservancy enthusiastically endorses the protection of Blackbeard Island by designating approximately 3,000 acres as wilderness.

The conservancy would like to suggest that the wording of the Senate bill be changed to that of H.R. 11310, the bill introduced by Representative Bo Ginn, in whose district the Blackbeard Island National Wildlife Refuge lies.

The Georgia Conservancy also heartily endorses wilderness designation of 4,218 acres of the Wolf Island National Wildlife Refuge as called for in S. 600.

Senator HASKELL. Thank you, sir. We appreciate your appearing here very much indeed.

The next witness is Mr. Gary Wakefield of Washington, D.C.

He is not here, then, we will hear our next witness, Mr. James Akers, chairman of the Brigantine Wilderness Task Force, Brigantine, N.J.

Mrs. COBB. He had to leave, unfortunately, Mr. Chairman, and he gave me a copy of his prepared statement.

Senator HASKELL. We will receive his statement and reproduce it in full in the record.

[The prepared statement of Mr. Akers follows:]

STATEMENT OF JAMES F. AKERS, CHAIRMAN, BRIGANTINE WILDERNESS TASK FORCE

Gentlemen, as chairman of the Brigantine Wilderness Task Force I am representing a coalition of 13 environmental groups (see attachment) which are interested in these proceedings.

We wish to reiterate here today that we support the Bureau of Sport Fisheries' proposal for 4250 acres but only as a bare minimum. We would be much more satisfied if the Subcommittee would accept the amendment sponsored by Senators Clifford Case and Harrison Williams for a total wilderness of 16,800 acres.

Unfortunately, the Wilderness Act is subject to a great deal of varying interpretation as to what constitutes wilderness in considering areas for inclusion in the National Wilderness Preservation System. Although the Wilderness Act of 1964 directed the study of every roadless area of 5,000 acres or more and every roadless island within the National Wildlife Refuge System the Bureau of Sport Fisheries has chosen to recommend only the island portions of the Brigantine Refuge. We suspect the Bureau took a "purist" look at the rest of the Refuge in excluding it from their final proposal. However, when one considers how little federal lands are available in the Eastern United States for consideration as wilderness from the purists point of view we regret that the Bureau could not have taken a more lenient viewpoint.

We submit, as we have in the past, that the fundamental spirit of the Wilderness Act should be applied to as much of the Brigantine Refuge as possible to preclude the encroachment of the advancing megalopolis. In a state as heavily populated as New Jersey and with only two areas eligible for wilderness consideration it is imperative to establish 16,800 acres of inviolate wilderness status. To consider less is to gamble with what little is left of our open lands.

ORGANIZATIONS REPRESENTING BRIGANTINE WILDERNESS TASK FORCE AND DELEGATES

Dery W. Bennett
American Littoral Society
Sandy Hook
Highlands, N.J. 07732
Robert Kaufman
Montclair Bird Club
98 Virginia Avenue
Clifton, N.J. 07015
Dr. Colin Beer
Institute of Animal Behavior
Rutgers University
101 Warren Street
Newark, N.J. 07102
Lydia B. Arden
County Conservation Council of Ocean County
847 Ocean View Drive
Toms River, N.J. 08753
N.J. Audubon Society
Mr. Maurice Chaillet
5 Fairway Drive
Toms River, N.J. 08753
John Williamson
Atlantic County Citizens Council on Environment
2 Old Turnpike Road
Pleasantville, N.J.
P. K. Hilliard
249 E. Park Avenue
Pleasantville, N.J. 08232
N.J. Federation of Sportsmens Clubs
W. Brooks Evert
Pine Barrens Conservationists
115 N. Lakeside Drive
Medford, N.J. 08055
Jean Fuschillo
Izaak Walton League
League of Womens Voters
2908 Wesley Avenue
Ocean City, N.J.
George Schindler
N.J. League for Conservation Legislation
267 South St.
New Providence, N.J.
Robert B. Litch
Federation of United Conservationists
P.O. box 24
Barnegat Light, N.J. 08006
Morton Cooper
Ocean County Nature and Conservation Society
380 Luane Avenue
Toms River, N.J. 08753
James F. Akers
209 S. 30th St.
Brigantine, N.J. 08203
Sierra Club, South N.J. Group
Hope, Cobb, Secretary of Task Force
45 Carson Road
Princeton, N.J. 08540
Sierra Club, N.J. Chapter
Dr. Kenneth Tompkins, Director of Task Force
Dean, Experimental Studies
Stockton State College
Pomona, N.J.

Senator HASKELL. Then, our next witness will be Mr. James Roberts, North Jersey Conservation Foundation.

STATEMENT OF JAMES ROBERTS, NORTH JERSEY CONSERVATION FOUNDATION

Mr. ROBERTS. Thank you, Mr. Chairman. I am James Roberts, assistant director of the North Jersey Conservation Foundation, a nonprofit foundation supported by its 1,400 members, with offices

in Morristown, N.J. The foundation is a service organization operating statewide in three major areas: acquiring open space for public purposes, environmental education, and providing professional assistance to local environmental commissions and other conservation groups.

I will submit my written statement for the record.

Senator HASKELL. It will be received in full.

Mr. ROBERTS. I will restrict my comments to one area of concern, concerning Brigantine Wilderness proposal with which we have had particular experience.

The foundation firmly supports the expanded wilderness plan provided for in Senate bill 777 for Brigantine Wildlife Refuge. There has been some feeling that the dredge spoils on Shad Island and the old ditches on the mainland marshes disqualify these areas for wilderness designation. There is some past experience to look to in the 3,750-acre-wilderness area of Great Swamp National Refuge in Morristown, N.J. It was the North Jersey Conservation Foundation's predecessor, the Great Swamp Committee, which acquired and donated the land in the early 1960's. When Congress established the wilderness area in 1968, it included certain intrusions in that wilderness area, including several houses. Although more serious than the existing intrusions in the expanded Brigantine proposal and although there has been only a short passage of time in the Great Swamp, the areas in the Great Swamp are well on their way to reverting to the wilderness character. Considering the rather superficial nature of the inclusion in Brigantine and the recovery efforts that are already underway, these areas can be expected to encompass a wilderness characteristic. Moreover, the wilderness plan in S. 777 would protect the entire ecosystem at Brigantine and would assure that this recovery is allowed to take place.

Thank you very much.

[The prepared statement of Mr. Roberts follows:]

STATEMENT OF JAMES ROBERTS, ASSISTANT DIRECTOR, NORTH JERSEY CONSERVATION FOUNDATION

Mr. Chairman, I am James Roberts, Assistant Director of the North Jersey Conservation Foundation, a non-profit foundation supported by its 1400 members, with offices in Morristown, New Jersey. The Foundation is a service organization operating state-wide in three major areas: acquiring open space for public purposes, environmental education, and providing professional assistance to local environmental commissions and other conservation groups.

The Foundation's predecessor, the Great Swamp Committee, acquired and donated to the Federal Government lands for the establishment of New Jersey's other National Wildlife Refuge, the Great Swamp National Wildlife Refuge in the early 1960's. Congress created a 3,750-acre Wilderness' Area in the Great Swamp in 1966.

New Jersey's rapid growth and large population has foreclosed all but two possibilities for Wilderness in the state. One of those, in the Great Swamp, has been established. The last is Brigantine. A strong Wilderness Area plan is needed for Brigantine to help protect it from the pressures of coastal development and demands for incompatible recreational uses. Therefore the Foundation firmly supports the expanded 16,800-acre Wilderness for Brigantine embodied in S. 777.

Addition of the mainland marshes and the Holgate Peninsula to the original 4,250-acre Bureau of Sport Fisheries and Wildlife proposal is needed for several reasons. The marshlands are not ecologically separable from Little Beach Island and its associated marshlands; indeed, the barrier beaches and mainland marshes make up the same estuarine ecosystem. Since Brigantine is that unique place on the New Jersey coast where this ecosystem has been best preserved, we believe

that Wilderness protection should not be limited to the barrier beach area. The new Wilderness Area should respect the pattern of the estuarine ecosystem and include the mainland marsh areas which qualify for Wilderness designation.

A comprehensive Wilderness unit is particularly important in Brigantine at this time, because rapid urbanization of the New Jersey coast can be expected to generate pressures for various types of intrusions. Wilderness will strengthen the Bureau's hand in protecting the Refuge from these threats. The demands of a growing population must be met, but we should keep in mind that one of those needs is for wilderness.

There has been some feeling that dredge spoils on Shad Island and old ditching on the mainland marshes disqualify these areas for Wilderness designation. In the Great Swamp, similar, yet more serious intrusions, including a surfaced road and houses existed in 1966 when Congress designated that Wilderness Area. Although only a relatively short time has passed, these impacted areas are well on the way to reverting to wilderness character. Considering the relatively superficial nature of the intrusions in Brigantine, and the recovery process which is already underway, these areas can be expected to recover their wilderness character. Wilderness status will assure that this recovery is allowed to take place.

The new Wilderness Area which would be created by the passage of S. 777 would preserve a unique example of the New Jersey coastal ecosystem which will become increasingly valuable to residents of the state in the future.

Senator HASKELL. Thank you very much indeed. We had someone say this morning on Brigantine that these mosquito ditches were cleared out with shovels and we had someone else say you moved in mechanized equipment to clear them out. Who was right?

Mr. ROBERTS. I am sorry, I don't know.

Mrs. COBB. I would like to speak to that, if I may?

Senator HASKELL. Yes, Mrs. Cobb. I wish you would, because this is clear contradiction.

Mr. ROBERTS. My information was that the latest work on those ditches was done 2 years ago, the majority of the ditches haven't been maintained for 20 years.

Senator HASKELL. Maybe Mrs. Cobb has more up-to-date information.

Mrs. COBB. Unfortunately, our mosquito control expert had to leave, but he has done quite a lot of research on this and he has had many long discussions with the County Mosquito Control Commission and most of the mosquito ditches that are there were dug during the 1920's and I have seen them and I can honestly say that they are substantially unnoticeable and there are whole areas to the south of Oyster Creek which comprises approximately three-fourths of the proposed wilderness, Brigantine, which never have been dug for mosquito ditching at all and the Mosquito Control Commission feels that this really has not been an effective means of controlling the mosquitos. They much prefer to do some restrained mosquito spraying with malthion, which, I believe, is their preferred pesticide at the moment.

Senator HASKELL. Thank you very much, Mrs. Cobb. We are going to ask the Governor of New Jersey if he has has any plans so maybe we will get further information.

Thank you, Mr. Roberts, very much indeed.

The hearing is now adjourned, but the record will stay open for 14 days, so if there are any further statements or information anybody desires to submit, mail them in to the committee.

[Whereupon, at 4:25 p.m. the hearing was adjourned.]

APPENDIX

[Under authority previously granted, the following statements and communications were ordered printed:]

MEMORANDUM FROM THE CHAIRMAN

Many persons have requested that their comments be made part of the printed record. Not all could be accommodated. This volume, however, contains a broad sampling from the mail we have received. We have tried to insure that all points of view have been included and that the weight of comments pro and con has been preserved. Those letters which were not reprinted here remain as part of the Committee's file and they, too, will be considered in our further work on the problems under study.

Over the past several weeks we have received a large number of letters from interested individuals and groups throughout the country, containing their opinion on the proposed bills to designate lands as wilderness.

STATEMENT

OF THE

AMERICAN NATIONAL CATTLEMEN'S ASSOCIATION

BEFORE THE

PUBLIC LANDS SUBCOMMITTEE

OF THE

SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE

MARCH 19, 1974

BY

C.W. McMILLAN

The American National Cattlemen's Association, spokesman for the beef cattle industry of the United States, appreciates this opportunity to submit a statement for the hearing record relative to the Subcommittee's proposal of new additions to the wilderness system.

The public ranges have long been important sources of forage for beef production which eventually provide the consuming public with a wholesome source of animal protein. This is predicated on the fact that livestock utilize a renewable natural resource by processing it into an end product for consumption by humans. It is estimated that each 10 to 20 lbs. of forage consumed by livestock ultimately represents an edible pound of red meat. The conversion of a renewable resource into high protein food is significant in terms of meeting a growing national and world demand for food. Feeding a hungry world is a challenge of unprecedented degrees and must be met with every effort available commensurate with sound management practices and an ever present concern for the wise use of our resources.

It is the concern of the domestic livestock industry that America needs a continuing source of food, fiber, and specifically beef. Much of the land owned and controlled by the Department of the Interior, Bureau of Sports, Fisheries, and Wildlife, has long been jointly used for wildlife and livestock production.

We recommend and strongly urge the Department to permit and encourage the production of beef, using modern production methods, on lands and refuges controlled by the Sports Fisheries and Wildlife. In most instances the dual uses are totally compatible.

In the event such uses are considered for termination or withdrawal, it should be clearly demonstrated that they are incompatible with the primary purpose.

The livestock industry further wishes to emphasize that many natural resources are tied to our public lands and as such we continue to support strongly the multiple use theory for the use of these lands. We believe that the formation of wilderness areas is important, however, the acres involved in these areas should be made as compatible as possible to the multiple use doctrine.

In conclusion, the livestock industry views unfavorably and with grave consequences any legislative proposal which would establish precedence seeking the termination of grazing in wilderness areas. In essence, we urge that Congress not adopt wilderness area legislation unless grazing is permitted as provided in the Wilderness Act of 1964. Bear in mind, that the public rangelands in the West provide approximately 127 billion megacalories of usable digestible energy annually. Approximately eleven megacalories of digestible energy are required to produce one pound of beef in the form of steer gain during the spring and summer from range forage. This same 127 billion megacalories of digestible energy produced on public rangelands is capable of producing 11.5 billion pounds of beef annually. This figure represents nearly 52% of the total beef presently consumed per capita in the United States.

This is highly significant when one considers the long range implications affecting the ultimate beneficiary, the American consumer.

Standard Oil Company of California
225 Bush Street, San Francisco, California 94120

L. T. Vice
Vice-President
1700 K Street, N.W.
Washington, D.C. 20006
202-296-4357

March 26, 1974

Honorable Floyd K. Haskell, Chairman
Senate Public Lands Subcommittee
United States Senate
Washington, D. C. 20510

Dear Senator Haskell:

Chevron Pipe Line Company, a wholly-owned subsidiary of Standard Oil Company of California, owns an oil pipeline that crosses the proposed Bosque del Apache Wilderness area described in S. 600, which was the subject of hearings before your subcommittee on March 19 and 20.

The attached statement by Chevron Pipe Line Company, dated March 21, 1974, describes the location and purposes of the pipeline and sets forth the basic requirements of access to the pipeline right-of-way.

Also included in the attached statement is a suggestion that consideration be given to excluding the right-of-way and the 1745 and 547.5 acre parcels westerly thereof (see maps attached to the statement) from the proposed wilderness.

Your consideration of the exclusion from the proposed wilderness of the area affected by the pipeline will be appreciated. If such exclusion is not adopted, we would appreciate your making whatever amendment may be required in the bill to preserve Chevron Pipe Line Company's rights of ingress and egress and to assure that the legislation will in no way prohibit or restrict maintenance of the pipeline.

We respectfully request that this letter and the attached Chevron Pipe Line Company statement be included in the printed hearings of your subcommittee.

Respectfully yours,

L. T. Vice

Attachment

Chevron

Chevron Pipeline Company
6501 Trowbridge, P. O. Box 20002, El Paso, TX 79998

W. W. NORDHEIM
MANAGER
SOUTHERN DIVISION

March 21, 1974

CHEVRON PIPE LINE COMPANY STATEMENT

Chevron Pipe Line Company, a wholly-owned subsidiary of the Standard Oil Company of California, owns and operates a six-inch common carrier products pipe line between El Paso, Texas and Albuquerque, New Mexico. The line delivers finished petroleum products to Chevron's terminal near Las Cruces and to several terminals in the Albuquerque area.

This common carrier line is the major source of petroleum products in the Albuquerque area. It supplies heating, diesel automotive and aviation fuels to the general public, power plants of the New Mexico Public Service Company, commercial airlines, the Santa Fe Railway Company's Belen Terminal, the Kirtland Air Force Base and other military installations near Albuquerque.

The line is an all welded steel line constructed in 1955 using X-42 line pipe. The pipe is treated, buried 36 inches deep and is under cathodic protection.

85 miles south of Albuquerque, near San Antonio, New Mexico, the line passes through the easterly portion of the Bosque Del Apache National Wildlife Refuge for a distance of approximately 12 miles on right-of-way acquired from the Bureau of Land Management. Most of the 12 miles of line lies near the westerly boundary of the proposed Little San Pasqual Wilderness Unit as indicated on the attached map.

Because of the rough terrain and very limited access to the line, routine surveillance of the line is by regular air patrols. To guide the pilot the line is marked by air patrol markers every two miles. To further identify the line additional signs (required by the Department of Transportation) mark the line between air patrol markers.

Routine maintenance requiring access along the line consists primarily of:

1. Maintaining the line markers and signs.

2. Investigating and correcting problems reported by the air patrol. Common items are washouts and wind eroded areas.

3. Annual cathodic protection surveys.

4. Hydrostatic testing the line every five years.

These problems require an estimated 8 to 10 trips into the area each year. Equipment normally consists of pickup truck or jeep with an occasional need for a small backhoe or dozer.

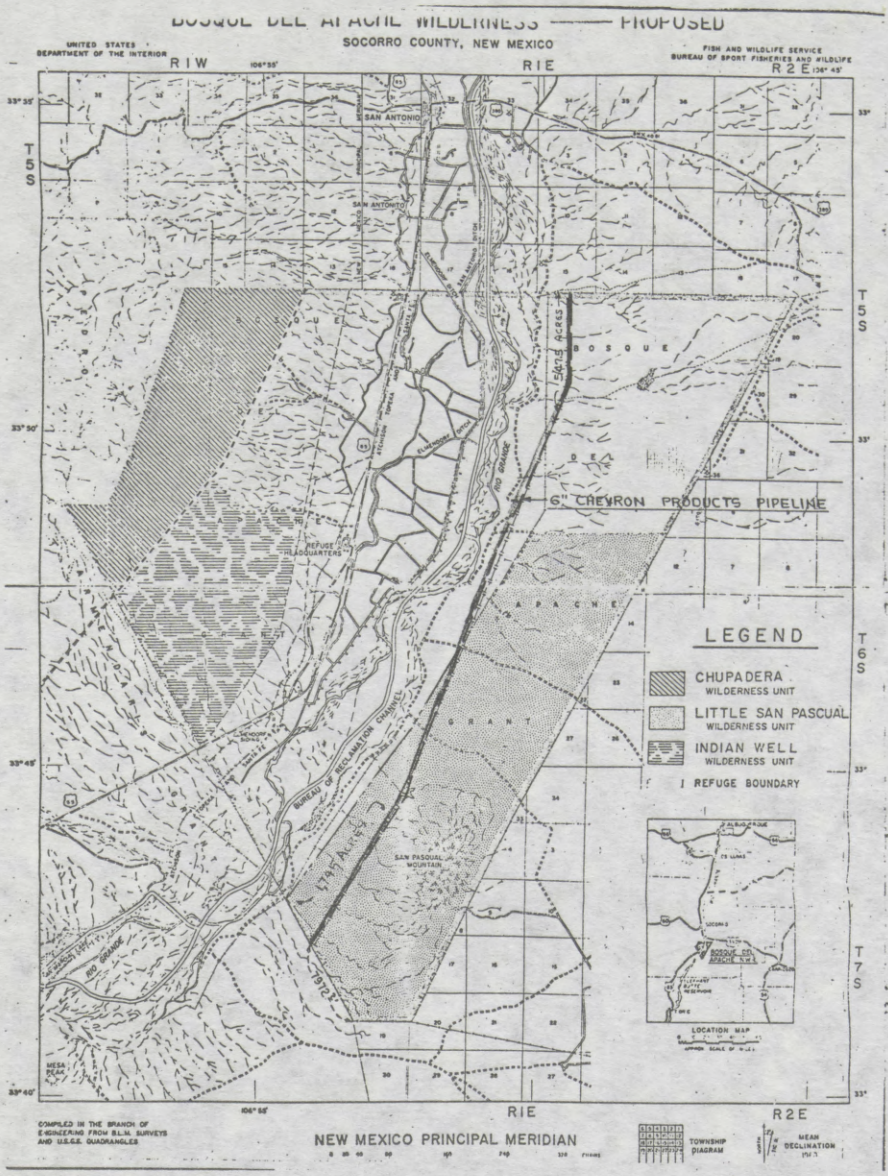
Our prime concern is to preserve our existing private rights of ingress and egress and to be assured that nothing in the proposed legislation will prohibit or restrict maintenance of the line.

