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PROPOSED WILDERNESS AREAS

(Part 2)

GOVERNMENT

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BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS

OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

NINETY-THIRD CONGRESS

SECOND SESSION

ON

S. 601

A BILL TO DESIGNATE CERTAIN AREAS IN THE UNITED STATES AS WILDERNESS AREAS

S. 1943

A BILL TO ESTABLISH THE CASCADE HEAD SCENIC-RESEARCH AREA IN THE STATE OF OREGON, AND FOR OTHER PURPOSES

H.R. 6395

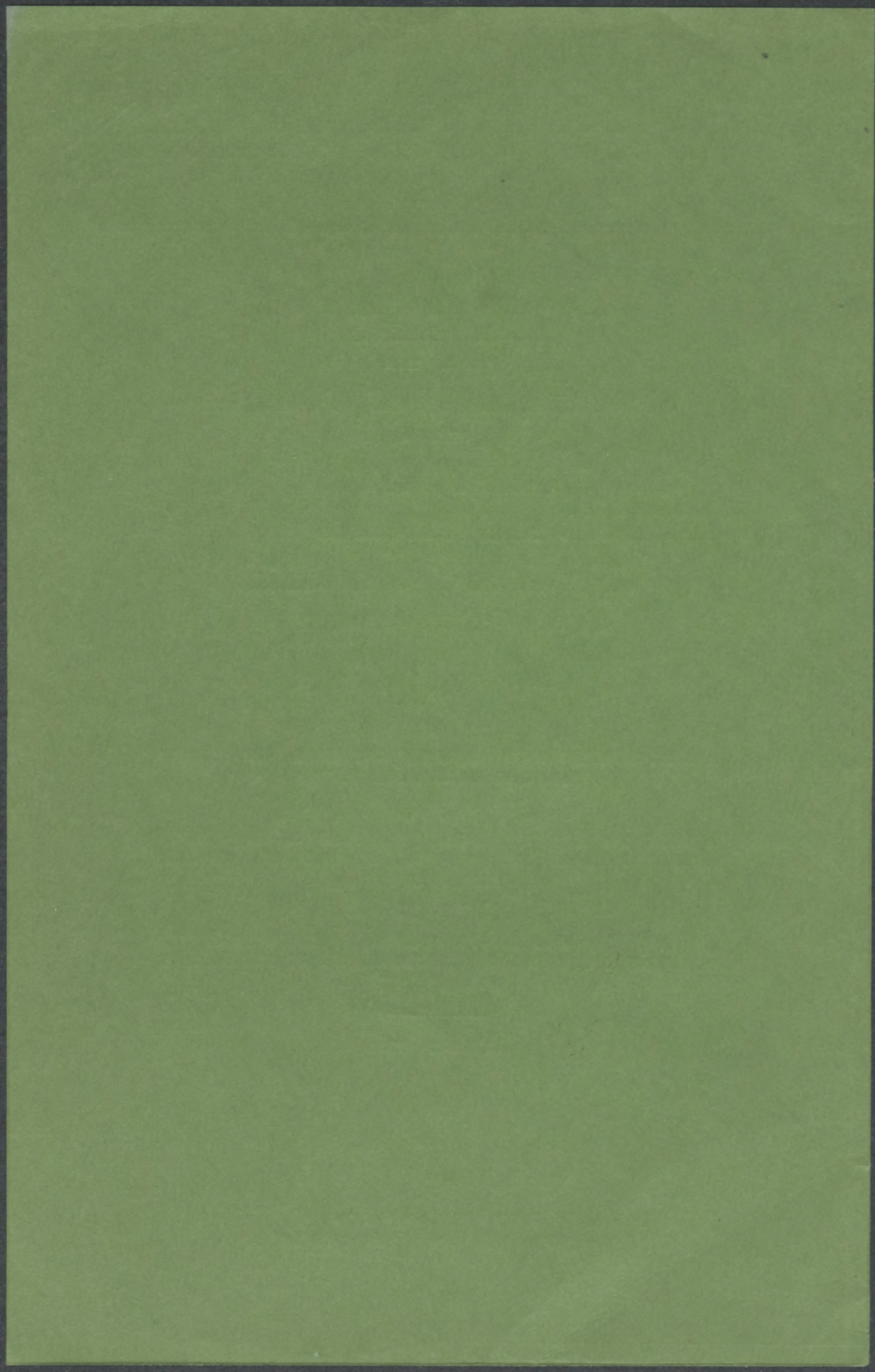
AN ACT TO DESIGNATE CERTAIN LANDS IN THE OKEFENOKEE NATIONAL WILDLIFE REFUGE, GEORGIA, AS WILDERNESS