To meet the growing demands for petroleum products in the Albuquerque area a parallel line is planned for the near future. From both an operational and an environmental view point it only seems logical that a second line should be adjacent to the existing facility.

We therefore suggest that serious consideration be given to excluding Chevron's right-of-way and the 1745 and 547.5 acre parcels westerly thereof (see above-mentioned map) from the proposed Wilderness so that access will be maintained without entry into the Wilderness Area.

W. W. NORDHEIM
Manager

WWN:b


BOSQUE DEL APACHE WILDERNESS — PROPOSED
SOCORRO COUNTY, NEW MEXICO
UNITED STATES DEPARTMENT OF THE INTERIOR
FISH AND WILDLIFE SERVICE BUREAU OF SPORT FISHERIES AND WILDLIFE
R1W
R1E
R2E
T5S
T6S
T7S
SAN ANTONIO
BOSQUE
APACHE
GRANT
6" CHEVRON PRODUCTS PIPELINE
REFUGE HEADQUARTERS
BUREAU OF RECLAMATION CHANNEL
RIO GRANDE
SAN PASQUAL MOUNTAIN
MESA PEAK
LEGEND
CHUPADERA WILDERNESS UNIT
LITTLE SAN PASCUAL WILDERNESS UNIT
INDIAN WELL WILDERNESS UNIT
REFUGE BOUNDARY
LOCATION MAP
COMPILED IN THE BRANCH OF ENGINEERING FROM B.L.M. SURVEYS AND U.S.G.S. QUADRANGLES
NEW MEXICO PRINCIPAL MERIDIAN
TOWNSHIP DIAGRAM
MEAN DECLINATION

30-249 O - 74 (Face p. 286) No. 19

BOSQUE DEL APACHE WILDERNESS —— PROPOSED

SOCORRO COUNTY, NEW MEXICO

UNITED STATES
DEPARTMENT OF THE INTERIOR

FISH AND WILDLIFE SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE

R1W 106°55' R1E R2E 106° 45'

T5S

5'

50'

45'

3°40'

SAN ANTONIO

SAN ANTONITO

NEW MEXICO PRINCIPAL MERIDIAN

ELMENDORF DITCH

SAN ANTONIO DITCH

ATCHISON TOPEKA AND SANTA FE

RIO GRANDE

15,429 ACRES

BOSQUE DEL APACHE

6" CHEVRON PRODUCTS PIPELINE

REFUGE HEADQUARTERS

GRANT

ELMENDORF SIDING

BUREAU OF RECLAMATION CHANNEL

17,754 ACRES

SAN PASQUAL MOUNTAIN

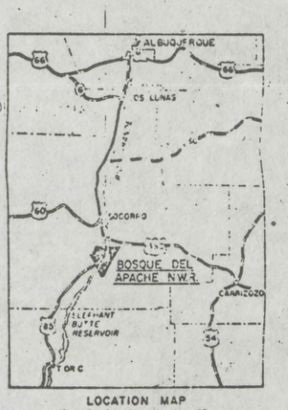
1972'

SAN MARCIAL LAKE

MESA PEAK

LEGEND

- CHUPADERA WILDERNESS UNIT
- LITTLE SAN PASCUAL WILDERNESS UNIT
- INDIAN WELL WILDERNESS UNIT
- REFUGE BOUNDARY



LOCATION MAP

APPROX. SCALE OF MILES

COMPILED IN THE BRANCH OF ENGINEERING FROM B.L.M. SURVEYS AND U.S.G.S. QUADRANGLES

NEW MEXICO PRINCIPAL MERIDIAN

0 20 50 80 160 240 320 CHAINS

TOWNSHIP DIAGRAM

MEAN DECLINATION 1960

SIERRA CLUB

NORTHEAST REGIONAL CONSERVATION COMMITTEE

TESTIMONY OF THE SIERRA CLUB ON S. 600

RE: SECTION 1, ITEM (9), PROPOSED "MOOSEHORN WILDERNESS (BARING UNIT)"

PRESENTED BY

ROGER MARSHALL, 33 LINNAEAN ST., CAMBRIDGE, MASS. 02138

Northeast Regional Conservation Chairman, Sierra Club

PRESENTED BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS,

SENATE INTERIOR COMMITTEE

March 19, 1974

For the past 6 years the Sierra Club has been actively interested in achieving Wilderness designation for part of the Baring Unit of the Moosehorn National Wildlife Refuge in Maine.

During this time the Club has grown from 40,000 to 143,000 members whose active interest in protecting our environment includes a dedication to preserving adequate examples of our public lands in an undeveloped, natural state under the Wilderness Act of 1964.

Although nearly one third of the Nation's population lives within one day's drive of the Northeast Region, only about 7% of the land base is in public ownership, as compared with 40% on the national level.

It is truly unfortunate that there are so few areas where the victims of our highly developed society can get away from the daily stresses imposed upon them and enjoy the physical exertion and mental relaxation afforded by the undeveloped, natural habitat provided by Wilderness.

It is also unfortunate that to date, since September 1964, when the Wilderness Act became Law, only 4122 acres have been added in New England to the National Wilderness Preservation System. Hopefully this record will be improved upon with the addition to the Moosehorn Wilderness as pro-

posed in S.600. In addition the Sierra Club has played a leadership role in promoting the areas in New England for Immediate Wilderness Designation and for Wilderness study in the White and Green Mountain National Forests as contained in S.316.

On April 12, 1967, nearly 6 years ago, I appeared at the field hearing held by the Bureau of Sport Fisheries and Wildlife relative to their proposal for Wilderness in the Edmunds Unit of the Moosehorn National Wildlife Refuge. At that time we proposed an additional 2500 acre Wilderness Unit in the Baring Unit of the Refuge, and after further onsite study and discussions with the Bureau personnel we revised our proposal to about 3300 acres. Although the Bureau substantially agreed with our suggestions, only the 2782 acre area in the Edmunds Unit was recommended by the President and ultimately designated Wilderness by the Congress.

On October 7, 1971, I once again appeared at the Bureau Field Hearing at Calais, Maine. This was on a proposed 5630 acre area in the Baring Unit, consisting of a 3600 acre area west of Headquarters Road (an augmented portion of our original proposal), with an additional area of about 2000 acres south of South Trail. The Bureau statement made no indication that they were proposing anything but a single, contiguous Wilderness Unit with the included portion of South Trail to be closed to all vehicles. At

the hearing we recommended the addition of the area of about 1000 acres east of Headquarters Road (which includes a delightful series of flowages), which we had recommended in our previous proposal.

The Hearing record clearly indicates three general groups of opinion:

a) The environmentalists/conservationists favored our expanded Wilderness proposal,

b) The local politicians had not been adequately briefed on the proposal and were not familiar with the concept of Wilderness,

c) The local snowmobile users were against any proposal which would close the South Trail to their use.

You have before you the December 1971 revision to the Bureau's proposal. It contains two units of Wilderness, which are east and west of Headquarters Road. The southern portion has been deleted from the proposal.

In our testimony before the House Interior Subcommittee on Public Lands on April 12, 1973, on HR.5422, the Sierra Club recommended that the area of about 2000 acres south of South Trail be restored to the Bureau's Wilderness Map, to create a Wilderness area of about 6630 acres.

Since at that time the Bureau's proposal was to keep Headquarters Road open for their interpretive, self driven tour, and for both Headquarters Road and South Trail to be used in winter by snow-mobilers, we recommended that for the present a three unit Wilderness be considered. In the House Committee Report

the proposal was revised to close Headquarters Road, however the Southern 2000 acres has not been added back. We support S.600 closing the Headquarters Road and would also recommend that South Border Road be closed to vehicular traffic, thereby creating a single Wilderness Unit of about 6600 acres.

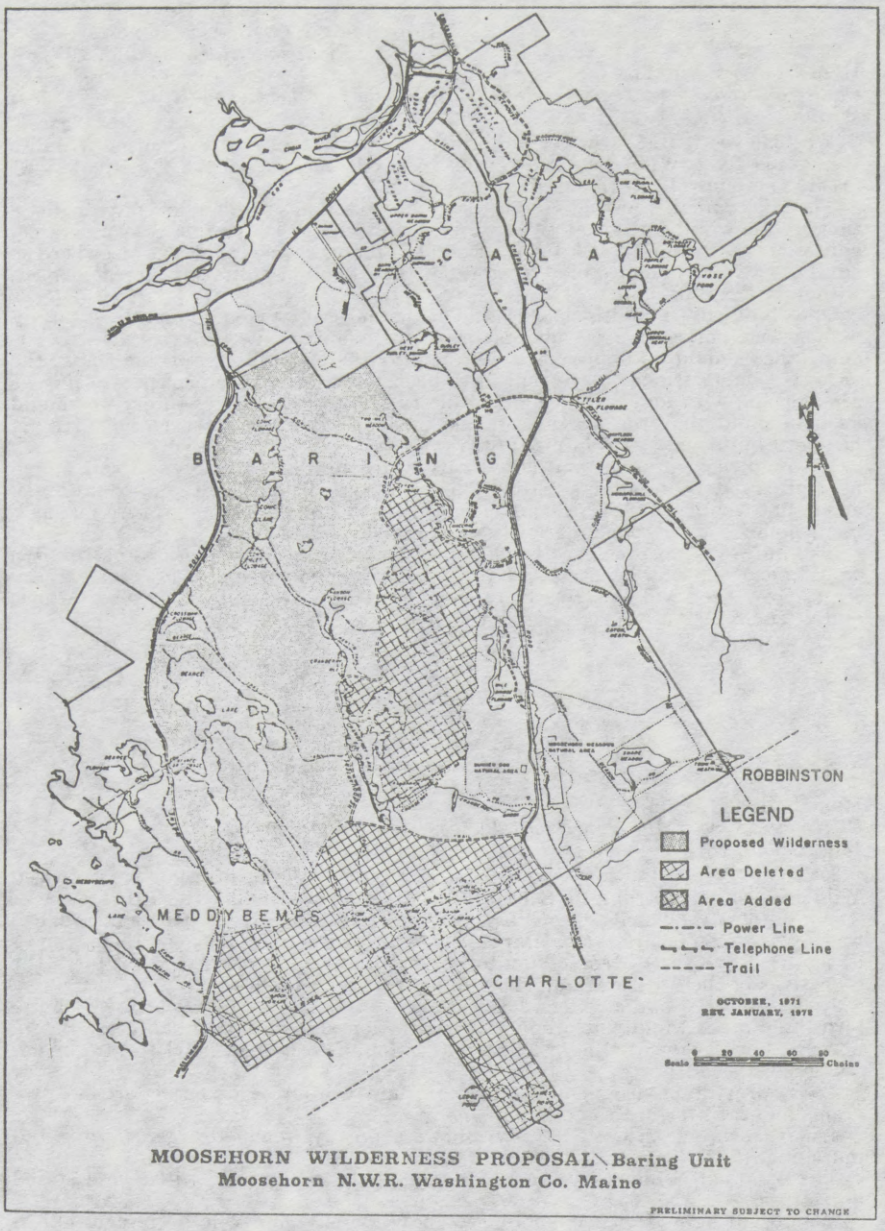
We recommend that you consider that the Moosehorn Refuge is the only Refuge in the Northeast Region which permits any snowmobiles, and these are limited to the Refuge's gravel "roads". It would be hoped that this activity could be phased out of this refuge too. The South Trail can be closed and a route can be negotiated using private lands outside the Refuge to replace the present east-west travel.

Since road maintenance is costly in itself, we recommend that by eliminating these two segments of road, the Refuge's public educational program could benefit through a simple reallocation of the road maintenance funds.

In conclusion, the Sierra Club has been interested in and active in all the steps leading to this hearing on item (9) of S.600, which would designate portions of the Baring Unit

of Moosehorn National Wildlife Refuge in Maine as Wilderness. In support of this important piece of legislation, we request that the Bureau's Map of January 1972 be amended to include about 2000 acres south of South Trail, in addition to the area of 4598 acres in the proposal.

Thank you for the opportunity to submit this testimony to you for this important hearing.



MOOSEHORN WILDERNESS PROPOSAL Baring Unit
Moosehorn N.W.R. Washington Co. Maine

PRELIMINARY SUBJECT TO CHANGE

SIERRA CLUB,
SOUTHERN NEW JERSEY GROUP,
Princeton, N.J., April 3, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee,
Washington, D.C.

We believe that it is important that 16,800 acres of the Brigantine Wildlife Refuge be given Wilderness protection. In particular, we believe that the largest feasible amount of salt marsh be so protected.

There is a great deal that is not known about these salt marshes, but the little that we know indicates that they are very important. They are a spawning area, and are an essential habitat for the young of many species that live elsewhere as adults. The salt marshes have performed this function efficiently, for ages past, without the aid of man.

One thing that is quite clear is that man can easily, even thoughtlessly, fully manage the entire area of salt marsh in this country. We believe that this circumstance should be approached with caution and humility. For one thing, the variety of management plans that have been suggested in the past prove that we are working with much less than full information. For another thing, we should keep in mind that the previous management, before the intervention of man, has been quite successful in many ways.

It would seem prudent and conservative to maintain some area of salt marsh in approximately its original state. This would greatly reduce the maximum disaster that would befall if an inadvertent error was made in some future management policy for the remainder of the salt marsh.

The only way to preserve this salt marsh is to give it Wilderness status. We would then expect that it would revert, slowly but surely, to its true natural state. Only then will this relatively small area be safe from man's temptations, and a true refuge of the salt marsh ecology.

Yours,

JOHN M. GREENE,
Chairman.

FEDERATION OF CONSERVATIONISTS,
UNITED SOCIETIES, INC.: (FOCUS),
Toms River, N.J., April 1, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands,Senate Interior Committee,
Washington, D.C.

DEAR SENATOR HASKELL: We enclose a report of the hearing on the proposed Wilderness area according to Senate Bill 777 and House Bill H.R. 7916.

We support the Senate Bill S. 777 and the House Bill H.R. 7916 as introduced by Congressman Charles W. Sandman. As we see no conflict between the purposes of these bills and the Master Plan for Brigantine, we are pleased to set forth the objectives of the Master Plan. These objectives are as follows:

1. To preserve and manage the wetlands environment for waterfowl, shorebirds, and other wildlife as production, migration and wintering habitat.
2. To perpetuate existing habitat that is found to be beneficial to rare or endangered species.
3. To provide environmental education and wildlife oriented recreation programs and facilities for the public.
4. To encourage scientific study and research by qualified organizations and individuals.

The enlarged Wilderness would be completely compatible with these stated objectives.

We do not agree that conflicts between Wilderness and wildlife refuges objectives are probable. There would be no change in the regulations of the wilderness from those of the Wildlife Refuge.

Fishing and hunting would be carried on exactly as they have been in the past—in strict accordance with federal and state game laws. The use of motor boats where they have have been extablished by usage would be permitted. Contrary to what many people believe, there is no statutory protection for wildlife refuges. Since they are public lands they are extremely vulnerable as cheap sites for highways, oil or gas drilling, pipe or transmission lines.

We do not approve of Mosquito ditching either. But when the Brigantine is under Federal statutory management the County Mosquito Commissions could be asked to cease and desist from further ditching. Since the directors of the Ocean and Burlington County Mosquito Commissions are well known conservationists, we would anticipate no difficulty in halting further ditching. In any case, mosquito ditching would present far fewer hazards to wildlife than serving as the site for the ground location of the on shore facilities such as transmission and pipe lines, material storage, employees dwellings, and countless other structures for the proposed nuclear power plants.

We call to your attention the fact that Public Service Corp. of New Jersey is presently building eight off shore nuclear plants in Florida to be floated to sites off the New Jersey Coast. The first of these is to be located within three miles of Little Egg Inlet. The on-shore facilities would most likely be sited within the Brigantine National Wildlife Refuge. Under Wilderness status for the 16,800 acres of the Wildlife acres, this would be prohibited.

The Brigantine Refuge would be continued under Wilderness status, with better protection than is now possible under the Refuge. Wilderness status for the entire Brigantine area would assure a permanent place of Activity and Awareness, of Boating and Bass, of Sailing and Surf, of Fishing and Flounders, of Clamming and Coves, of Photography and Plover, of Looking and Learning.

To others the Wilderness would continue without encroachment, as a place of Productivity and Purity, of Grass and Geese, of Salt marshes and Shovelers, of Bullrushes and Black Ducks.

And to some others it would be a place for Repose and Restoration, of Peace and Protection, of Sun and Sand, of Breezes and Beauty, of Time and Tranquility.

And to everyone the Brigantine Wilderness would continue to be a place which once lost is lost forever.

Sincerely,

ROBERT B. LITCH,
Executive Secretary.

NATIONAL WILDLIFE FEDERATION,
Washington, D.C., February 19, 1974.

H.R. 12884 and H.R. 12885—Designates Lands as Wilderness.—Rep. John Melcher (Mont.) and forty-nine colleagues. Wilderness areas are designated in the following national wildlife refuges; Chamisso National Wildlife Refuge, Alaska; National Key Deer Refuge, Great Heron National Wildlife Refuge, Key West National Wildlife Refuge, Florida; Chassahowitzka National Wildlife Refuge, Florida; Saint Marks National Wildlife Refuge, Florida; Wolf Island National Wildlife Refuge, Georgia; Breton National Wildlife Refuge, Louisiana; Moosehorn National Wildlife Refuge, Maine; Brigantine National Wildlife Refuge, New Jersey; Bosque del Apache National Wildlife Refuge, New Mexico; Chase Lake National Wildlife Refuge, North Dakota; West Sister Island National Wildlife Refuge, Ohio; and Cape Romain National Wildlife Refuge, South Carolina. In addition, Wilderness Areas were designated in the following national forests: approximately 11,900 acres in Cleveland National Forest, California, is designated as the Agua Tibia Wilderness; approximately 105,876 acres in the Stanislaus National Forest, California, is designated as the Emigrant Wilderness; and approximately 75,200 acres in the Flathead National Forest, Montana, is designated as the Mission Mountains Wilderness. Referred 2/19/74 to the Committee on Interior and Insular Affairs.

Several other issues were addressed during the subcommittee hearings, including the right of motorized travel on waterways in established wilderness areas, and the extent of management allowed within these wild areas.

In Mr. Bohlen's statement regarding the proposal for the Chassahowitzka Wilderness Area (Florida) he states that "much of the 16,900 acres of the recommended wilderness area is submerged lands acquired as part of the refuge. The submerged lands continue to remain undeveloped and pristine in character." Regarding the uses of the water surface Mr. Bohlen stated that "fishing, boating and hunting could continue . . ." At this point Sen. McClure asked what effect

this would have on the wilderness area, if usage of only non-motorized boats would limit utilization of the island, and what the present policy is regarding the usage of motorized vessels within wilderness areas. Mr. Bohlen said that he would try to locate this information and he would try to determine if an established policy existed, but that he knew of none.

Dr. John Grandy, Administrative Assistant of the National Parks and Conservation Association addressed the issue of management of Wilderness areas. Using the proposed Saint Marks Wilderness Area (Florida) as his example, Dr. Grandy noted that with the present construction of highways, cropfields, and with the present policy of fire fighting within those areas an essential element to the ecology of the wilderness areas would be eliminated. Mr. Grandy pointed out that in order to preserve this area as it is it might be necessary to introduce fire.

The proposed Brigantine Wilderness Area (N.J.) came under fire from many sources at the hearings, partially because it would be created from an already existing wildlife refuge, and partially because of the existence of mosquito control ditches. The Wildlife Management Institute expressed the belief that "to create wilderness areas where endangered species or wildlife populations would be degraded or destroyed is contrary to the fundamental purpose of the national wildlife refuge system". Concerning the proposed Brigantine Wilderness the Wildlife Management Institute said, "conflict between wilderness and refuge objectives on Brigantine are not only possible, they are very probable . . . in the wilderness designation proposed by S. 777 as amended." Mosquito control ditches presently maintained throughout the proposed Brigantine Wilderness raised the question of whether the influence on wildlife of these ditches was significant enough to restrict its qualification as a wilderness area. Dr. Grandy, who has worked in estuaries very similar to those of the Brigantine, stated that the effect of these ditches on both the drainage of the marshlands and mosquito control was at best nominal and that the taxpayers of the local communities should re-examine the expenditure of funds for mosquito ditch maintenance.

N. H. WINTER,
President.

WORLD-OF-ROCKHOUNDS ASSOCIATION, INC.,
Artesia, Calif., March 8, 1974.

Hon. FLOYD K. HASKELL,
Chairman, Public Lands Subcommittee of the Senate Interior and Insular Affairs Committee, Washington, D.C.

DEAR SENATOR HASKELL: The matter of additional wilderness was discussed on February 3, 1974 by the Executive Committee of the World-of-Rockhounds Association, formerly known as the Western Rockhound Association. I was asked to respond in behalf of our Association for the record of proceedings:

No new additions to the Wilderness System should be authorized by Congress, and the Wilderness Act of 1964, P.L. 88–577, should be terminated. Too much land has already been devoted to the exclusive use of too few people.

The Wilderness concept has been utilized for the benefit of a narrow selfish minority of hikers, backpackers, horseback riders and ecocentrics . . . not more than one-half of one percent of the population . . . only those who have the physical stamina or the time or affluence to withstand the rigors of this type of activity. The Wilderness classification has dispossessed the general public from access to or use of it's public land heritage. Furthermore, the Wilderness classification has deprived the nation of its resources such as mineral production and forest products. It has robbed the 2,000,000 people who pursue the rockhound hobby, from collecting rock, mineral and fossil specimens on hundreds of known collecting sites on the millions of acres already dedicated to Wilderness.

Enough is enough . . . and we have had enough Wilderness!

Another thing. The President of the United States on down through the public land administrative bureaus . . . even certain Congressmen, seem to have conspired with environmentalists and ecologists to mislead the general public into believing that in Wilderness the public will find recreation opportunity. What they fail to mention is that the purpose of Wilderness is to restore a *natural ecosystem without man;* and that vehicular access within a wilderness is forbidden.

The Policy of the Western Rockhound Association agrees that Wilderness is "a necessary part of our environmental and ecological heritage", but our Directors and Member do *not* agree that *not* much land should be devoted to this locked-up non productive classification.

Preservation groups in the West are exhibiting a new eagerness to claim for Wilderness millions of acres of land that has been mined, logged or roaded or otherwise essential to general recreation use. These are areas which are obviously too "trammeled" in the language of the 1964 Wilderness Act, yet they are being proposed anyway. Why?

The Executive/Administrative branch of government has cooperated with environmentalists in every possible way in both the designation of land for Wilderness and in the management of land not yet designated by Congress. The term "road" for instance, has been defined as applying *only to maintained roads*, more particularly, state, county and municipal roads. Criteria has been developed by the land Management Agencies which now qualifies for Wilderness additional millions of acres. This criteria deliberately overlooks past and current uses of these areas by man . . . and takes no consideration of potential uses.

An example of crass indifference to Congressional intent as well as to public need, is the National Park Service. It has gone to the trouble of *rewriting* the mandate of Congress which established Yellowstone National Park in 1872 "dedicated and set apart as a public park or pleasuring-ground for the benefit and enjoyment of the people." "The original purpose must be translated in terms of contempory connotations," the Park Service says; "as such it should read:" "To perpetuate the natural ecosystems within the park in as near pristine conditions as possible for their inspirational, educational, cultural, and scientific values for this and future generations."

Thus, concludes the Park Service, "establishing the basic framework for the unique land-use policy embodied within the present National Park System." Using this as its *new* mandate, the Park Service is phasing out the use of automobiles within the park system and is recommending as much as 95% of its vast acreages in some parks to be designated as Wilderness! Surely, Congress did *not* intend that less than *2 percent* of the U.S. population would be beneficiaries of this National Park Service interpretation of its purpose.

Lost sight of entirely is that Forest Service Lands were originally set apart by acts of Congress in 1891 and 1897, for the use of the people and to provide for the nation a continuing yield of timber, water, recreation and other products; and to protect them from flagrant commercial abuses. The percentage of Forest Service Lands now dedicated to Wilderness and/or operated as Wilderness, ranges from 5% in the State of Nevada, 13% in California, 20% in Washington, and on up through the various western states, to a high of over 40% in Wyoming! At a time when the nation must make a more careful use of its available natural resources, we'd like to know *who* is masterminding this narrow wilderness NO–USE concept and *why*.

The lobbies in Washington D.C., who provide so much in the way of campaign funds and advice to Congressmen and to the bureaucracy, do *not* represent the people or the public interest; these lobbies represent their own self-interest. The Sierra Club, Friends of the Earth, the Wilderness Society, the National Wildlife Federation, for example, do *not* represent the World-of-Rockhounds. In our contact with other organized outdoor recreations, we have yet to find where these conservation/preservation lobbies represent any of their membership either.

Unfortunately, none of the organized outdoor recreations including our own, maintains a lobby in Washington, D.C. And it seems evident that the views of the millions of people we collectively represent, are not given serious consideration by the members of Congress or the Administrative Bureaucracies. In a letter dated September 27, 1973, five organized recreations (in California) joined forces in a request for a Congressional *Fact-Finding-Mission* to come to the west coast and to consult with the leadership of each of our groups; hear our grievances and recommendations on a wide variety of public land use issues (including wilderness).

This letter was addressed to *each* member of Interior and Insular Affairs Committee of *both* houses of Congress. *A copy was sent to you, Senator Haskell.*

To date we have not had a single acknowledgement of this reasonable request for representation in matters that concern the recreational use of public lands. Why?

This gives us cause for concern that the institution of a government of, by and for the people has failed.

CONCLUSION

No new additions to the Wilderness System should be authorized by Congress. Instead Congress should evaluate what has already been dedicated for Wilderness and *conclude* this program. The World-of-Rockhounds Association feels strongly that environmentalists do not speak for the majority of the people.

In lieu of the Wilderness Classification, our Association would look favorable upon a new Congressional classification which would permit selective development of resources, limit commercialization particularly in the recreation field, permit vehicular access on primative roads and trails, and retain the primative character of the landscape.

Sincerely yours,

ALFRED H. KRAMM,
For the Executive Committee.

CONSERVATION SOCIETY OF LONG BEACH ISLAND,
Barnegat Light, N.J., March 18, 1974.

Hon. FLOYD HASKELL,
Chairman, Senate Interior Committee,
Senate Office Building, Washington, D.C.

DEAR MR. HASKELL: On behalf of the Long Beach Island Conservation Society, I would like to heartily endorse the proposals now before you to extend a wilderness designation to the Brigantine Wildlife Refuge. This refuge is an extremely important one along this coast, and it is of utmost importance that it be given the fullest possible protection. The New Jersey Coast has been given over to housing tracts and other projects with astounding rapidity, very little attention has usually been paid to the environment, and this refuge should be accorded an appropriate status as soon as possible.

Very truly yours,

A. JEROME WALNUT,
President.

FEDERATION OF CONSERVATIONISTS,
UNITED SOCIETIES, INC.,
Barnegat Light, N.J., March 19, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: We submit the following statement in favor of S–777, the wilderness proposal for 16,800 acres for the Brigantine Wild Life Refuge, and ask that this be part of the hearing record.

New Jersey is one of the most densely populated states in the nation. This creates a special need for wilderness areas to which New Jersey residents, and many from other states, can escape from overcrowding and urban sprawl. At present New Jersey has less than six square miles of wilderness other than the Brigantine, the Great Swamp area, 150 miles from Brigantine. Along the entire East Coast there is no other area qualified for wilderness designation, between Florida and Massachusetts.

As this Committee knows, the Wildlife Refuge designation now carried by the Brigantine, has no regulatory protection. This allows for encroachment by various developments, such as pipelines, power lines, boat docks and wharves, and the various shore based facilities to be required by the proposed off-shore deep water oil ports. As population expands the pressures will increase, causing more and more pollution and more and more destruction of the Brigantine Wildlife Refuge. Only under the protection of wilderness designation can this destruction be halted.

We therefore extend our heartfelt approval of S–777, together with the concurrent House Bill, H.R.–7196, as introduced by Congressman Charles W. Sandman, Jr.

As stated by the Bureau of Sport Fisheries and Wildlife, relative to the proposed small (4250 acres) "Wilderness designation will provide legislative assurance that natural ecological processes will continue to prevail and, that the area's wildlife, educational and research values will be preserved for the enjoyment of mankind in perpetuity." This statement is just as valid for the 16,800 acres called for under S–777 and H.R.–7196.

Sincerely,

ROBERT B. LITCH,
Executive Secretary.

TOWNSHIP OF LONG BEACH,
Ocean County, N.J., March 26, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR MR. HASKELL: Please be advised that I am requesting that this letter be included in the hearing record.

Since we are members of the National Audubon Society we would be obliged if you would introduce a bill in the House which would add another 12,500 acres to the Brigantine Wilderness Area. A House bill has already been enacted which put only 4,250 acres of Brigantine into the wilderness system. We need more!

Very truly yours,

CHARLES GOODMAN, *Mayor.*

MONTCLAIR BIRD CLUB,
Montclair, N.J., March 19, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR: The citizens of New Jersey know very well that our State is the most densely populated and most industrially impacted in the country. Also that we have first the problems of environmental degradation and will experience first the results of their neglect.

The hearings on S. 777, the wilderness proposal for Brigantine, co-sponsored by Senators Case and Williams, are of great interest to us. We earnestly hope that the area to be designated as wilderness will amount to the 16,800 acres proposed in that bill. Brigantine is perhaps the last area which might be included under the Wilderness Act and the state badly needs it. We would then only have two such areas!

The Montclair Bird Club, comprising over 200 members of Montclair and surrounding areas, travels at least three times yearly as a club to the Brigantine area and also innumerable times as individual members. So do countless others.

We earnestly hope your committee will make a strongly favorable report on S. 777 as drafted.

Please make this letter part of the official record of your hearing.

Respectfully yours,

FREDERICK A. ALLIS,
Chairman, Environmental Committee.

NEW JERSEY AUDUBON SOCIETY,
Franklin Lakes, N.J., March 19, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands,
Senate Interior Committee, Senate Office Building,
Washington, D.C.

DEAR SENATOR HASKELL: As a statewide Audubon Society whose members and guests make frequent and extensive visits to the Brigantine National Wildlife Refuge, we wish to inform you of our hope for the passage of S777 the wilderness proposal co-sponsored by Senators Clifford P. Case and Harrison A. Williams.

During our visits to Brigantine we have met and talked with people from many other states throughout the country, and from this we sense the truly national import which the protection afforded by wilderness status would give to this vitally needed natural area.

You have heard the testimony given by Hope Cobb of the New Jersey Chapter of the Sierra Club. New Jersey Audubon Society is in complete agreement with all the statements given therein, and we respectfully request that our accord with that testimony be made part of the hearing record.

Sincerely yours,

NORMAN C. FISHER,
Executive Director.

OCEAN NATURE AND CONSERVATION SOCIETY,
Toms River, N.J., March 20, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands,
Senate Interior Committee, Senate Office Building,
Washington, D.C.

DEAR SIR: The attached resolution was unanimously adopted at the March 19, 1974 meeting of Ocean Nature & Conservation Society and is forwarded to you for your information and support.

Yours very truly,

HELEN W. WATT,
Secretary.

Whereas several members of Ocean Nature & Conservation Society have served on the Brigantine Wilderness study task force and, in that capacity have visited, studied and explored much of the territory proposed for Wilderness status under Senate Bill No. S–777, and

Whereas the 500 member Ocean Nature & Conservation Society strongly supports the Brigantine Wilderness Proposal to protect 16,800 acres of the Refuge by having it declared a National Wilderness, and

Whereas the previously introduced and passed House Bill put only 4250 acres of Brigantine Wildlife Refuge into the Wilderness systems, Now Therefore Be It *Resolved*, That Ocean Nature & Conservation Society's strong support for Senate Bill S–777 designating 16,800 acres of Brigantine Wildlife Refuge as National Wilderness, be entered into the hearing record on that bill, and

Be It Further *Resolved* That the Honorable Charles Sandman be urged to introduce a bill in the House that would add another 12,500 acres to the previously passed House bill, bringing it up to the acreage of the Senate bill, and

Be It Further *Resolved* That copies of this resolution be sent to The Honorable Floyd Haskell, Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

And to The Honorable Charles Sandman, House Office Building, Washington, D.C.

And to The Honorable Edwin Forsythe, House Office Building, Washington, D.C.

PINE BARREN CONSERVATIONISTS,
Medford, N.J., March 14, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR: We, the Pine Barren Conservationists—a citizen group, strongly urge your committee to support the proposal to approve the 16,500 acre area as a National Wilderness instead of the 4,500 acre area indicated in the House version of the legislation.

I am also a member of the New Jersey Natural Lands Trust and another State agency, the Pinelands Environmental Council which has land-use review jurisdiction over 350,000 acreas of the New Jersey Pine Barrens which border on the Brigantine Refuge. While I cannot speak officially for these organizations at this time, I believe that I can safely state that the majority, if not all, of these organizations also support the proposal.

Sincerely yours,

W. BROOKS EVERT.

THE AMERICAN NATURE STUDY SOCIETY,
April 1, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SIR: The American Nature Study Society would like to have the following statement made a part of the hearing record on the Case Williams Bill, S777, for the Brigantine Wilderness Proposal.

This refuge is an oasis in the great megalopolis of the eastern seaboard and offers an escape to the natural world for many persons not only in New Jersey but from neighboring states as well. Encroachment of this area by real estate and/or com-

mercial interests will destroy one of the few remaining wild areas of the region, and increase the burden that the environment already carries. This would be a double loss in view of the fact that as a refuge the area now contributes cleaner air, better air circulation, a higher water table and other environmental plusses to the surrounding urban centers.

Many American Nature Study Society members from areas far beyond New Jersey, Delaware, and Pennsylvania have cause to be particularly interested in this refuge since they spent a most enjoyable day in December 1962 at the time of the American Association for the Advancement of Science conference in Philadelphia, tramping through this wilderness area, observing birds and other wildlife and studying interrelationships; and were delighted by the opportunity afforded by the refuge for people from metropolitan centers to get away from congestion and tune in to a wild area.

Very truly yours,

HELEN ROSS RUSSELL,
President.

MORRIS HIGHLANDS AUDUBON SOCIETY,
Denville, N.J., April 9, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: The Morris Highlands Audubon Society, representing over six hundred environmentally concerned citizens in the central Morris County area of New Jersey, respectfully request that our reasons for supporting Senate Bill S777, Brigantine Wilderness Proposal, as stated below, be made a part of the hearing record.

We are vitally concerned about the shortage of wilderness areas in our home State, as we fully recognize and subscribe to the scientific, recreational, health, educational and aesthetic need for such areas.

In particular, we consider Brigantine to be admirably suited for wilderness area protection due to its enviable position on the Atlantic avian flyway and its ability to recharge our coastal fisheries while simultaneously nurturing our endangered wildlife.

We believe that man can and must learn to live in harmony and ecological balance with his environment. To do this however, he must be willing to sacrifice some of the gifts of nature which he previously considered to be free for the taking but now finds to be very costly in terms of limiting his own life support.

Although the assignment of wilderness protection to 16,800 acres at Brigantine is a very small relinquishment of the privileges many of our citizens have considered theirs for the taking, it is beginning to bring back a common sense approach to land use in our very heavily populated State.

We urge the early passage of S777.

Very Sincerely Yours,

KENSLEY ROBERT THOMPSON,
For the Board of Directors.

GLOUCESTER COUNTY NATURE CLUB,
Wenonah, N.J., April 12, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: The Executive Committee of the Gloucester County Nature Club has requested that I put this Club on record as being vitally concerned that Senate Bill S777 be acted upon favorably by your committee.

My wife and I have traveled in all the lower 48 States visiting National Parks and Wildlife Refuges from Florida to Oregon and Washington State. We consider Brigantine Refuge to be the finest and most interesting refuge in the East, and most certainly so in the Northeast. Because Brigantine is within 1 to 3 hours drive of the principal cities of the metropolitan Northeast it has great recreational as well as educational value. In addition, its well-being is vital to the preservation of a host of wildlife species including many species of marine life for which it is a vital breeding and nursery area.

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Brigantine Refuge is outstanding in meeting the objectives of the Wilderness Act of 1964. It is now or never in extending Wilderness Protection to Brigantine Refuge. The construction of an off-shore nuclear power plant would destroy much of the natural resources which give Brigantine its charm and beauty and which enables it to qualify as a Wilderness Area.

Please, we urge you to do everything in your power to give your wholehearted support to Senate Bill S 777.

Very truly yours,

W. R. MIDDLETON, *Chairman.*

HOUSATONIC AUDUBON SOCIETY,
Sharon, Conn., April 5, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR: The Housatonic Audubon Society with a membership of some 1500 people concerned with the environment and the conservation of our natural resources urge the passage of S777, the Wilderness Proposal for Brigantine Wildlife Refuge, co-sponsored by Senators Clifford P. Case and Harrison A. Williams. Our Society conducts regular field trips to this unique sanctuary.

Brigantine Wildlife Refuge is a vital stop-over for migratory birds on the Atlantic flyway, one of the few remaining in this area of the mid-Atlantic. Its tidal marshes provide essential breeding grounds for marine life and at this time when our fisheries are being depleted by overfishing of foreign fleets it would be unthinkable that we fail to protect the source of renewal.

Wilderness status would greatly increase the protection of the area against commercial intrusion, dumping, dredging and other destructive procedures not now prohibited for sanctuaries and wildlife refuges.

We should like to have our opinion as expressed in this letter entered into the official records of the hearings.

Yours truly,

ARMAND M. OPPENHEIMER,
Conservation Committee Chairman.

COMMONWEALTH BANK OF METUCHEN,
Metuchen, N.J., April 5, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR MR. HASKELL: A copy of the proposed Senate Bill S777, has just been brought to my attention. May I state that I am one of many who will probably be writing to you, in complete support of this bill.

This added protection to our shoreline is so very important to our marine life in the Atlantic Coastal Zone.

My family and I support Senators Case and Williams, and yourself, in this document.

Very truly yours,

GEORGE W. JONES,
Ass't. Vice President.

UTAH STATE UNIVERSITY,
Logan, Utah, March 20, 1974.

Hon. FLOYD K. HASKELL,
Chairman, Subcommittee on Public Lands, Committee on Interior and Insular Affairs, U.S. Senate, Washington, D.C.

DEAR SENATOR HASKELL: I am writing to you concerning Hearings on Wilderness and Scenic Rivers; and I would gratefully appreciate it very much if you would kindly please send me the following Hearings (when they are published):

1. S. 29, S. 110, S. 111, S. 216, S. 331, S. 332, S. 600, S. 777, S. 601, and S. 3020: Hearings on bills designating additional areas to be classified as Wilderness Areas under the Wilderness Act of 1964. These bills include the Lone Peak Area in Utah; the Emigrant Wilderness Area in California; and other areas in the East.

2. S. 30, S. 449, S. 2319: Bills related to Amending the Wild and Scenic Rivers Act of 1968 by designating a portion of the Colorado River, in Utah and Colorado for potential components of the National Wild and Scenic Rivers System.

Senator Haskell, for your reference, I am currently in the process of compiling an extensive project and study on Wilderness: Its Management; Its Administration; and Its Legislation. Depending on the extent and degree of financial assistance I am able to acquire, I expect this project will take me 2 or more years to complete. I expect this project and study will be the most detailed and comprehensive one ever to be compiled on Wilderness.

These hearings that I will be receiving from you will be used toward the completion of this project; and it is very essential that I receive them. Your interest and and assistance in helping me in this project and to its completion will be appreciated. I expect to be writing and visiting you in the future, and arrangements will be made for dates and times.

Yours truly,

EDWARD O. LOGAN, JR.,
Consultant.

EXECUTIVE COUNCIL OF THE NEW JERSEY JUNIOR LEAGUES,
Short Hills, N.J. January 18, 1974.

Hon. FLOYD HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR HASKELL: In reference to Senator Clifford Case's bill S. 777, designating certain lands in the Brigantine National Wildlife Refuge, Atlantic, Burlington, Ocean Counties, New Jersey, as wilderness, we strongly urge you to support the bill.

After extensive research of the Brigantine Wildlife Refuge, we find the proposed land invaluable to all New Jersey citizens and to visitors in our state, therefore necessitating wilderness status to ensure its protection.

Very truly yours,

MARGARET M. CLUTHE, *Chairman.*

LOCUST, N.J., *March 14, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

SIR. I write about the Brigantine Wilderness Area bill, S–777. Brigantine has, I believe, the only wilderness area remaining in New Jersey; comment enough on the need to preserve the area, if we can add to it, we must.