JUNE 24, 1974



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

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PROPOSED WILDERNESS AREAS

(Part 2)

HEARING
BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS
OF THE
COMMITTEE ON
INTERIOR AND INSULAR AFFAIRS
UNITED STATES SENATE
NINETY-THIRD CONGRESS

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JUNE 24, 1974



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

U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1974

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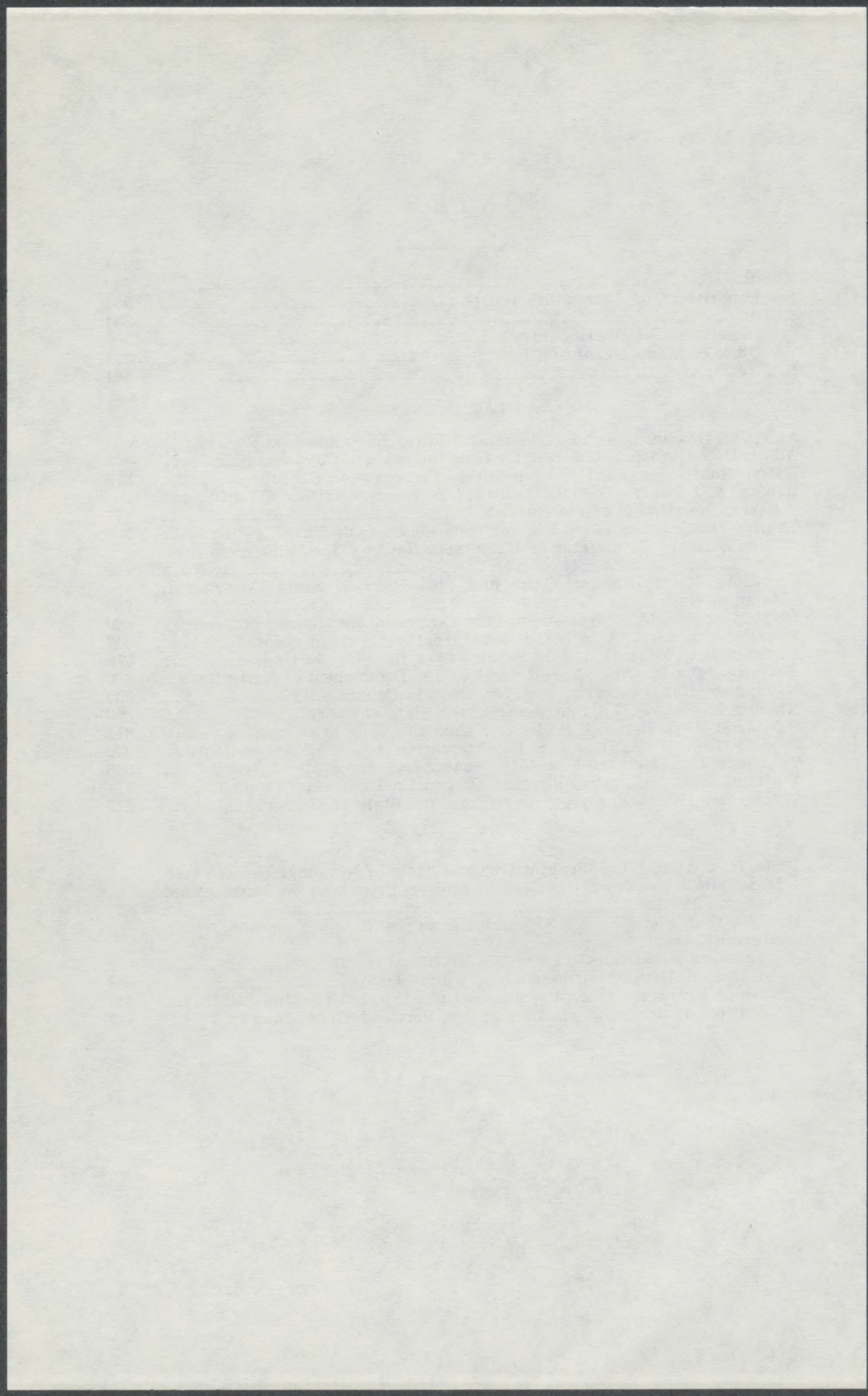
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PROPOSED WILDERNESS AREAS