While aware that I as a member of the public am not allowed access to wilderness areas, I am happy knowing they are there and are large enough to support breeding populations of animals.

Last night on the news my husband and I heard about the fallow deer in a New York zoo that were beaten by someone who climbed into their paddock. I would hate to think of a future in which the only non-domesticated animals were those in zoos. Let us set aside some land for them.

Sincerely,

DOLORES A. SWENSSON.

ABESCON, N.J., *March 17, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: I wish to strongly urge that your subcommittee report favorably on Senate Bill S777 providing Wilderness designation to the 16,800 acres (approx.) of the Brigantine Wildlife Refuge.

As a student of nature at the refuge for a number of years, I have considered this to be a basically unchanged natural environment. As a physician I have urged many of my patients to use this area to help them get away from the pressures generated by our modern society and regain their perspective. It is in this area that we most need the preservation of the refuge in its pristine state.

The obvious importance of such areas as a nursery for many of our commercially important seafoods has been well documented previously. The great need for people to have an undisturbed area such as this while not yet as well documented, is of just as great importance in my opinion.

I again urge your strong support for this bill and request that this letter be included in the hearing record.

Yours truly,

EDGAR C. BRISTOW, 3rd, M.D.

BRICK TOWN, N.J., *March 18, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR: As a resident of Ocean County in the state of New Jersey, I strongly urge your support of Bill S777 introduced in July of 1973 by our New Jersey Senators Case and Williams. This bill will protect, under the Wilderness Act of 1964, 16,800 acres in Brigantine, New Jersey. I have learned that there is no statutory protection for wildlife refuges except under the Wilderness Act which makes the passage of this bill most urgent.

As a citizen of New Jersey, I have spent many hours of my time, freely given, to further conservation measures to protect our small state from the ever present threat of loss of its resources. I live in the northern portion of the Barnegat Bay Area where we have lost 75% of our wetlands to housing development. It is imperative that our small state with its huge spreading population retain as much open space as can be saved.

I have spoken personally, by phone, to our Congressman Charles Sandman and he has assured me of his concern regarding this fragile and priceless area. I hope he will follow thru his concern with the introduction of a bill in the House which will increase the acreage from 4,250 to 16,800 acres.

It appears to me, in spite of valiant efforts to curb development, that New Jersey is headed toward tremendous industrialization. Wildlife refuges are and will be most necessary, not only to wildlife but to the people of our small state as places where we can escape to commune with nature and its maker.

Sincerely yours,

Mrs. WILFRED ARMITAGE.

CLINTON, N.J., *March 20, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: Please make this part of the official hearing record. A few days ago I wrote your committee in support of S777. Since that time I have read Senator Case' recent testimony before your committee and realize I did not specify that my support is for the version as amended by Senators Case and Williams. I wish this to be clear as regards my statement. Thank you.

Sincerely yours,

HERMIA LECHNER.

CRANFORD, N.J., *March 20, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: This letter is in support of Bill S777. I hope it isn't too late, for I wish this made part of the hearing record.

New Jersey is one of the most urbanized states in the Union. With a deficit of land for open space and recreation needs, we cannot allow precious and preservable tracts of wilderness to suffer from public neglect and the exploitation of private interests.

For this reason, the Brigantine Wildlife Refuge bill introduced by Senators Case and Williams would, if enacted, serve as a most viable front against the exploitive properties of high density and massive urbanization. Please support Bill S777 and see that it reaches the floor of the Senate.

Sincerely,

STEPHEN H. RYDER.

LAKEWOOD, N.J., *March 20, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR MR. HASKELL: For 2 years I was a teacher in the Margate, New Jersey schools before going "up" to Atlantic City High School where I taught American History for ten years. The pupils there were really seriously interested in the facet of conservation. During the seventeen years I lived in Ventnor, friends and pupils accompanied me to the Brigantine Wildlife Reservation on a regular basis. I can vouch from experience that it is a healing balm for all who have ever visited it.

There were times when the number of visitors was so heavy that the traffic was bumper to bumper. At other times—odd hours—there were visitors from all over the world—with telescopic lens, etc. One day, a vistior from Germany was quite irate when he saw a hunter from neighboring fields shoot at bucks bound for the Brigantine waters. He raved at the short-sightedness of having such a small area for such an ideal place of refuge.

Please do something constructive about "S777" while it is still possible to add to this wonderful area.

Sincerely yours,

MRS. FERN HAFER.

PLEASANTVILLE, N.J., *March 27, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

HONORABLE FLOYD HASKELL: Please make this statement on S777, the 16,800 acre wilderness proposal for Brigantine Wildlife Refuge co-sponsored by Senators Clifford P. Case and Harrison A. Williams, a part of the hearing record.

As a lifelong native of this area, I can truly appreciate the Brigantine Wildlife Refuge as being the last unspoiled bit of natural marshland on the Northeastern coast of the United States. How can we measure the importance of maintaining this unspoiled speck of earth when we fail to realize how vital the Brigantine-Wildlife Refuge actually is? The Brigantine Wildlife Refuge houses many vanishing species of birds, fish and other necessary members of our ecological family. These species all serve their roles as part of the food chain and life cycle which consequently results in the support of man's existence. In other words, we, as well as the birds and fish, need the Brigantine Wildlife Refuge to remain a wilderness.

As chairman of the Sub-Committee on public lands, I am confident that you realize the fact that as the wilderness vanishes so will man himself. This is our only and last chance to give a small part of New Jersey a wilderness status; we are depending on you! Thank you.

Sincerely,

JOHN A. DEMARIO.

HADDON HEIGHTS, N.J., *March 25, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SIR: I am writing in support of S. 777, the 16,800 acre wilderness proposal for Brigantine Wildlife Refuge. Having watched the rapid urbanization of Southern New Jersey, I feel a great urgency to protect some of the remaining open spaces.

The Brigantine Wildlife Refuge is a unique area and has attracted many of my friends from other States. Many people from other areas of the country have the image of New Jersey as one large area of concrete and asphalt. Certainly areas like the Pine Barrens and Brigantine are desparately needed by the country's most urban State.

I strongly urge you and the committee to support this bill.

Sincerely,

VINCENT J. MENNA, M.D.

MAHWAH, N.J., *March 25, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: This letter is in reference to S. 777, which would create a 16,800 acre Wilderness Area out of the Brigantine Wildlife Refuge. I would like this letter to be made a part of the hearing record on this matter.

First, I think that it is obvious that New Jersey, as the Nations' most densely populated State, desparately needs to preserve its remaining open lands inviolate. Only as a Wilderness Area, under the federal system, could Brigantine have the full protection which it needs. Without this protection, even as a wildlife refuge, it can be bisected by highways, pipe lines and electric transmission lines; only wilderness status can prevent such an occurence. Such a status would also preserve this area for continued recreational use, such as hunting and fishing.

In addition, wilderness status would also promote the protection of the wildlife in Brigantine. The exclusion of "modern" development—oil wells, pipe lines, etc.—will promote the stability of the area's ecology. The area is, of course, essential to several species of birds on the east coast, including the Atlantic Brant and ospreys.

Thank you for your attention.

Very truly yours,

GEORGE COTZ.

SUMMIT, N.J., *March 25, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: Please include this letter in the hearing record for S777.

I urge your support of S777 which will authorize a 16,800 acre Brigantine Wilderness Area in southern New Jersey. New Jersey's shores are being used and abused for the alleged benefit of man alone. This benefit must not be so commercially circumscribed as to exclude the "benefits" derived from leaving some areas alone to be as they have been, where one may see things other than cars and roads and buildings. This vista is all too rare in New Jersey and the proposed 16,800 acre Brigantine Wilderness will reserve a small portion of this, the most urban state, for future generations of people and many birds, who really have a prior claim anyway.

I have visited Brigantine and have perceived what unique characteristics it possesses. Whatever is done to the area by intrusion of the works of man will only harm it. Let us never say we are so needy that we must destroy beauty.

Sincerely,

WALTER G. WELLS.

CITIZENS' CONSERVATION COUNCIL OF OCEAN COUNTY

RESOLUTION

Whereas the Citizens' Conservation Council of Ocean County is represented on the Brigantine Wilderness study task force and, in that capacity has visited, studied and explored much of the territory proposed for Wilderness status under Senate Bill) S–777, and

Whereas the 7,000 member Citizens' Conservation Council strongly supports the Brigantine Wilderness Proposal to protect 16,800 acres of the Refuge by having it declared a National Wilderness, and

Whereas the previously introduced and passed House Bill put only 4,250 acres of Brigantine Wildlife Refuge into the Wilderness systems, NOW THEREFORE

Be It Resolved That the Citizens' Conservation Council's strong support for Senate Bill S–777 designating 16,800 acres of Brigantine Wildlife Refuge as National Wilderness, be entered into the hearing record on that bill, and

Be It Further Resolved That the Honorable Charles Sandman be urged to introduce a bill in the House that would add another 12,500 acres to the previously passed House bill, bringing it up to the acreage of the Senate Bill, and

Be It Further Resolved That copies of this resolution be sent to the Honorable Floyd Haskell, Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

And to the Honorable Charles Sandman, House Office Building, Washington, D.C.

And to the Honorable James Howard, House Office Building, Washington, D.C.

And to the Honorable Edwin Forsythe, House Office Building, Washington, D.C.

And to the Honorable Clifford Case, Senate Office Building, Washington, D.C.

And to the Honorable Harrison Williams, Senate Office Building, Washington, D.C.

Unanimously adopted March 28, 1974.

EAST HANOVER, N.J., *March 28, 1974.*

DEAR SENATOR HASKELL: I am writing this letter in support of the Case-Williams bill, S777, which is the 16,800 acre wilderness proposal for Brigantine National Wildlife Refuge in New Jersey.

As a teacher of science in our public schools I daily instruct children about nature and its interrelationships. As a citizen of New Jersey I sometimes find it difficult to find places where these interrelationships can be found in a state approaching the natural. In Brigantine NWR I have found one of those places. The opportunity for observation of wildlife in this increasingly rare coastal marsh habitat is an experience one likes to repeat over and over.

In a state so urbanized, as in New Jersey, I think we would be remiss if we did not set aside, while we have the chance, this parcel of land for study and enjoyment. New Jersey is quite well developed commercially. This piece of property can be protected without harming our economy. I therefore would urge passage of bill S777.

Thank you.

Sincerely,

THOMAS B. HALLIWELL.

CRANBURY, N.J., *March 30, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR MR. HASKELL: On behalf of the almost 300 members of the Trenton Naturalist Club, I am writing to tell you that we fully support the Brigantine Wilderness Proposal, Senate Bill S777.

As active naturalists, our members have many occasions to appreciate the importance of the Brigantine Wildlife Refuge as a habitat for thousands of birds and mammals. We are also constantly made aware of the rapidly diminishing seashore and marshland in New Jersey which remain for wildlife and for the fulfillment and enjoyment which these natural areas provide to us. For a State overpopulated as this one is, the protection which S777 would provide for the entire Brigantine Refuge is vital. Moreover, preservation of the salt marshes for shellfish and as a spawning ground for fish is of great importance to citizens beyond our State.

We urge you to support the provisions of S777 which make nearly 17,000 acres of the Brigantine Wildlife Refuge part of the national wilderness. We would appreciate your adding this statement of the Club's position to the hearing record.

Sincerely yours,

MARTHA M. TAYLOR,
Conservation Chairman, Trenton Naturalist Club.

UPPER MONTCLAIR, N.J., *April 1, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: We wish to express our support for Senate Bill S777, the 16,000-acre Brigantine Wilderness Proposal. We believe it is essential to protect this area from any industrial or commercial intrusion including roads, trans-

mission lines, or oil and gas drilling. We understand such protection is not afforded a wildlife refuge. Of greatest concern is the preservation of this unique habitat which supports many species of wildlife, including several which are endangered.

A densely populated state such as New Jersey is in special need of preserving its few remaining natural areas. The Brigantine Wildlife Refuge is the only remaining land in New Jersey which is eligible for wilderness classification. We cannot afford to pass up this opportunity to preserve this area in its natural state forever.

Please see that this letter becomes part of the hearing record on S777. Thank you.

Sincerely,

JOHN M. MACDONALD
SANDRA L. MACDONALD.

WEBER ENGINEERING CO., INC.,
East Orange, N.J., April 1, 1974.

Re S 777

Mr. FLOYD HASKELL,
Chairman, Senate Subcommittee on Public Funds, Senate Office Building, Washington, D.C.

GENTLEMEN: I strongly urge you to act favorably for passage of the subject bil to insure the safety of the wildlife refuge area in Brigantine.

Too much land has gone down the drain irrevocably, to permit the continued desolation of our natural areas.

Your committee must make itself heard loud and clear as defending the rights of our citizens to preserve this refuge area.

Very truly yours,

HENRY WEBER,
President.

COLLINGSWOOD, N.J., *April 2, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR MR. HASKELL: Please make this statement on S777, the 16,800 acre wilderness proposal for Brigantine Wildlife Refuge a part of the hearing record.

I support a large wilderness proposal for Brigantine. I am new to the bird watching game but more and more I find that I not only like it but I need it to restore me from the tensions of the rest of the civilized world. Everyone who has a need like this should have a place to go and in New Jersey, south Jersey anyway, the seashore is it. In fact, Brigantine is so unique that people come from many other states to see birds there. I consider myself fortunate to live on the Atlantic Flyway in the immediate vicinity of a refuge like Brigantine, especially during migration season. I would consider it a great loss to have this refuge disturbed with transmission lines and thermal effluent from Public Service. PE already has the west coast of New Jersey tied up for the Salem nuclear plant. Why do they have to have both the coasts? At least one of them should be left for the people who live here. There should be one place where we can go worth visiting that is not a tourist trap and is free from commerical intrusions. New Jersey needs to give this special place wilderness protection to preserve it for everyone.

Sincerely yours,

SUZANNE C. DOBBINS.

BERGENFIELD, N.J., *April 1, 1974.*

Hon. FLOYD HASKELL,
Chairman, Senate Subcommittee on Public Lands,
Washington, D.C.

DEAR SENATOR HASKELL: I've read that federal bill S777 to designate Brigantine, N.J. a wilderness is coming up for vote on April. This is supposed to make it "forever safe from tampering." I sincerely hope the bill will be passed and that the "forever safe" will really be assured.

One is never sure, what with greedy developers and people who give no thought to even trying to maintain a balance of life; people who don't understand the value even to human beings by keeping places for animal life, plant life, and spaces for people to breathe and commune with nature as it was meant for us to do. Pretty soon, if things are not watched and secured, New Jersey will no longer be the Garden State but the Cement State. Encroaching on farmland and wildlife is serious business.

They are even trying to change Allison Park, atop the Palisades, into a highrise apartment jungle. Mr. Allison left that lovely place in his Will "in perpetuity" but some of his descendants, not in the blood line but through marriage, are trying to break his Will.

The more I hear and see of people like developers, the Army Corps of Engineers and other careless people, the more I am unconcerned for them, but am 100% concerned for animal and plant life. In Europe they know how to care for animals, but people here have made this beautiful country a nation of nutty experimenters and poisoners with pesticides; straightening out beautiful curving brooks, cutting down trees, only to cause damage to the countryside and the people who live nearby—plus the terrible expense.

So please do all in your power to pass this bill and I will keep working for all wildlife and nature in my small way.

Most sincerely,

CARYL N. DEMAREST

NEW BRUNSWICK, N.J., *March 30, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SIR: I request that the statement on S777, the 16,800 acre wilderness proposed for Brigantine Wildlife Refuge be made part of the hearing record. My reasons for supporting this proposal are both personal and general.

For some years I have enjoyed visiting Brigantine regularly and during all seasons and derived enormous pleasure and instruction watching and studying the wildlife that inhabits the area. As a permanent resident, wintering species or migrant visitor, the refuge is essential to all kinds of animals. People can observe this marvelous show and appreciate the important balance between habitat and occupants.

Those interested in bird wildlife do have the most fun and everyone benefits. But the fisherman and the hunters all benefit. Wonderfully, the more it is used, the more it prospers because careful supervision provides habitat and regulates the harvest of fish and game. People of all ages and from all over the country, especially the eastern seaboard States, come to Brigantine. It even has an international reputation because it is such a vital part of the Atlantic Flyway for migrating marsh birds, raptors and waterfowl.

However, it is essential that the whole 16,800 acres should be included in the wilderness proposal. To be adequate and self-perpetuating the area must be large enough to protect the wildlife from damage and interference to the whole, well-balanced ecosystem. The wildlife cannot be confined to limited man-made-boundaries. It will naturally use neighboring habitat which may be suitable, and be exposed to danger of encroachment by developments and industrial areas. When the ecological unit is large enough, there is protection to the system. The 16,800 acre proposal will not encroach upon any currently developed areas but will serve to protect the refuge effectively.

The public can continue to use the facility which will support more use of it by all the people for entertainment, study, hunting, fishing and for preservation of its flora and fauna for generations to come.

Respectfully submitted,

JOSEPH F. SANDELLA.

NEW PROVIDENCE, N.J., *April 2, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: I would like to have the following entered into the hearing record concerning S777, the Brigantine wilderness bill:

The entire northeast, and especially New Jersey, is starved for wilderness. As a frequent leader of outings, I have taken groups of people into some of the region's most scenic areas, only the scenery is now tarnished. Everywhere one sees vandalized nature, from motorbikes scarring the fragile forest floor of the Pine Barrens to garbage dumps and uprooted vegetation in the heart of the State's northern woods.

The State of New Jersey has no form of statutory wilderness protection, as does New York, Maine, Michigan, Maryland, and other states. Hopefully some day this will be changed. But in the mean time all the protected wilderness we have is a few thousand acres of national wilderness in the Great Swamp.

In the mean time, too, the population of New Jersey continues to increase, at a rate of about 100,000 per year, and every year about 25,000 acres of open space are lost to development. At an average of 980 people per square mile, the population density, aside from being the highest in the U.S., is twice that of India, four times that of mainland China, and eight times that of Florida and California.

Surely we must now save the remaining wilderness in N.J. or we never will. We should be able to have a few places where, as the late Tom Ritter of Belvidere, N.J., said, "A man can take his children and be able to say, 'This was the way it was in the days of the Indians.' "

For the above reasons I plead for a large, 16,800-acre wilderness area in Brigantine. To quote Tom Ritter again, "We need such places . . . as yardsticks to measure man's folly against the wisdom and sanity of creation."

Sincerely,

G. E. SCHINDLER, Jr.,
League for Conservation Legislation.

LITCHFIELD HILLS AUDUBON SOCIETY,
Morris, Conn., April 2, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SIR: The Litchfield Hills Audubon Society, Litchfield County, Connecticut, at a regular meeting on April 1st, voted unanimously to endorse the proposals made in the Senate bill S. 777 for designating the Brigantine Wildlife Refuge a Wilderness Area, and request that this endorsement be made a part of the hearing record.

Many members of the Society have enjoyed and profited from visits to the Refuge. We recognize it as a unique and irreplaceable asset, not only for pleasure and education but for support of the entire life chain.

Very truly yours,

ELEANOR W. TOWNSEND,
Secretary.

DOVER, N.J., *April 3, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

SIR: This is to express my support for the Case-Williams Brigantine Wilderness proposal bill, S. 777.

Because New Jersey is so lacking in Wilderness and that Brigantine is in close proximity to high density population areas, it would be desirable that the Wildlife Refuge be given Wilderness protection in order to prevent public and commercial intrusion, thus preserving its present condition.

I request that this be included in the hearing record.

Respectfully,

EUGENE E. GRAF.

PASSAIC, N.J., *April 6, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR MR. HASKELL: The energy shortage has caused many to forget that other serious shortages affecting our lives may develop if we neglect to protect our total environment. We should not be panicked into short-sighted measures.

Much still needs to be known before a nuclear power plant should be allowed off-shore. There are problems admittedly not yet solved satisfactorily in constructing and operating nuclear power plants. Because of the difficulty in disposing of radio-active waste safely, nuclear power plants may not even be the answer to our problem.

Senate Bill S777 introduced in July 1973 by Senators Clifford P. Case and Harrison A. Williams would help to safe-guard at least a small part of our environment. I do hope this bill will be well supported and that you will add your vote for it in the afirmative.

Please include this letter in the hearing record.

Yours truly,

Mrs. J. R. Adams.

Forked River, N.J., *April 8, 1974.*

Hon. Floyd Haskell,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

Dear Senator Haskell: I wish to go on record urging strong support for passage of S777 placing part of Brigantine Wildlife Refuge under the protection of the Wilderness Act.

This is not only desirable as protection for the environment but for its effect on the economy as well. Have you followed statistics on our declining fishing industry?

Very truly yours,

R. W. Deemer.

Garden Club of Fair Haven,
Red Bank, N.J., April 8, 1974.

Hon. Floyd Haskell,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

Dear Senator Haskell: The Garden Club of Fair Haven, N.J. wishes to go on record in support of the Case-Williams bill (Senate Bill S777).

The Brigantine Wildlife Refuge is an endeavor that should be protected in every possible way. Groups from all over the east travel to see the thousands of birds which use the refuge. Commercial intrusions at Brigantine would be unthinkable to all who are the least but conservation minded. Our members recognize New Jersey's special need for wilderness and without prompt action, we feel, one of our most natural environmental refuges will be overrun.

Please make our statement on S777 a part of the hearing record.

Sincerely yours,

Mrs J. G. Patton,
Corresponding Secretary.

Paramus, N.J., *April 9, 1974.*

Hon. Floyd Haskell,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

Dear Senator Haskell: We respectfully request that this letter be made part of the hearing record on S777, the 16,800-acre wilderness proposal for Brigatine Wildlife Refuge.

We urge support of the Case-Williams bill for a large wilderness proposal for Brigantine. Residents of the Northeast have access to few natural areas. When we visit Brigantine, as we often do, we renew our contact with the natural world that has too often been obliterated by unthinking commercial development. We visit many wildlife refuges throughout the country, but Brigantine always seems to be a special jewel in our crown, because it is part fo our home state and there is so little left in which to find peace, and because of the extraordinary richness of bird and other animal life that we often see there.

There is so much consolation and so much for our children to learn from Brigantine. We must protect it. Please support S777.

Very truly yours,

Howard T. Maier
Adeline J. Maier.

THE GARDEN CLUB OF TOMS RIVER,
Toms River, N.J., April 9, 1974.

Hon. FLOYD HASKELL,
Subcommittee on Public Lands,
Washington, D.C.

DEAR SIR: Members of the Toms River Garden Club live nearby the Brigantine Wildlife Refuge and by frequent visits have been impressed by what is accomplished there. It is particularly thrilling to visit there during the migration of birds in the Spring and Fall seasons. Thus the members of the garden club unanimously support Senate Bill S777, the Brigantine Wilderness Proposal.

The Garden Club of Toms River requests, therefore, that this statement be made part of the hearing record.

Very truly yours,

RUTH BLOECKER,
Corresponding Secretary.

CRANFORD, N.J., *April 10, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: I strongly urge that the Bill S777, which provides for a 16,800 acre wilderness status for the Brigantine Wildlife Refuge, receive the unanimous support of the Senate Interior Committee.

This valuable sanctuary needs the protection of "wilderness status". The New Jersey shore has been badly damaged over the years, and the pressure for continued development is intense.

Brigantine is the only naturalistic area remaining in that section of the Atlantic shore which can be permanently protected as a fine wildlife habitat through your positive action. It is an important segment of the Atlantic migratory flyway, particularly for geese and ducks. It supports up to 80 percent of the total Atlantic Brant population.

New Jersey needs additional areas, such as "The Great Swamp" in Morris County, which are permanently protected by wilderness designation. New Jersey needs them critically.

Please place this letter in the official record of the Senate Interior Committee on this matter.

Sincerely yours,

DENTON S. LAYMAN.

PRINCETON, N.J., *April 10, 1974.*

DEAR SENATOR HASKELL: I am studying Biology at Princeton University and value Brigantine Wildlife Refuge a sa place where I can observe birds and animals, where many birds and animals live in protection. I consider Brigantine and other similar areas as essential for the continuation of many species of birds.

I would like to express my concern over the proposed nuclear plant that Public Service Electric & Gas would like to build offshore. This would endanger the wildlife of the area greatly.

I wish to express my support for Bill S777. It's an intelligent and worthwhile proposal that would reduce the vulnerability of Brigantine. I know that I speak for many people here in Princeton and at the University. Here in the biology department Brigantine is regarded as the finest wildlife refuge in New Jersey for birdwatching.

I would be grateful if this letter could be included in the hearing record. I urge you to consider this bill carefully and I hope very much that you will support it.

Thank you,

CATHARINE WATSON.

DUMONT, N.J., *April 10, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SIR: Senators Clifford P. Case and Harrison A. Williams are to be commended for sponsoring the U.S. Senate Bill S–777—Brigantine Wilderness. To give Brigantine National Wildlife Refuge a Wilderness Area status is imperative for its survival. As a National Wildlife Refuge it is open to very harmful invasion.

We have been greatly disturbed by the fact that a fee is no longer required for entrance to the Refuge. It also disturbs us that no longer is there a staff on duty during the week-ends, when there is the greatest influx of people.

The lack of a full time staff and an entrance fee is an open invitation for irresponsible individuals who have no respect for public lands or its inhabitants, our precious fauna and flora.

We have long felt that all our refuges need to be supervised by authorized personnel at all times to stop the illegal acts, the horrendous destruction and the disturbance of our wildlife and the senseless littering of these areas.

We realize more funds would be required for such intensive supervision and we strongly feel such funds should be forthcoming. As dedicated conservationists and birders, in particular we feel we should be required to pay to pursue our hobby just as the hunters and fishermen do now. In fact, we would welcome such a fee, it would provide the additional funds needed and it would give us a voice in the management of wildlife refuges. The voices heard in these matters now are almost solely the voices of the hunters and fishermen, whose primary concern is the harvesting of species. Our non-game species need more protection than they now receive and we, the birders, should be the first to come to their aid. We have expressed our concern more than once to various organizations to which we belong. We are members of the National Audubon, New Jersey Audubon, Florida Audubon and the Bergen County Audubon Societies. We also are members of the American Birding Association and the Palisades Association.

We would appreciate it if our officials gave this serious consideration. We feel we are not alone in desiring to pay for the privilege of pursuing our hobby. After all if additional funds are not provided for our public lands our hobby is at stake.

You must realize by now that there is a growing number of individuals who are not interested in harvesting our wildlife but are interested in protecting and preserving our flora and fauna for its aesthetic values and for the enjoyment of our future generations.

This growing number of individuals are the birders, the botanists, the scientists, the naturalists, the wildlife photographers, the hikers and most fortunately the new generation which is growing more concerned about their environment.

We sincerely hope Brigantine National Wildlife Refuge will be given a Wilderness Area status through the concerted efforts of our elected officials. We appreciate this opportunity to express our opinions on matters which are vitally important to us.

Very Truly Yours,

NELLIE A. SULTON.
MORSE A. SULTON

CONVENT, N.J., *April 11, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: As a concerned citizen may I urge you, as Chairman of the Subcommittee on Public Lands to steer S777 through the Senate to a successful conclusion? Sponsored by our New Jersey Senators—Clifford P. Case and Harrison A. Williams, S777 proposes to set aside 16,800 acres of the Brigantine National Wildlife Refuge as a Wilderness Area. This would protect the wilderness area from commercial encroachment or any other destructive force. This legislation assures the 16,800 acres of forever remaining a precious wilderness area. Once destroyed—16,800 acres of virgin land are forever destroyed. We are losing some of our irreplaceable wilderness areas every day. Don't let this Brigantine wilderness area be tragically and irreparably lost.

Please try and preserve for your children as well as mine, this Brigantine Wilderness as a national heritage—a joy and a thing of beauty forever. May these comments be included as part of the Hearing Record. Thank you.

Sincerely yours,

FANNY H. MOORE.

PERTH AMBOY, N.J., *April 11, 1974.*

Hon. FLOYD HASKELL,
Chairman, Sxbcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SIR: I would like very much to have this letter included in the hearing record on Bill #777.

My husband and I have spent many pleasant hours in viewing the birds and wildlife at the Brigantine Wildlife Refuge. We have introduced friends to it, and have observed in the last five years an increased number of young families with children taking advantage of this site with its irreplaceable view of nature unmolested by man. We are therefore very much in favor of proposal S777 to protect the refuge as a wilderness area.

It is a well-known fact that overpopulated New Jersey seems still to be in danger of becoming one continuous highway system interspersed with oil refineries, pipelines and utilities. Therefore the preservation and extension of this natural oasis, one of very few in the entire state, seems even more profoundly necessary than in other regions. Our extensive population, as well as that from neighboring states, deserves to have every remaining unspoiled natural area, particularly one so varied as this, protected from commercial intrusion when there is so little undeveloped acreage left.

I would like to think that in twenty years, my grandchildren will be able to see ospreys and atlantic brant still, and to know muskrat and fox without travelling to western states. Brigantine Wildlife Refuge will represent one of their last opportunities to do this, and deserves your efforts to create and maintain and extend it as a Wilderness Area.

Very truly yours,

SARA ANN BUNIN, M.D.

ENGLEWOOD, N.J., *April 11, 1974.*

Hon. FLOYD K. HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: The complete absence of a comprehensive land use plan for the State of New Jersey has assured the eventual destruction of all viable and potentially viable marsh-estuary areas of the Hackensack Meadowlands. The Brigantine area can be assured of the same fate unless maximum retention and protection is provided.

I urge that Wilderness Protection be extended to cover the 16,000-plus acres of the Brigantine area and request this letter be made a part of the hearing record on S 777.

Very truly yours,

DUDLEY A. GILBERT.

ATLANTIC CITY BRANCH, AAUW,
1704 Somerset Ave., Linwood, N.J., April 12, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SIR: I am writing this letter to you in behalf of the Atlantic City Branch of the American Association of University Women. The branch requests that this letter be included in the hearing record for Senate Bill S777—Brigantine Wilderness Proposal.

The Atlantic City Branch of AAUW, which numbers over two hundred members, has supported the Wetlands Act since 1970 when the Act was first passed by

the N.J. State Assembly. The Brigantine Wildlife Refuge is a 19,388 acre complex of salt marsh, tidal bays and fresh water impounded pools. The branch supports a large wilderness proposal for the Brigantine Wildlife Refuge. The wetlands of the Refuge are a vital breeding and nursery ground for all types of marine life. However, the Public Service Electric and Gas Co.'s plans to build an offshore nuclear power plant within three miles of the Refuge poses a serious threat to the marine ecosystem of this area. If the surrounding areas of the Refuge could be given wilderness designation, the plant and its transmission lines could possibly be relocated to a less ecologically damaging area.

As there is no statutory protection for wildlife refuges, they are extremely vulnerable as cheap sites for highways, oil or gas drilling, pipe or transmission lines. New Jersey's rapidly growing population and energy demands might exert pressure to use the Refuge for such purposes. In a wilderness area such intrustions would be prohibited.

In view of the above reasons, the Atlantic City Branch of AAUW strongly urges your support of Senate Bill S777.

Very sincerely,

Mrs. Thomas J. Owen,
Chairman.

Tenafly, N.J., *April 12, 1974.*

Hon. Floyd Haskell,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

Dear Mr. Haskell: Please include this letter in the hearing record on S777. I am director of a municipal nature center and am very familiar with the Brigantine Wildlife Refuge.

The area in question is by far one of the East Coast's richest wildlife areas and should be designated as an official *wilderness area* to be enjoyed by all persons who understand its value. It is the only area left in New Jersey that could be classified as a wilderness area and it is very fitting that this last opportunity not be passed by.

I, and many of my intimate friends, have spent many enjoyable hours observing the snow geese, pipits, bald eagles and other spectacular animals to be found there at different times of the year.

I urge you to consider this issue very carefully so that we never need fear the danger of losing this important part of our heritage. Thank you for any positive role you can play in this important decision.

Very truly yours,

Matthew J. Cormons.

Wenonah, N.J., *April 14, 1974.*

Hon. Floyd Haskell,
Chairman, Subcommittee on Public Lands,
Senate Office Building, Washington, D.C.

Dear Sir: Favorable hearings on S. 777, the wilderness proposal for Brigantine NWR co-sponsored by our Senators Case and Williams are of vital interest to the U.S. citizens, especially those of the North East.

Developments, public works, and the pressure of economic growth are continually eroding our natural wildlife and public areas. If Brigantine N.W.R. is to be preserved for future natural values and enjoyment it must be given Wilderness status. Without any doubt in my mind, Brigantine as a natural resource is of immense value to the people of the Washington, Baltimore, Philadelphia, New York area.

As a Wilderness Area, Brigantine NWR will provide millions of people with the opportunity to enjoy viewing large numbers of unusual wild fowl, water birds, shore birds as well as great variety of other wildlife in a beautiful seashore setting quite close to home. At a time when serious limitation on travel is upon us, this opportunity is most important.

Brigantine, expanded somewhat to include the unspoiled adjacent seashore area is vital to our fish and especially shell fish as a breeding and nursery area, too.

Please include this letter in the record of the impending hearings on S. 777.

Very truly yours,

William R. Middleton,
Past President, Gloucester County Citizens Association.

PHILADELPHIA, PA., *April 16, 1974.*

Hon. FLOYD HASKELL,
U.S. Senator, Senate Interior Committee, Senate Office Building, Washington, D. C.

DEAR SENATOR HASKELL: Mrs. Foster joins me in support of the proposal by Senators Case and Williams of New Jersey, to set aside 16,800 acres of the present Brigantine National Wildlife Refuge as a wilderness area.

I am sure it is not necessary to go into the reasons for our support, with which you will be familiar.

Would appreciate it if you would make this letter part of the hearing record.

Faithfully yours,

JOHN H. FOSTER.

PRINCETON, N.J., *April 16, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR MR. HASKELL: On behalf of the Princeton Ecology Action organization, I would like to express the concern our group feels for the safety of one of New Jersey's finest remaining salt marsh communities, the Brigantine Wildlife Refuge. It has only recently come to our attention that the hearing record on Senate Bill S77, the Brigantine Wilderness Proposal, is open. Hopefully this communication of our feelings will reach you before the deadline of this hearing record.

New Jersey is an extremely densely populated state, and many of her once natural areas that supported abundant wildlife and provided recreational and aesthetic pleasure for residents and tourists are now vanishing. Commercial exploitation and lack of prudent consideration for environmental consequences have resulted in the loss of countless freshwater streams, lakes, estuaries, and salt-water beaches and marshes to pollution. The destruction of marsh land continues today, a specific example of this being the massive development of the Hackensack meadowlands. Consequently, there is a great need for preserving what little natural water resources remain in the state. Brigantine refuge is one such resource.

The refuge is extremely important ecologically speaking as a nesting site for many species of migratory and local fauna. Conspicuous among these are the Atlantic brant, black duck, and snow goose. It serves as a home for such endangered species as the osprey, the diamondback terrapin turtle, and the Pine Barrens tree frog.

Brigantine refuge serves as an important economic resource for the state of New Jersey as well. It is an excellent hard-shell clam producing area, the finest in the state. Brigantine refuge provides the public with a site for excellent hunting and fishing. Areas capable of providing such recreational resources are becoming increasingly rare, while the numbers of hunters and fishermen increase.

Therefore, in consideration of these factors, we hope you will consider this plea by our group to reclassify another 12,500 acres of the Brigantine refuge as wilderness, protected by law under the Wilderness Act. Such classification will ensure the continuing use of these fine resources for the pleasure of New Jerseyites and our visitors. In short, our group stands solidly behind the Brigantine Wilderness Proposal. I would ask that you include this letter in the hearing record. Thank you.

Respectfully yours,

BRUCE SCHIRMER,
Vice President, Princeton Ecology Action.

TENAFLY, N.J., *March 22, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR: I am taking this opportunity to write you concerning Senate Bill S777 relative to the Brigantine Wilderness Proposal, and would ask that my statement be made part of the Public Hearing Record.

I have been a resident of the State of New Jersey for the past fifteen years, having moved to Bergen County from more populace New York County, N.Y., in order to enjoy some of the open space that was available in New Jersey at the time of my change of residence.

During the past fifteen years, we have seen the metropolis spread out in every which way direction, so that today there is very little breathing space left in New Jersey, except for this marvelous area in Atlantic City vicinity, known as Brigantine.

My family, my children and myself and friends have visited there very frequently, in order to enjoy this piece of nature which has been endowed to our wonderful country by the good Lord, and is now up to us as recipients of the endowment, to preserve it in the state to which it was intended, not alone for ourselves, but for those who will follow us.

The eastern part of the United States is becoming one large highway and one large series of buildings after another, so that the megalopolus is extending in every which way direction. Who knows what future generations of Americans will consider nature, or what the nature of nature was. Perhaps they will be able to read about it only in textbooks and live in completely artificial surroundings.

It is up to farseeing people like yourself and Senators Case and Williams, and other members of your committee to protect the future generations of Americans against the encroachments of what we call "Civilization."

Very truly yours,

STANLEY H. STERNBERG.

SAUGATUCK VALLEY AUDUBON SOCIETY,
Westport, Conn., April 30, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR: Our Society earnestly supports Senate Bill S777 which would give Wilderness status to Brigantine Wildlife Refuge with the exception of the 4000 Acres around the Refuge Headquarters and fresh water impoundments. We feel the additional protection that Wilderness designation gives is vitally necessary for the protection of the Brigantine area from all sorts of human intrusion and degradation notably in the form of threatening nuclear site, pipelines, roads, etc.

We are sorry that our support for this important bill is late. Would you kindly advise as to whether it has been reported out of Committee and what its present status is.

Many thanks for your attention.

Very sincerely,

Mrs. GEORGE SILK, *Director.*

LLOYD, MEGARGEE & STEEDLE,
COUNSELLORS AT LAW,
Atlantic City, N.J., March 22, 1974.

Hon. FLOYD HASKELL,
Chairman, Public Lands Subcommittee of the U.S. Senate Interior Committee,
Washington, D.C.

DEAR SIRS: With reference to Mr. Sandman's remarks before your Committee on March 19, 1974, in connection with the proposed designation of 16,000 plus acres of the Brigantine National Wildlife Refuge as wilderness, I wish to express my general agreement with the inclusion of the 16,000 acres (as opposed to the original 4,250 acres) but with *certain reservations.*

There should be excluded from the wilderness provision that area of the Brigantine Wildlife Refuge as presently developed by the Interior Department with respect to nature trails, dikes and impoundments. This is a tremendous asset not only to the people of the area but to others from all over the country who can visit this unique property and observe migratory wild fowl with a great deal of convenience not found on other Refuges.

Secondly, I do not quite understand the effect that the proposed action might have on the intercoastal waterway. By no means should the wilderness status affect this north-south inside passage nor should it affect the maintenance of the waterway by the Corps of Engineers or whoever may be responsible for such maintenance.

Thirdly, a certain percentage of the existing Brigantine Refuge is open for public gunning of water fowl. It is my understanding that this Refuge and others were acquired in whole or in part by revenues obtained from the Federal Migratory

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Bird Stamp sales and that under the legislation providing for the acquisition and operation of such Refuges, certain percentages are required to be open to public shooting, and I urge you to insure that if wilderness status is given this Refuge, the the percentage of the land open for wild fowl shooting not be reduced.

If there is any incompatibility or question as to whether or not wild fowl shooting will be permitted in the designated areas if the entire area is given wilderness status, then I am opposed to such action.

I note that Congressman Sandman in his statement to you said that there are no opponents to the 16,000 acre proposal from his State. Apparently he has been somewhat less than careful in tabulating his mail. I am sure that if there is any thought of effecting the intercoastal waterway or any reduction in the areas open to water fowl shooting, he will find a much more vocal opposition from his constituents.

Respectfully,

HENRY P. MEGARGEE, Jr.

FEDERATION OF CONSERVATIONISTS, UNITED SOCIETIES, INC.,
Barnegat Light, N.J. April 1, 1974.

Hon. CLIFFORD P. CASE,
U.S. Senate Office Building,
Washington D.C.

DEAR SENATOR CASE: We enclose a report of the hearing on the proposed Wilderness area published by the National Wildlife Federation, and referring to Senate Bill No. 777, as amended, and to H.R. 7916, introduced in the House of Representatives by the Honorable Charles W. Sandman, Jr.

We support these bills for prompt passage by the Congress. As we see no conflict between the purposes of these bills and the Master Plan for Brigantine, we are pleased to set forth the objectives of the Master Plan, which are as follows:

1. To preserve and manage the wetlands environment for water fowl, shorebirds and other wildlife, as production, migration and wintering habitat.
2. To perpetuate existing habitat that is found to be beneficial to rare and endangered species.
3. To provide environmental education and wildlife oriented recreation programs and facilities for the public.
4. To encourage scientific study and research by qualified organizations and individuals.