(Part 2)

MONDAY, JUNE 24, 1974

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

The subcommittee met at 11 a.m. in room 3110, Dirksen Office Building, Hon. Floyd K. Haskell, presiding.

Present: Senators Haskell, Hatfield, and Bartlett.

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 hearing of the Subcommittee on Public Lands of the Senate Committee on Interior and Insular Affairs will commence. The subjects of today's hearing are H.R. 6395, a bill to designate certain lands in the Okefenokee National Wildlife Refuge, Ga., as wilderness; S. 1943, a bill to establish the Cascade Head Scenic-Research Area in the State of Oregon; and section (6) of S. 601, a bill to designate certain areas in the United States as wilderness areas. The area addressed by section (6) of S. 601 is the Mission Mountains Primitive Area in Montana.

At this point in the record I will insert copies of the bills and executive communications received.

[The texts of S. 601, S. 1943, H.R. 6395, and executive communications follow:]

93^d 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.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in accordance with section 3 (b) of the Wilderness Act
4 (78 Stat. 891; 16 U.S.C. 1132 (b)), the following areas are
5 hereby designated as wilderness, and shall be administered by
6 the Secretary of Agriculture in accordance with the provisions
7 of the Wilderness Act:

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

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

10 (2) the area classified as the Agua Tibia Primitive
11 Area in California, with the proposed additions thereto
12 and deletions therefrom, as generally depicted on a map
13 entitled "Proposed Agua Tibia Wilderness", which is
14 on file and available for public inspection in the Office of
15 the Chief, Forest Service, United States Department of
16 Agriculture, is hereby designated as the "Agua Tibia
17 Wilderness" within and as part of the Cleveland Na-
18 tional Forest, comprising an area of approximately eleven
19 thousand nine hundred acres. The previous classifica-
20 tion of the Glacier Primitive Area is hereby abolished.

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

1 speciation in the Office of the Chief, Forest Service, United
2 States Department of Agriculture, is hereby designated
3 as the "Eagles Nest Wilderness" within and as part of
4 the Arapaho and White River National Forests, com-
5 prising an area of approximately eighty-seven thousand
6 nine hundred and fifty acres. The previous classification
7 of the Gore Range-Eagles Nest Primitive Area is hereby
8 abolished.

9 (4) the area classified as the Emigrant Basin Prim-
10 itive Area in California, with the proposed additions
11 thereto and deletions therefrom, as generally depicted
12 on a map entitled "Proposed Emigrant Wilderness",
13 which is on file and available for public inspection in
14 the Office of the Chief, Forest Service, United States
15 Department of Agriculture, is hereby designated as the
16 "Emigrant Wilderness" within and as part of the Stan-
17 islaus National Forest, comprising an area of approxi-
18 mately one hundred and five thousand eight hundred and
19 seventy-six acres. The previous classification of the Emi-
20 grant Basin Primitive Area is hereby abolished.

21 (5) the area classified as the San Juan and Upper
22 Rio Grande Primitive Areas in Colorado, with the pro-
23 posed additions thereto and deletions therefrom, as gen-
24 erally depicted on a map entitled "Proposed Weminuche
25 Wilderness", which is on file and available for public

1 inspection in the Office of the Chief, Forest Service,
2 United States Department of Agriculture, is hereby
3 designated as the "Weminuche Wilderness" within and
4 as part of the Rio Grande and San Juan National For-
5 ests, comprising an area of approximately three hundred
6 and forty-six thousand eight hundred acres. The pre-
7 vious classification of the San Juan and Upper Rio
8 Grande Primitive Areas is hereby abolished.