The enlarged wilderness would be completely compatible with these objectives.

We do not agree that conflicts between Wilderness and Wildlife Refuges objectives would be probable. There would be no change in the regulations of the Wilderness from those of the Refuge.

Fishing and hunting would be carried on exactly as they have been in the past—in strict accordance with federal and state game laws. The use of motor boats where they hav been established by usage, would be permitted. Contrary to what many people believe, there is no statutory protection for wildlife areas. Since they are public lands they are extremely vulnerable as cheap sites for highways, oil or gas drilling, pipe or transmission lines.

We do not approve of Mosquito ditching either. But when Brigantine is under Federal statutory management, the County Mosquito Commissions could be asked to cease and desist from further ditching. Since the directors of the Ocean and Burlington County Mosquito Commissions are well known conservationists we would anticipate no difficulty in halting further ditching. In any case mosquito ditching would present far fewer hazards to wildlife than serving as the site for on shore facilities, such as transmission lines pipelines, material storage and countless other structures for the proposed nuclear power plants.

We call to your attention the fact that Public Service Corp of New Jersey is presently building eight off shore nuclear power plants in Florida to be floated to sites off the New Jersey Coast. The first of these is to be located within three miles of Little Egg Inlet. The on shore facilities would most likely be sited within the Brigantine Wildlife Refuge, as Public Service would have Eminent Domain to use as much of the Refuge as they would require. Under Wilderness status for the 16,800 acres of the Wildlife Refuge, this would be prohibited.

For the Brigantine Wildlife Refuge would be carried on under Wilderness status with better protection than is now possible under the Refuge. Wilderness status for the entire Brigantine area would assure a permanent place for Activity and Awareness, of Boating and Bass, of Sailing and Surf, of Fishing and Flounders, of Clamming and Coves, of Photography and Plover, of Looking and Learning.

To others the Wilderness would continue without encroachment, as a place of Productivity and Purity, of Grass and Geese, of Salt marshes and Shovelers, of Bullrushes and Black ducks.

And to some others it would be a place of Repose and Restoration, of Peace and Protection, of Sun and Sand, of Breezes and Beauty of Time and Tranquillity.

And to everyone the Brigantine Wilderness would continue to be a place which once lost is lost forever.

Sincerely,

ROBERT B. LITCH,
Executive Secretary.

EXECUTIVE COUNCIL OF THE
NEW JERSEY JUNIOR LEAGUES,
Short Hills, N.J., January 18, 1974.

Hon. HENRY M. JACKSON,
Russell Senate Office Building,
Washington, D.C.

DEAR SENATOR JACKSON: In reference to Senator Clifford Case's bill S. 777, designating certain lands in the Brigantine National Wildlife Refuge, Atlantic, Burlington, Ocean Counties, New Jersey, as wilderness, we strongly urge you to support the bill.

After extensive research of the Brigantine Wildlife Refuge, we find the proposed land invaluable to all New Jersey citizens and to visitors in our state, therefore necessitating wilderness status to ensure its protection.

Very truly yours,

MARGARET M. CLUTHE, *Chairman.*

MIDDLETOWN, N.J., *March 18, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SIR: I am writing to urge passage of the Brigantine Wilderness proposal, Senate Bill S. 777.

I have been a resident of New Jersey for many years, but have traveled throughout the country, and have seen wilderness areas in the West. New Jersey, and indeed, the Northeast, has been shortchanged. Please help us protect what little we have left.

Sincerely,

PAUL T. BRADY.

CLINTON, N.J., *March 18, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: Please include these remarks in support of Senate Bill S777 as part of the hearing record on this bill.

I am a native of New Jersey having grown up in South Jersey and currently living in the Northwest section. A state as densely populated as New Jersey needs not only 'open space' but true spots of wilderness that encompass whole ecosystems. The Brigantine complex is such an area.

Because of the tremendous growth pressures throughout New Jersey, Wilderness designation is essential to keeping this gem in undamaged condition for future generations. The area is extensively used, not only by people from New Jersey, but groups from New York, Pennsylvania, Connecticut and Delaware.

It is an important wintering area for waterfowl and a link in the Atlantic Flyway in addition to supporting abundant populations of otherwise rare species.

I heartily recommend and request your favorable consideration of this bill.

Sincerely yours,

HERMIA LECHNER.

PRINCETON UNIVERSITY PRESS,
Princeton, N.J., March 19, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: New Jersey is in large part an environmental mess, overindustrialized and overpopulated. Please help us save what is left of the decent and unspoiled land. Let us keep Brigantine a wilderness area. I urge you to support the Case-Williams bill, S777, and I ask that this letter be made part of the hearing record.

Sincerely,

MS. CAROL ORR.

TOWNSHIP OF PARSIPPANY-TROY HILLS,
Parsippany, N.J., March 30, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: The Parsippany-Troy Hills Conservation Committee would appreciate being placed upon the hearings record in support of S777, which would designate 16,888 acres of the present Brigantine Wildlife Refuge as wilderness area.

Densely populated New Jersey is in special need of preserving its few remaining natural areas, and wilderness designation would grant much greater protection than the current refuge status. Wilderness status would prohibit intrusions into the only remaining land in New Jersey which is even eligible for such status.

Most public use of the area would remain unchanged. A valuable heritage would be nationally recognized as such.

Sincerely,

JEFFREY D. HUPPERT,
Chairman, Conservation Committee.

NEW CANAAN, CONN., *April 10, 1974.*

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: On behalf of the New Canaan Audubon Society, New Canaan, Conn. I am writing to request that this letter be made part of the hearing record for S777, the 16,800-acre wilderness proposal for Brigantine Wildlife Refuge.

The annual trip to Brigantine by the New Canaan Audubon Society is the highlight of our field trip program. It is a magnificent area for both its natural features and its birdlife.

Other birding groups from Connecticut make an annual trek to Brigantine, and I know their enthusiasm is equal to ours. It is a unique area and one that must be preserved for the future in its natural, unspoiled state.

We strongly support the wilderness proposal for Brigantine.

Sincerely,

ALDEN G. CLAYTON,
Chairman, New Canaan Audubon Society Conservation Committee.

SIERRA CLUB

NORTHEAST REGIONAL CONSERVATION COMMITTEE

TESTIMONY OF THE SIERRA CLUB ON S. 600

RE: SECTION 1, ITEM (9), PROPOSED "MOOSEHORN WILDERNESS (BARING UNIT)"

PRESENTED BY

ROGER MARSHALL, 33 LINNAEAN ST., CAMBRIDGE, MASS. 02138

Northeast Regional Conservation Chairman, Sierra Club

PRESENTED BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS,

SENATE INTERIOR COMMITTEE

March 19, 1974

For the past 6 years the Sierra Club has been actively interested in achieving Wilderness designation for part of the Baring Unit of the Moosehorn National Wildlife Refuge in Maine.

During this time the Club has grown from 40,000 to 143,000 members whose active interest in protecting our environment includes a dedication to preserving adequate examples of our public lands in an undeveloped, natural state under the Wilderness Act of 1964.

Although nearly one third of the Nation's population lives within one day's drive of the Northeast Region, only about 7% of the land base is in public ownership, as compared with 40% on the national level.

It is truly unfortunate that there are so few areas where the victims of our highly developed society can get away from the daily stresses imposed upon them and enjoy the physical exertion and mental relaxation afforded by the undeveloped, natural habitat provided by Wilderness.

It is also unfortunate that to date, since September 1964, when the Wilderness Act became Law, only 4122 acres have been added in New England to the National Wilderness Preservation System. Hopefully this record will be improved upon with the addition to the Moosehorn Wilderness as pro-

posed in S.600. In addition the Sierra Club has played a leadership role in promoting the areas in New England for Immediate Wilderness Designation and for Wilderness study in the White and Green Mountain National Forests as contained in S.316.

On April 12, 1967, nearly 6 years ago, I appeared at the field hearing held by the Bureau of Sport Fisheries and Wildlife relative to their proposal for Wilderness in the Edmunds Unit of the Moosehorn National Wildlife Refuge. At that time we proposed an additional 2500 acre Wilderness Unit in the Baring Unit of the Refuge, and after further onsite study and discussions with the Bureau personnel we revised our proposal to about 3300 acres. Although the Bureau substantially agreed with our suggestions, only the 2782 acre area in the Edmunds Unit was recommended by the President and ultimately designated Wilderness by the Congress.

On October 7, 1971, I once again appeared at the Bureau Field Hearing at Calais, Maine. This was on a proposed 5630 acre area in the Baring Unit, consisting of a 3600 acre area west of Headquarters Road (an augmented portion of our original proposal), with an additional area of about 2000 acres south of South Trail. The Bureau statement made no indication that they were proposing anything but a single, contiguous Wilderness Unit with the included portion of South Trail to be closed to all vehicles. At

the hearing we recommended the addition of the area of about 1000 acres east of Headquarters Road (which includes a delightful series of flowages), which we had recommended in our previous proposal.

The Hearing record clearly indicates three general groups of opinion:

a) The environmentalists/conservationists favored our expanded Wilderness proposal,

b) The local politicians had not been adequately briefed on the proposal and were not familiar with the concept of Wilderness,

c) The local snowmobile users were against any proposal which would close the South Trail to their use.

You have before you the December 1971 revision to the Bureau's proposal. It contains two units of Wilderness, which are east and west of Headquarters Road. The southern portion has been deleted from the proposal.

In our testimony before the House Interior Subcommittee on Public Lands on April 12, 1973, on HR.5422, the Sierra Club recommended that the area of about 2000 acres south of South Trail be restored to the Bureau's Wilderness Map, to create a Wilderness area of about 6630 acres.

Since at that time the Bureau's proposal was to keep Headquarters Road open for their interpretive, self driven tour, and for both Headquarters Road and South Trail to be used in winter by snow-mobilers, we recommended that for the present a three unit Wilderness be considered. In the House Committee Report the proposal was revised to close Headquarters Road, however the Southern 2000 acres has not been added back. We support S.600 closing the Headquarters Road and would also recommend that South Border Road be closed to vehicular traffic, thereby creating a single Wilderness Unit of about 6600 acres.

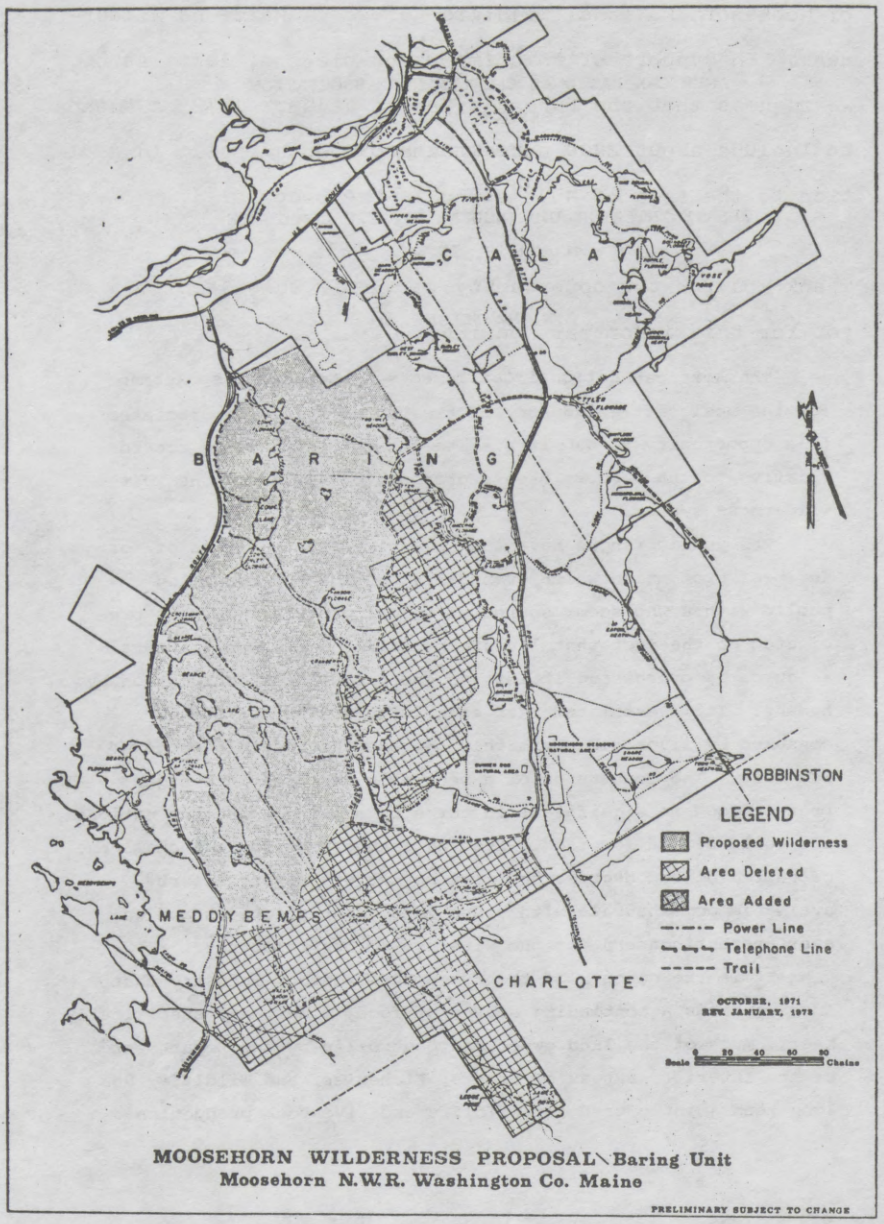
We recommend that you consider that the Moosehorn Refuge is the only Refuge in the Northeast Region which permits any snowmobiles, and these are limited to the Refuge's gravel "roads". It would be hoped that this activity could be phased out of this refuge too. The South Trail can be closed and a route can be negotiated using private lands outside the Refuge to replace the present east-west travel.

Since road maintenance is costly in itself, we recommend that by eliminating these two segments of road, the Refuge's public educational program could benefit through a simple reallocation of the road maintenance funds.

In conclusion, the Sierra Club has been interested in and active in all the steps leading to this hearing on item (9) of S.600, which would designate portions of the Baring Unit

of Moosehorn National Wildlife Refuge in Maine as Wilderness. In support of this important piece of legislation, we request that the Bureau's Map of January 1972 be amended to include about 2000 acres south of South Trail, in addition to the area of 4598 acres in the proposal.

Thank you for the opportunity to submit this testimony to you for this important hearing.



MOOSEHORN WILDERNESS PROPOSAL \ Baring Unit
Moosehorn N.W.R. Washington Co. Maine

PRELIMINARY SUBJECT TO CHANGE

STATEMENT
OF THE
AMERICAN NATIONAL CATTLEMEN'S ASSOCIATION
BEFORE THE
PUBLIC LANDS SUBCOMMITTEE
OF THE
SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE
MARCH 19, 1974
BY
C.W. McMILLAN

The American National Cattlemen's Association, spokesman for the beef cattle industry of the United States, appreciates this opportunity to submit a statement for the hearing record relative to the Subcommittee's proposal of new additions to the wilderness system.

The public ranges have long been important sources of forage for beef production which eventually provide the consuming public with a wholesome source of animal protein. This is predicated on the fact that livestock utilize a renewable natural resource by processing it into an end product for consumption by humans. It is estimated that each 10 to 20 lbs. of forage consumed by livestock ultimately represents an edible pound of red meat. The conversion of a renewable resource into high protein food is significant in terms of meeting a growing national and world demand for food. Feeding a hungry world is a challenge of unprecedented degrees and must be met with every effort available commensurate with sound management practices and an ever present concern for the wise use of our resources.

It is the concern of the domestic livestock industry that America needs a continuing source of food, fiber, and specifically beef. Much of the land owned and controlled by the Department of the Interior, Bureau of Sports, Fisheries, and Wildlife, has long been jointly used for wildlife and livestock production.

We recommend and strongly urge the Department to permit and encourage the production of beef, using modern production methods, on lands and refuges controlled by the Sports Fisheries and Wildlife. In most instances the dual uses are totally compatible.

In the event such uses are considered for termination or withdrawal, it should be clearly demonstrated that they are incompatible with the primary purpose.

The livestock industry further wishes to emphasize that many natural resources are tied to our public lands and as such we continue to support strongly the multiple use theory for the use of these lands. We believe that the formation of wilderness areas is important, however, the acres involved in these areas should be made as compatible as possible to the multiple use doctrine.

In conclusion, the livestock industry views unfavorably and with grave consequences any legislative proposal which would establish precedence seeking the termination of grazing in wilderness areas. In essence, we urge that Congress not adopt wilderness area legislation unless grazing is permitted as provided in the Wilderness Act of 1964. Bear in mind, that the public rangelands in the West provide approximately 127 billion megacalories of usable digestible energy annually. Approximately eleven megacalories of digestible energy are required to produce one pound of beef in the form of steer gain during the spring and summer from range forage. This same 127 billion megacalories of digestible energy produced on public rangelands is capable of producing 11.5 billion pounds of beef annually. This figure represents nearly 52% of the total beef presently consumed per capita in the United States.

This is highly significant when one considers the long range implications affecting the ultimate beneficiary, the American consumer.

STANDARD OIL CO. OF CALIFORNIA,
San Francisco, March 26, 1974.

HON. FLOYD K. HASKELL,
Chairman, Senate Public Lands Subcommittee,
U.S. Senate, Washington, D.C.

DEAR SENATOR HASKELL: Chevron Pipe Line Company, a wholly-owned subsidiary of Standard Oil Company of California, owns an oil pipeline that crosses the proposed Bosque del Apache Wilderness area described in S. 600, which was the subject of hearings before your subcommittee on March 19 and 21.

The attached statement by Chevron Pipe Line Company, dated March 20, 1974, describes the location and purposes of the pipeline and sets forth the basic requirements of access to the pipeline right-of-way.

Also included in the attached statement is a suggestion that consideration be given to excluding the right-of-way and the 1745 and 547.5 acre parcels westerly thereof (see maps attached to the statement) from the proposed wilderness.

Your consideration of the exclusion from the proposed wilderness of the area affected by the pipeline will be appreciated. If such exclusion is not adopted, we would appreciate your making whatever amendment may be required in the bill to preserve Chevron Pipe Line Company's rights of ingress and egress and to assure that the legislation will in no way prohibit or restrict maintenance of the pipeline.

We respectfully request that this letter and the attached Chevron Pipe Line Company statement be included in the printed hearings of your subcommittee.

Respectfully yours,

L. T. VICE.

CHEVRON PIPE LINE CO. STATEMENT

Chevron Pipe Line Company, a wholly-owned subsidiary of the Standard Oil Company of California, owns and operates a six-inch common carrier products pipe line between El Paso, Texas and Albuquerque, New Mexico. The line delivers finished petroleum products to Chevron's terminal near Las Cruces and to several terminals in the Albuquerque area.

This common carrier line is the major source of petroleum products in the Albuquerque area. It supplies heating, diesel automotive and aviation fuels to the general public, power plants of the New Mexico Public Service Company, commercial airlines, the Santa Fe Railway Company's Belen Terminal, the Kirtland Air Force Base and other military installations near Albuquerque.

The line is an all welded steel line constructed in 1955 using X-42 line pipe. The pipe is treated, buried 36 inches deep and is under cathodic protection.

85 miles south of Albuquerque, near San Antonio, New Mexico, the line passes through the easterly portion of the Bosque Del Apache National Wildlife Refuge for a distance of approximately 12 miles on right-of-way acquired from the Bureau of Land Management. Most of the 12 miles of line lies near the westerly boundary of the proposed Little San Pasqual Wilderness Unit as indicated on the attached map.

Because of the rough terrain and very limited access to the line, routine surveillance of the line is by regular air patrols. To guide the pilot the line is marked by air patrol markers every two miles. To further identify the line additional signs (required by the Department of Transportation) mark the line between air patrol markers.

Routine maintenance requiring access along the line consists primarily of:

1. Maintaining the line markers and signs.
2. Investigating and correcting problems reported by the air patrol. Common items are washouts and wind eroded areas.
3. Annual cathodic protection surveys.
4. Hydrostatic testing the line every five years.

These problems require an estimated 8 to 10 trips into the area each year. Equipment normally consists of pickup truck or jeep with an occasional need for a small backhoe or dozer.

Our prime concern is to preserve our existing private rights of ingress and egress and to be assured that nothing in the proposed legislation will prohibit or restrict maintenance of the line.

To meet the growing demands for petroleum products in the Albuquerque area a parallel line is planned for the near future. From both an operational and an environmental viewpoint it only seems logical that a second line should be adjacent to the existing facility.

We therefore suggest that serious consideration be given to excluding Chevron's right-of-way and the 1745 and 547.5 acre parcels westerly thereof (see above-mentioned map) from the proposed Wilderness so that access will be maintained without entry into the Wilderness Area.

W. W. NORDHEIM,
Manager.

U.S. SENATE,
COMMITTEE ON PUBLIC WORKS,
Washington, D.C., April 2, 1974.

Hon. FLOYD HASKELL,
Chairman, Subcommittee on Public Lands, Interior and Insular Affairs Committee, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am enclosing correspondence I have received over the past 2½ years relative to the designation of a portion of the Lostwood National Wildlife Refuge in North Dakota as a wilderness area. I have promised my constituents that their views would be considered if the Senate acted on this proposal and, since it is a part of S. 600, a bill your subcommittee will be marking up soon, I thought you should have the benefit of these views. I hope you will take these thoughts into consideration as your subcommittee meets to review the proposals within S. 600.

Also, I think you should know that I have no evidence of opposition, of any fashion, to the designation of the Chase Lake Wildlife Refuge as a wilderness area. This is also before your committee for consideration.

With kind regards, I am

Sincerely,

QUENTIN N. BURDICK.

POWERS LAKE, N.D., *August 5, 1971.*

DEAR SENATOR BURDICK: I am writing to you in opposition to the Wilderness Proposal for the Lostwood National Wildlife Refuge. I would ask you not to sponsor any legislation setting this up.

First of all this proposal is unnecessary. The refuge (26,000 acres) is here and (unfortunately) always will be. The land is preserved in there, most in native grass, the rest in seeded grass. Driving is limited only to 5 people occasionally checking cattle (for 4 months) and whatever driving the refuge people do (in the proposal order). Anyone can work there.

We fear that with this proposal we shall lose our grazing rights here. We accept the fact that all this land is a refuge but all must realize that if it weren't there we would all own a part of it for pasture. Therefore those of us around it have become partly or wholly dependent on it for pasture (they will not let us have the old fields).

Those in favor (wildlife & conservation groups) tell us grazing is not affected by a Wilderness (however 5 people will lose their pasture where it is). They say this is up to the refuge people. Whoever it is up to the fact remains that grazing phase-out is beginning (or will) with the Wilderness.

We around the refuge have nowhere to turn for pasture. All these wildlife groups who testified can easily come from elsewhere and stand and tell us we should be ashamed of ourselves for not wanting to preserve wilderness. But nothing is thought of us. We are expendable—just a few farmers & ranchers. We are trying our best to live here with this refuge—we pay their very high price for pasturing cattle. But all those now pasturing and even others need this grazing to continue—wilderness or no.

I hope if you have any further questions you would write me. And again we do not want this Wilderness. Also we are not anti-conservation or wildlife. We have this on our land too and do a better job than the refuge since most of wildlife stays out here on our land (this is a fact).

Sincerely yours,

LARRY E. TINJAM.

HOUSE CHAMBER

FORTY-SECOND LEGISLATIVE ASSEMBLY,
STATE OF NORTH DAKOTA,
Bismarck, Aug. 9, 1971.

Hon. QUENTIN BURDICK,
Washington, D.C.

DEAR QUENTIN: I attended the hearing on August 4th—1971 at Bowbells regarding the Lostwood Wilderness Proposal. After hearing both sides I came to the conclusion that I must oppose this Wilderness area of our Wildlife Refuge. The present proposed area would take away the pasture from 5 of our ranchers. This would eliminate these 5 ranches as they must have the pasture to carry on their operation. To lose 5 ranches would be an economic loss the immediate area could not stand.

Another thing that bothered me was that at the hearing there were at least two groups asking that this wilderness area be increased by 8,000 acres. I believe if this were to become a reality it would be only a short time until all of the area will be wilderness. We would have 25 ranches out of business. The communities of Bowbells, Powers Lake, and Stanley cannot afford such an economic loss.

The Refuge Management now allows a limited grazing program and this does not interfere with the wildlife and I believe it should be left as it now is. I believe we must preserve the wildlife but not at the total expense of the people of our community.

Sincerely,

Representative WILLIAM A. ERICKSON.

SENATE CHAMBER

FORTY-SECOND LEGISLATIVE ASSEMBLY,
STATE OF NORTH DAKOTA,
Bismarck, August 30, 1971.

Hon. QUENTIN BURDICK,
Senate Office Building,
Washington, D.C.

DEAR QUENTIN: A public hearing was held in Bowbells, North Dakota, on August 4th, 1971 for the purpose of developing information with respect to the desirability of including the Lostwood Wilderness proposal in the National Wilderness Preservation System.

I was unable to be present at the hearing, so will take this method of relating my views to you.

The Lostwood Refuge is very typical North Dakota "pothole" country, with many shallow lakes and marshy ponds interspersed in the rolling prairie hills. Lostwood National Wildlife Refuge has and is serving the area and the ranchers of the community very well for its intended purpose. It provides supplemental grazing and hay land for several ranchers and does provide a suitable environment for many species of wildlife, particularly waterfowl.

The Lostwood Wilderness proposal would take about 5,500 acres of the 26,747 acre refuge and remove it from the multiple land use concept that is subscribed to by many of us.

I personally believe there are adequate resources in the area for both wildlife and for livestock if the area is properly managed.

Sincerely,

L. D. (LEE) CHRISTENSEN.

THE UNIVERSITY OF NORTH DAKOTA,
Grand Forks, September 2, 1971.

REGIONAL DIRECTOR,
Bureau of Sport Fisheries and Wildlife, Federal Building, Fort Snelling, Twin Cities, Minn.

DEAR SIR: I am writing to you in regard to the proposal designating part of the Lostwood National Wildlife Refuge of North Dakota as national wilderness. I am expressing my opinion as a member of the North Dakota Natural Science

Society, Wilderness Society, North Dakota Chapter of the Wildlife Society, and as a concerned citizen. My pre-college life was spent on a farm near Stanley, close to the Refuge, and I know the area well.

It is necessary that a sizeable tract of land within the grassland biome be set aside. Mountainous, scienic areas are desirable for preservation, but so are relatively featureless, non-scenic areas such as the Coteau du Missouri. As you well know, Lostwood Refuge is a prime production and migration habitat area for ducks, Canada geese, shorebirds, songbirds and numerous other native organisms, such as sharp-tailed grouse and antelope. Endangered species, such as the prairie chicken, could quite possibly be established there. Besides serving as a haven for native species, the wilderness areas would enable present and future citizens to visit and enjoy an essentially undisturbed, large tract of our native prairie. Roads would be kept to a minimum, and outside commercial developments could not intrude into this native habitat.

I am pleased with the Bureau's proposal to set aside part of the Refuge under wilderness protection. However, I agree with other wilderness supporters that additional acreage of the Refuge be preserved. I would wholeheartedly support the conservationist proposal of adding about 8,600 acres to that proposed by the Bureau.

Native, undisturbed prairie, with its characteristic biota, is rapidly becoming a premium. I urge you to convey my wholehearted support in favor of wilderness protection for part of the Lostwood National Wildlife Refuge.

Sincerely,

ALAN M. CVANCARA.

UNIVERSITY OF NORTH DAKOTA,
Grand Forks N. Dak., September 3, 1974.

THE REGIONAL DIRECTOR,
Bureau of Sport Fisheries and Wildlife,
Federal Building, Fort Snelling, Twin Cities, Minn.

DEAR SIR: We the members of Beta Zeta Chapter of Sigma Gamma Epsilon, an honor society in the earth sciences at the University of North Dakota are writing to you in support of the proposal put forth by interested conservation oriented societies that:

(1) The eastern boundary of the Lostwood National Wildlife Refuge be extended to the vicinity of North Dakota Highway #8,

(2) The inclusion of all refuge lands west of the north-south road in the central portion of the refuge and southward to North Dakota Highway #50 in the wilderness category.

As geologists concerned with the study and use of the biosphere and lithosphere of the earth, we feel that the two above-mentioned proposals would significantly aid in the protection of the biota of that unique portion of the Missouri Coteau from increasing pressures of population and developmental encroachment. Such protection would ensure present and future generations of an essentially unaltered coteau environment with its indigenous biota.

Thanking you, we remain;

THE MEMBERS OF BETA ZETA CHAPTER,
Sigma Gamma Epsilon.

POWERS LAKE, N. DAK., *February 9, 1972.*

DEAR SENATOR BURDICK: I have received word that the Wilderness Proposal for the Lostwood Refuge is now being studied by the Office of Management and Budget prior to the President deciding if it should be sent to Congress for approval or not.

We are still opposed to the Proposal as the area is already preserved, protected and open now to the public. I feel some of the environmentalists have become extremists such as here trying to preserve what is already preserved; and doing it at the expense of the people here and while there are areas worth preserving that are really in danger.

Also we have no guarantee of grazing continuing, Wilderness or not. I feel that living by such a large tract of government land and being dependent on it we should have the security of knowing we can continue to use the pasture as a unit of our farm. Now there is no guarantee if a father dies that his son may continue using it or that the pasture goes with a farm.

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I thank you for taking note of our problem before and hope you can help us now in anyway possible at this critical stage of the Proposal development. We feel the Proposal is only a beginning of a grazing phase-out here which would hurt us and also our community. Thank you for listening.

Sincerely yours,

LARRY E. TINJUM.

POWERS LAKE, N. DAK., *May 28, 1972.*

DEAR SENATOR BURDICK: Thank you for the letter of May 18 keeping me information on plans for the Lostwood National Refuge, and also for the March 28 letter and views of the Bureau of Sport Fisheries and Wildlife on the Wilderness designation for the same. I appreciate it very much.

All I can say in regard to the Bureau's views on Wilderness is that they should explain their figures concerning support for the proposal. They fail to tell that all who spoke in favor at the public hearing were from out of our area or even out of state. As to the large percent who wrote in favor we cannot compete in numbers with the many members of these clubs and groups and the Bureau even though they are not mainly acquainted with the area. And at the public hearing we were prevented from a show of hands by the residents of Burke County present who were in opposition for the record. Perhaps this was because we were 100% in opposition.

However it does no good to rehash this meeting. Nor to even try and stand up to this Bureau as they get what they want. This is indicated by the new information which you sent me. Whether they get their Wilderness designation or not they will be phasing out grazing and taking down the fences in the proposal area. And I wonder how long it will be before this happens to the rest of us?

For whatever good it might do I wish to answer some of the statements contained in the Bureau's May 10 letter to you and a copy of which you sent me. First of all there are some ungrazed areas in the refuge which could be used as the "control" area as well as that now grazed or this area could be used as replacement pasture. Also the certain incompatible relationships that exist between grazing cattle and prairie wildlife, especially nesting waterfowl, is, I believe, a smoke screen. If this really exists I don't think it took the Bureau this long to find it out and just the fact that we have been allowed to graze shows that the cattle and wildlife are compatible. Otherwise why have we been grazing there for over 20 years?

Thank you for listening to my views and for the effort you have put forth for us. And thank you for keeping me informed as to the Wilderness Proposal and the refuge plans.

Sincerely yours,

LARRY E. TINJUM.

POWERS LAKE, N. DAK., *September 30, 1972.*

DEAR SENATOR BURDICK: I am writing to you in regard to the recent announcement that the President was recommending to Congress the inclusion of part of the Lostwood Refuge here within the Wilderness system.

Previously I wrote you about the opposition here to this and the reasons why. Briefly again the main reasons for opposition to this particular area becoming Wilderness area was that it wasn't needed as the preservation and protection as grassland is already achieved as well as public access. On the other hand hardship is caused by loss of grazing and the groundwork is laid for the eventual inclusion of the whole refuge in this system. Also the danger of fire spreading is great since no vehicles, including firetrucks, are allowed in these areas; nor is the spraying of weeds such as leafy spurge allowed. Nor is the area virgin or natural as it was all settled.

Now that the recommendation is in Congress I feel it can be stopped if the N. Dak. Congressional delegation is united against this specific proposal. Therefore I was wondering how you stand on this specific inclusion of the part of our refuge into this system in view of the conditions here. I will appreciate knowing your feeling on this. Thank you.

Sincerely yours,

LARRY E. TINJUM.

LOSTWOOD GRAZING ASSOCIATION,
Powers Lake, N. Dak., April 13, 1973.

DEAR SENATOR BURDICK: As secretary of the recently formed Lostwood Grazing Association I have been instructed to inform you of the opposition by the Association to the proposed inclusion of over 5500 acres of the Lostwood National Wildlife Refuge within the Wilderness System.

The organization consists of ranchers who pasture in the refuge as well as those living alongside. Our opposition is realistic we feel in view of the affect this designation would have on our grazing rights as well as the increased fire hazard. We feel it should be called to your attention that after it was announced no grazing would be permitted on a Lostwood Wilderness and we complained, letters were sent to those involved stating that they would be phased out of the refuge regardless of a Wilderness designation or not. We would respectfully ask you to work for deletion of the Lostwood Refuge portion of Section 1(p) of HR 5422, now pending in the House.

Further the Association would also wish to express to you our opposition to policies being considered by the U.S. Fish and Wildlife Service concerning grazing and wildlife refuges. We cannot accept their idea of going to a lottery or bid system for pastures in the future. Those now pasturing have since the late 1940s and early 1950s geared their whole operation to include pasture on the refuge. This is not an operation that can be turned off and then easily started again. Also because of the impact of living next to a refuge we feel those people bordering are the ones to pasture there, not just anyone who happens to get the bid. Nor can we agree with their thoughts on reducing grazing in the refuge. We feel we all have been reduced too much already and should be increased as controlled grazing in a refuge not only benefits us but creates a better wildlife habitat.

We would ask your consideration of our views on these subjects and appreciate any help you could give us. Thank you.

Sincerely yours,

LARRY E. TINJUM,
Secretary-Treasurer.

POWERS LAKE, N. DAK., *April 20, 1973.*

Hon. QUENTIN BURDICK,
Washington, D.C.

DEAR SENATOR BURDICK: I understand a grazing association has been formed in this vicinity for the purpose of trying to force grazing in the Lostwood Refuge. This group is made up of approximately 12 individuals, some who in the past, used this area for grazing.

This Refuge was purchased 40 years ago by our government for the purpose of providing a place for wildlife. I believe as do 90% of the ranchers and sportsmen that this area should be used only for wildlife protection.

I farm next to the refuge and find grazing is swiftly destroying the natural habitat which is so essential to wildlife. It is not the amount of feed consumed, but the underbrush and pot holes tramped down by livestock. Last year, a very wet year more damage was done than previous years because mosquitos forced the livestock into the small water ponds and low land underbrush completely ruining these areas of natural habitat.

If grazing is allowed to continue I favor a public drawing as to the present system, thereby eliminating inequities that now exist.

Yours truly,

DEAN O. CLARK.

LOSTWOOD, N. DAK., *May 10, 1973.*

DEAR SENATOR BURDICK: I would like to take this opportunity to write to you and express my opposition to part of the Lostwood National Wildlife Refuge being turned into a wilderness area.

My reasons for opposing this issue is because of the hardships this would put on the people directly effected by this transition. Many people would lose their grazing permits in these areas and their incomes. I feel this land would be of much more value to the community and everyone concerned if it was left as a refuge. I have lived along side of the Lostwood Refuge for thirteen (13) years. When I first moved to my present location I was able to get a small amount of

grazing in the refuge by running some of my cattle with one of my neighbors who had more units than he needed. His grazing units have since been cut to such a extent that I had to look for further grazing land. Due to this situation I now have to haul my cattle fifteen (15) miles to pasture. This seems to me to be very grotesque with twenty six thousand (26,000) acres of refuge directly across the road from me with only four hundred and ten head of cattle allowed to graze there, this refuge is capable of caring for many more times this amount of cattle without hindering the raising of the wildlife.

In the fall of the year many more deers are killed by just crossing the highway to get to shorter alfalfa and grass fields. In my opnion it would make much more sense if these acres were grazed sensible because the grass accumulates thus causing a fire hazard, to the people living along side of it. I know if a fire ever started in the refuge across the road from me in the two or three foot grass it would just wipe us out completely. I believe that living this near to the disaster area should entitle a person to some consideration from the people in charge of the refuge and their authorities over them.

Any help you can give us in regards to the above mentioned existing conditions and the possibility of them being made much worse by allowing wilderness areas to be established here, and eventually doing away with the grazing entirely in the refuge. Any help that you can give us in the above mentioned would greatly be appreciated.

Sincerely yours,

CLAYTON A. SMITH.

NORTH DAKOTA GAME AND FISH DEPARTMENT,
Bismarck, N. Dak., March 15, 1974.

Hon. QUENTIN N. BURDICK,
Senate Office Building,
Washington, D.C.

Dear SENATOR BURDICK: I have word that on Tuesday, March 19, 1974, a hearing will be held on S600 by the Sub-Committee of Interior and Insular Affairs. S600 contains proposals for the establishment of several wilderness areas throughout the United States. Among those are two from North Dakota. These are Chase Lake in Stutsman County and Lostwood Refuge in Burke County.

Although I favor both areas being given wilderness status, I have heard that there is opposition to the designation of a portion of the Lostwood Refuge as wilderness. Because of this opposition and for fear of losing it forever, I am asking you to attend the hearing and request that the Lostwood Area be deleted from S600.

I appreciate any assistance that you can give me on this matter.

Sincerely,

RUSSELL W. STUART,
Commissioner.

FARGO CLINIC,
Fargo, N. Dak., March 18, 1974.

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

Dear SENATOR BURDICK: As you know, Senator Haskell's Subcommittee on Public Lands, will be holding a hearing next week on designation of Chase Lake National Wildlife Refuge and part of Lost Wood National Wildlife Refuge for inclusion in the National Wilderness Preservation System. Many conservationists in North Dakota feel it is certainly the time to include Chase Lake National Wildlife Refuge since there has been little if any objection to this wilderness proposal. However, many of us have not had time to inspect and to evaluate the objections made to Lost Wood National Wildlife Refuge lands being included as part of the National Wilderness Preservation System. I would ask, if you see fit in view of these circumstances, that a request might be made to withdraw the Lost Wood National Wildlife Refuge near Bowbells from this omnibus bill until we have more time to evaluate the proposal of the U.S. Bureau of Sport Fisheries and Wildlife. There will be plenty of time to include it in another omnibus bill, along with the north and south unit of Roosevelt Park, in the next session of Congress.

Thank you very much for your help and interest.

Sincerely yours,

GEORGE M. JOHNSON, M.D.

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
Washington, D.C., March 26, 1974.

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

DEAR SCOOP: This letter is with reference to hearings which I believe were held last week on S. 600, which included proposals to designate some areas in North Dakota for inclusion in the National Wilderness Preservation System.

Enclosed is a copy of the letter I received from Dr. George M. Johnson of Fargo, North Dakota, which expresses his opposition to the proposal to put a part of Lostwood National Wildlife Refuge into this System. You will note that the basis for his request is to give interests near this Refuge more opportunity to evaluate the proposal. I would appreciate it if you could have Dr. Johnson's views given consideration when your Committee takes action on the Wilderness Bill.

With warm personal regards,
Sincerely,

MILTON R. YOUNG.

SIERRA CLUB,
San Francisco, March 19, 1974.

Hon. FLOYD K. HASKELL,
Chairman, Public Lands Committee,
U.S. Senate Interior Committee,
Washington, D.C.

DEAR SENATOR HASKELL: I am writing in support of the inclusion of the Breton National Wildlife Refuge in Louisiana for protection under the Wilderness Act as proposed in S 600. The islands included in the Breton Refuge are low-lying treeless barrier beach and marsh islands that stretch in a long north-south arc about 15 miles eastward from the Mississippi River Delta. They have not been altered by man and provide nesting grounds for many thousands of gulls, terns, skimmers and herons. Indeed, it is the major colonial bird nesting resource east of the Mississippi River Delta providing nesting grounds for these birds that are seen in Eastern Louisiana, Mississippi and Alabama. Their presence there is largely dependent upon the security of these nesting grounds. Wintering water fowl are also present in large numbers in the more protected waters west of these barrier islands and these islands are also important to loggerhead sea turtles which lay their eggs on the beaches. Other beaches in the area east of the Mississippi River have been developed to a large extent, thus making retention of the wild and natural character of the islands of the Breton Refuge an extremely important matter.

The Sierra Club has wholeheartedly supported Wilderness designation for these islands within the Breton National Wildlife Refuge since such designation was first proposed. Moreover, Wilderness designation has received essentially unanimous support of all interested citizens in the area since the time of the local hearings. This includes the major newspapers of the area, all of the major sportsmans groups, the Louisiana Wildlife & Fisheries Commission and the Louisiana Wildlife Federation as well as the local Audubon Society. There has to my knowledge been no public opposition of any nature to the present proposal.

Some consideration should be given in the final markup of the bill to the problem of how to accurately define the wilderness boundaries. Since these islands are subject to fluctuation in size through destruction by storms and possible accretion in other times, an area figure as exists in the bill may be accurate only on the date of survey. For example, the acreage mentioned in the original proposal by the Bureau of Sport Fisheries & Wildlife was 9,432 acres, nearly twice the acreage presently mentioned. The figure of 4,420 acres in S 600 presumably represents land area existing after the devastating effects of Hurricane Camille. Might not Wilderness designation be made to coincide with those areas within the Federal jurisdiction so as to always include the varying land mass of these ever-changing islands?

Sincerely,

DONALD M. BRADBURN, M.D.,
Delta Chapter.

CALIFORNIA ASSOCIATION OF 4WD CLUBS INC.,
Sacramento, Calif., March 13, 1974.

Hon. FLOYD K. HASKELL,
Chairman, Subcommittee on Public Lands,
New Senate Office Building, Washington, D.C.

DEAR SENATOR: In October 1969 the California Association of Four Wheel Drive Clubs, Inc., opposed the reclassification of the Emigrant Gap Primitive Area to Wilderness status. Our statements in opposition, orally and written, are a matter of record with the U.S. Forest Service.

The basis for our opposition was the increased demands for multiple use recreation areas, the need to develop and increase our water and mineral resources; the need to increase the sustained yield of our renewal natural resources; and the revenue that could be derived by increasing the opportunity for recreation (land and water), mineral exploration and development, timber harvesting, and hydro-electric energy development. These activities would greatly increase the economic stability of the State of California.

In view of todays energy crisis and the ever increasing demand for raw materials we feel we are justified in our opposition to *S. 111.*

We further respectfully request that no additional lands be considered for inclusion into the Wilderness Preservation System. This is in keeping with a 1972 survey by the U.S. Forest Service whereby 69% of the citizens of California were in opposition to any additional public lands being included in the Wilderness Preservation System.

Sincerely,

JACK EDWARDS, *Administrator.*

AMERICAN LAND CONSERVATION COUNCIL,
San Anselmo, Calif., March 23, 1974.

Hon. FLOYD K. HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: We understand that on March 19, your subcommittee considered bills to establish wilderness areas in several units of the National Park, Forest, and Wildlife Refuge systems.

We would like to offer comment here on S111, a bill to establish the Emigrant Wilderness in the Stanislaus National Forest in California. We would like to support this bill as far as it goes, and especially call attention to the importance of including the headwaters of the East Fork Cherry Creek within the wilderness. This area is at the center of one of the largest wilderness complexes in California. Approximately 6000 acres of this headwaters area have been proposed for exclusion from the wilderness by the U.S. Forest Service, presumably because of the existence of one patented and several unpatented tugsten mining claims. Competent government and University geologists have investigated these claims and found that (1) they contain a very small amount of recoverable tugsten, an amount which is insignificant in terms of total U.S. or world production, and (2) these same tungsten ores cannot be economically mined. We contend that the present mineral prospecting activity in this area is neigher necessary nor useful, and that it is in fact nothing more than a very destructive activity known as "recreational prospecting" which is vandalizing national wilderness resources for the benefit of a very few.

We recommend that this headwaters of the East Fork Cherry Creek be retained within the Emigrant Wilderness, as proposed in S111, and further that the Congress authorize acquisition of all valid mineral claims (patented or unpatented) in this area, and that the entire Wilderness area be immediately closed to further exploration and entry under the mining laws.

Please include this letter in the official hearing record on S111.

Sincerly,

PHILLIP FARRELL,
Executive Director.

SACRAMENTO, CALIF., *March 27, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR HASKELL: I am writing to place the following comments in the hearing that was held by the Subcommittee on Public Lands of the Senate Interior Committee on March 19, 1974, regarding S. 111, the Cranston-Tunney bill to establish a 113,000-acre Emigrant Wilderness in California's Sierra Nevada.

As I informed a member of your staff by telephone prior to the hearing. I am one of those who enthusiastically support S. 111 but who oppose the position of the Forest Service that a 6,042-acre mining area and access road be excluded from the Wilderness proposed by the two California Senators.

I know the Emigrant wilderness area which borders on Yosemite National Park, and I know that to exclude that long-argued mining area and road would leave a serious hole in the heart of a great mountain wilderness. We need to protect and preserve the total Emigrant-Hoover-Yosemite wilderness through the instrumentality of the National Wilderness System. The time is now, if the Emigrant bill as perfected by Senators Tunney and Cranston can be passed. If the House version—which accepts the Forest Service exclusion—will have preference or priority in the conference, perhaps the time is not now.

The tungsten being mined, if any, is of marginal value. The access road is a definite threat to the wilderness. We have been working for protection of the total wilderness in the Emigrant area for many years. S. 111 is the correct solution—without the Forest Service exclusion.

Please place this letter in the hearing record.

Sincerely,

FREDERIC R. GUNSKY.

MADERA, CALIF., *March 28, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

SIR: I would like to express my support for the passage of S. 111 which would create the Emigrant Wilderness here in California. With the increased pressures put on the more isolated areas of my state, it is imperative that additional wilderness areas be created.

The Forest Service recommendation for deleting some 6000 acres from the wilderness area should not be adopted. The presence of the narrow corridor and the larger open area in the middle of what will hopefully be wilderness simply is not compatible with the concept of wilderness.

There is of course the problem of the presently existing low grade dirt road within the proposed exclusion area. There are apparently some mining claims in the area. However, I seriously doubt that these claims are of any economic importance. As for the road, other wilderness areas have been created which had low grade roads within the boundaries. Desolation Wilderness in the Lake Tahoe area is one example of this. Yet the existence of one low grade road should not prevent wilderness classification for an area that is otherwise very well suited for wilderness use. In a few years the road would revert back to nature, and there would then be nothing to detract from the wilderness experience. S. 111 should then be passed and the Forest Service recommendation for exclusion of some 6000 acres should not be followed.

Very truly yours,

STEVEN R. MORTIMER,
Attorney at Law.

LASSEN MEDICAL GROUP, INC.,
Red Bluff, Calif., March 28, 1974.

Hon. FLOYD K. HASKELL
Senate Office Building
Washington, D.C.

DEAR SENATOR HASKELL: The subcommittee on public lands of the Senate Interior Committee has been having hearings on S–111 establishing a 113,000 acre emigrant wilderness area.

I would like to voice my enthusiastic endorsement of the Bill by Senators Cranston and Tunney. I sincerely hope that the exclusion area of 6,000 acres by the Forest Service will not occur as this is in the heart of the emigrant wilderness area.

I have traveled through this country as a back packer off and on for the last twenty years and I am sorry to say that this ecclusion area already has been literally destroyed by the Tungston mining concern. There are jeep roads everywhere, huge piles of junk and a helicopter landing pad in one of the most pristine meadows in the section, namely Horse Meadow. I was never aware that our need for Tungston was vital enough to warrant such desolation.

Sincerely yours,

ROBERT M. JURICH, M.D.

BERKELEY, CALIF., *March 28, 1974.*

Hon. FLOYD K. HASKELL
Senate Office Building
Washington, D.C.

DEAR SENATOR HASKELL: I write to urge you to support S. 111 by Senators Cranston and Tunney to establish a 113,000 acre Emigrant Wilderness and further urge you to defeat the Forest Service recommendation to establish a 6,042 acre exclusion for a mining area and access road.

The value of the tungsten ore in this area has been demonstrated to be insignificant though, of course, it will always be there if needed. The access road presently cuts the proposed wilderness area in half and is an unwelcome intrusion on some very beautiful country. It is accessible to vandals who despoil the area with four-wheel-drive vehicles.

The mining claim seems chiefly a cover to establish a private hunting preserve immediately on the border of Yosemite National Park and is a threat to the Park's wildlife and there have been reports of poaching. The ethics of hunters who will take advantage of animals used to being protected are questionable to say the least.

There are thousands of families in California who want and need the use of this proposed wilderness and, if it is preserved, thousands more will enjoy it in the years to come.

Sincerely,

JOHN M. JENCKS.

RIVER PINES, CALIF., *March 26, 1974.*

Re S. 111 Emigrant Wilderness.

Hon. FLOYD K. HASKELL,
Chairman, Subcommittee on Public Lands, Senate Interior Committee, Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: Please include this letter in your hearing record of S. 111, which would establish Emigrant Wilderness in Stanislaus National Forest.

I strongly support the establishment of Emigrant Wilderness consisting of approximately 113,000 acres. This area, with its prime wildlife habitat, watershed, and scenic qualities, would be a valuable addition to our National Wilderness Preservation System.

It is very important that the southeast corner of the existing Emigrant Basin Primitive Area be included in the wilderness. The Forest Service has proposed to exclude this corner, consisting of about 6,000 acres; HR 5422 contains this exclusion. These 6,000 acres should have wilderness classification for the following reasons:

(1) mineral value is low and mining uneconomical

(2) the patented mining claim may be worked under provisions of the Wilderness Act

(3) improvements are minimal and substantially unnoticeable and are capable of reverting

(4) non-conforming structures such as flow maintenance dams and weirs are present in other established Wildernesses, such as Desolation

(5) exclusion of the 6,000 acres would violate the integrity of a large combined wilderness area consisting of Emigrant, northern part of Yosemite, and proposed extensions to Hoover Wilderness

In conclusion, I support S. 111 to provide statutory protection for 113,000 acres under the Wilderness Act.

Thank you for this opportunity to comment.

Sincerely,

ALISON BINDER.

FYBATE LECTURE NOTES,
Berkeley, Calif., March 26, 1974.

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR HASKELL: I am writing for the record to express support for S. 111 and opposition to Exclusion No. 2 in the Emigrant Wilderness proposal.

I have for many years enjoyed fishing and hiking in the affected area along Cherry Creek, and in recent years I have been pleased to show this country to my son. It is an area of priceless natural beauty, and a place where one can for a little while escape the pressures of city living.

To remove the protection this wilderness area now enjoys would be I think a great mistake, The justification offered for removing the protection is the existence of some mines and prospects, and a dirt road that serves them. These mines are not necessary to our country's economy. Geology Professor Clyde Wahrhaftig of the University of California at Berkeley has testified under oath that at most the mines could supply 2% of the country's tungsten needs for one year. Surely this miniscule amount would not be worth sacrificing the wilderness character of this part of the High Sierra.

When you look at a map of the proposed exclusion, you can see that it is a dagger into the heart of the largest roadless area in California, and one of the largest in the country. If the corridor were opened to recreational traffic, you would have vehicles right on the border of Yosemite National Park, and considering the insufficiency of national park budgets, I doubt that guards could be hired to prevent these vehicles from penetrating the Park itself. As you know, the Congress has wisely declared this part of Yosemite a wilderness area and has barred vehicles from it.

As for the argument that the road and some mining structures have already deprived the area of its wilderness character, the fact is that there are man-made structures in every wilderness area. If they are removed or simply allowed to deteriorate, the area regains its pristine character.

Already, 99% of the land in our country is non-wilderness; only 1% is still wilderness. Please don't take away some of that 1%.

Sincerely,

THOMAS WINNETT.

MODESTO, CALIF., *March 27, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

Dear SENATOR HASKELL: I hope that you and the Public Lands Subcommittee of the Senate Interior Committee will favorably consider Senate Bill 111 to establish a 113,000 acre Emigrant Wilderness. My family and I have frequently backpacked in this area and find that public use for recreation purposes has increased tremendously during the last ten years.

I have read that the Forest Service are proposing to exclude approximately 6,000 acres from the proposed Emigrant Wilderness area as proposed by Senate Bill 111 introduced by our California Senators, Cranston and Tunney.

Your favorable consideration and support of the bill to establish an Emigrant Wilderness area will be sincerely appreciated and without deleting 6,000 acres.

Yours very truly,

WILLIAM R. MITCHELL,
Attorney at Law.

RANCHO CORDOVA, CALIF., *April 1, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SIR: The 6,042-acre exclusion requested by the Forest Service in opposition to the bill presented by Senators Cranston and Tunney of California (S. 111) would make one believe that the Forest Service would like to create a "Mineral King, North."

There is no reason why this area should not be included in the Emigrant Wilderness for it has been determined by geologists from the University of California, Berkeley, that the mineral potential is extremely low grade.

It would be a tragic loss to future generations of Americans as well as present if a mechanical entry into the Hoover Wilderness, Emigrant Wilderness and Yosemite National Park were to be let to the highest bidder by the Forest Service.

We urge your support of S. 111.

Yours truly,

THOMAS AND VIRGINIA ANGENENT.

[Western Union Mailgram]

WALNUT CREEK, CALIF., *April 2, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SIR: Respectfully request that S. 11, concerning Emigrant Wilderness in California, not be amended to exclude the 6,000 acre mining area. This mining area has been reported as unprofitable by University of California geologists. Road to mining area (which would be excluded from wilderness by Forest Service proposal) presently cuts a path of several miles through center of existing wilderness. Have observed many vehicles on this road during many hikes in Emigrant Wilderness. This condition is incompatible with wilderness area concept. The odor of exhaust fumes is very noticeably present as much as 2 days hiking into wilderness. This area is presently used by a very large number of campers traveling by foot, so impact of motor vehicles is significant in disturbance caused to substantial number of people seeking a few days of wilderness solitude.

Please do all in your power to assure that the 6,000 acre area is not excluded from the Emigrant Wilderness.

RICHARD W. HOUSE.

SONORA, CALIF., *March 29, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SIR: As a nearby resident of the proposed Emigrant Wilderness area we want to express our strong support for S.111.

We want some wild lands left for our grandchildren to enjoy. All about us here timber is being cut, much of it clear cutting. Please urge the passage of S. 111 as introduced by Senators Allen Cranston and John W. Tunney, *without* the exclusion recommended by the Forest Service.

Yours truly,

ROBERT R. PIERCE,
MARGARET H. PIERCE.

SAN FRANCISCO, CALIF., *March 26, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR: I am delighted that a hearing was held on this bill March 19th. I trust that the committee will approve the bill as written without excluding some 6,000 plus acres which some assert are or might be mining sites. I have heard testimony of geologist, Prof. Wahrhftig of the faculty of the University of California at Berkeley, speak of his personal examination of the 6000 acre area. He is definitely of the opinion that there are no minerals which could be economical to mine.

Very truly yours,

HAROLD LEAVEY,
Attorney at Law.

MODESTO, CALIF., *March 26, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SIR: The Subcommittee on Public Lands of the Senate Interior Committee held hearings on S. 111, a bill to establish an Emigrant Wilderness. I indeed support such a bill even if the 6,042 acre exclusion from the present Emigrant Basin Primitive Area is needed. On the other hand I would like to see the entire area included in the Emigrant Wilderness. It just seems so darn foolish to not give the entire area the same management considerations. The exclusions can only cause future bills for inclusion into the wilderness and cause conflicts with wilderness users. The problem will not go away by leaving it out of the wilderness.

Further the rare California Bighorn Sheep has been reported in past years in the area of the proposed exclusion. The area should be included to give this rare animal the wilderness home it requires.

Sincerely,

HAROLD E. BASEY.

RIO DELL, CALIF., *March 26, 1974.*

Hon. FLOYD K. HASKELL,
Subcommittee on Public Lands, Senate Office Building,
Washington, D.C.

DEAR SENATOR HASKELL: I am writing to endorse S III in its entirety.

I oppose as completely unnecessary and highly detrimental the exclusion proposed by the Forest Service.

Please include this expression in the hearing record.

Yours truly,

K. H. MUNCHHEIMER, MD.

MODESTO, CALIF., *March 27, 1974.*

Hon. FLOYD HASKELL,
Chairman, Senate Interior Committee,
Dirksen Office Building, Washington, D.C.

Subject: S111 Emigrant Wilderness.

DEAR SENATOR HASKELL: Following are comments I submit for the hearing record:

I support S111, the Emigrant Wilderness Bill. I want to stress the value of the mining road and mine area to what I hope will be the Hoover Wilderness extension which will lie directly to the east of the mine road. This mine road is a corridor to the heart of the three wilderness areas—Yosemite, Hoover, and Emigrant.

The restriction of use of this road to mining vehicles only is now impossible. I have walked on this road and seen camper trucks and other vehicles pass the open gate for access into this area. At such a remote location the Forest Service cannot enforce closure. Mining can and probably should continue until the ore is removed and then the road be sealed off at the present gate. The miners will confirm that the road will soon thereafter be only a faint trace on the ridge.

Wagon tracks from the emigrants that crossed this ridge over a century ago are viewed as historic today. No one has asked that their "road" be left out. The same will apply in time to the mine road.

Sincerely,

ROBERT W. HACKAMACK.

REDWOOD CITY, CALIF., *April 1, 1974.*

Dear SENATOR HASKELL: I want to voice my approval of Senate bill S. 111 to establish a 113,000 acre Emigrant Wilderness.

I am however opposed to the Forest Service's proposal to exclude 6,042 acres for a mining road. I can see no way to justify such an exclusion. Economically there is hardly a care for mining. For wilderness value this large area's value is increased by including this road not excluding it from the wilderness.

The attached letter from a friend to his congressman expresses my feelings completely.

Please enter both letters into the record for S111.

Thank you,

KEN FAWCETT.

CORVALLIS, OREG., *December 9, 1973.*

DEAR CONGRESSMAN WYATT: Thank you for asking the Forest Service to respond about the proposed Emigrant Basin Wilderness. We are very much disheartened by their response, which belabors technicalities and didn't consider the real issue. We were concerned about a narrow area that juts into the middle of the wilderness which the Forest Service recommends to be omitted from wilderness consideration. *The basic question doesn't rest upon the wilderness quality of the minor acreage in this intruding corridor,* but rather upon what effect non-wilderness classification of this small area has upon the large surrounding wilderness. Nonwilderness classification of this narrow intrusion will permit motorized traffic into the middle of the wilderness, which will destroy the remoteness of the entire area.

The October 1973 Forest Service EIS on Wilderness Study Areas stressed the importance of remoteness in its wilderness quality standards, and rationalized weighting area twice in their decision making methodology because large size is so important. In light of these stated Forest Service criteria fragmenting a wilderness doesn't make sense. The issue is that a tremendous wilderness value will result from classifying nonvirgin territory wilderness.

Congress has established wilderness areas that included nonvirgin territory. The most extreme instance I can recall is the Great Swamp Wilderness in New Jersey which included paved roads that were torn up when the area was declared a Wilderness Area. An example closer to us is the Kalmiopsis Wilderness in South Western Oregon that includes a mining road in the designated Wilderness Area.

I hope that the Forest Service will reconsider its position so that a very valuable wilderness won't be destroyed.

Sincerely,

LARRY, GINNY, and LUKE HUNT.

SACRAMENTO, CALIF., *March 26, 1974.*

Hon. FLOYD K. HASKELL,
Senate Office Building,
Washington, D.C.

DEAR SENATOR HASKELL: Please enter our support for S. 111 as introduced by Senators Turney and Cranston. The exclusion of 6,042 acres by the Forest Service from the 113,000 acre Emigrant Wilderness serves only to allow motorized vehicles to intrude into the heart of this Sierra parkland. What minerals there may be in this area should be preserved for utilization by future generations. Your action is deeply appreciated by those of us who tread lightly upon fragile ecology as exists in this high country.

This land is ours to enjoy, not to consume.

Thank you for your efforts.

DAVE and EDY ROGERS.

ROCKLIN, CALIF., *March 28, 1974.*

Hon. ALAN CRANSTON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CRANSTON: I completely support your bill, S. 111, to establish the Emigrant Wilderness. I am strongly opposed to the Forest Service recommendation of a 6000 + acre exclusion for mining purposes. I believe that the concept of a contiguous wilderness area including Yosemite National Park and Hoover Wilderness together with Emigrant is very desirable.

Sincerely,

RICHARD SAMBUCETTI.

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