9 (6) the area classified as the Mission Mountains
10 Primitive Area in Montana, with the proposed additions
11 thereto and deletions therefrom, as generally depicted on
12 a map entitled "Proposed Mission Mountains Wilder-
13 ness," which is on file and available for public inspec-
14 tion in the Office of the Chief, Forest Service, United
15 States Department of Agriculture, is hereby designated
16 as the "Mission Mountains Wilderness" within and as
17 a part of the Flathead National Forest, comprising an
18 area of approximately seventy-three thousand two hun-
19 dred acres. The previous classification of the Mission
20 Mountains Primitive Area is hereby abolished.

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

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

8 (8) the area classified as the Blue Range Primitive
9 Area in New Mexico and Arizona, with the proposed
10 additions thereto and deletions therefrom, as generally
11 depicted on a map entitled "Proposed Blue Range Wil-
12 derness", which is on file and available for public in-
13 spection in the Office of the Chief, Forest Service, United
14 States Department of Agriculture, is hereby designated
15 as the "Blue Range Wilderness" within and as part of
16 the Apache National Forest, comprising an area of ap-
17 proximately one hundred seventy-seven thousand
18 two hundred acres. The previous classification of the
19 Blue Range Primitive Area is hereby abolished.

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

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

6

1 ness area designated by this Act and a legal description of
2 its boundaries with the Interior and Insular Affairs Com-
3 mittees of the United States Senate and House of Repre-
4 sentatives, and such description shall have the same force and
5 effect as if included in this Act: *Provided, however,* That
6 correction of clerical and typographical errors in such legal
7 description and map may be made.

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

S. 1943

IN THE SENATE OF THE UNITED STATES

JUNE 4, 1973

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

A BILL

To establish the Cascade Head Scenic-Research Area in the State of Oregon, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in order to provide for the public outdoor recreation
4 use and enjoyment of certain ocean headlands, rivers,
5 streams, estuaries, forested areas, recreational, and research-
6 scientific facilities and areas in the State of Oregon by present
7 and future generations and the conservation and study of
8 scenic, scientific, historic, and other values contributing to
9 public awareness and appreciation of such areas, and to pro-
10 mote a more sensitive relationship between man and his
11 adjacent environment, there is hereby established, subject

II

1 to valid existing rights, the Cascade Head Scenic-Research
2 Area (hereinafter referred to as "the area").

3 SEC. 2. The administration, protection, development, and
4 regulation of use of the area shall be by the Secretary of
5 Agriculture (hereinafter called the "Secretary") in accord-
6 ance with the laws, rules, and regulations applicable to
7 national forests, in such manner as in his judgment will best
8 contribute to attainment of the purposes set forth in this
9 Act.

10 SEC. 3. (a) The boundaries of the area, and the bound-
11 aries of the subareas included therein, shall be those shown
12 on the map entitled "Proposed Cascade Head Scenic-
13 Research Area" dated June 1973, which is on file and avail-
14 able for public inspection in the Office of the Chief, Forest
15 Service, United States Department of Agriculture: *Pro-*
16 *vided*, That, from time to time, the Secretary may, after
17 public hearing or other appropriate means for public par-
18 ticipation, make adjustments in the boundaries of subareas
19 to reflect changing natural conditions or to provide for more
20 effective management for the purposes of this Act.

21 (b) As soon as practicable after the enactment of this
22 Act, the Secretary shall, with provision for appropriate
23 public participation in the planning process, develop a com-
24 prehensive management plan for the area. Said plan shall
25 prescribe specific management objectives and management

1 controls necessary for the protection, management, and
2 development of the area and each of the subareas: *Provided,*
3 That within the area, the following subareas shall be estab-
4 lished and shall be managed in accord with the following
5 primary management objectives which shall be supplemental
6 to the general management objectives applicable to the
7 entire area:

8 (1) Estuary and Associated Wetlands Subareas: An
9 area managed to protect and perpetuate the fish and wild-
10 life, scenic, and research-education values, while allowing
11 dispersed recreation use, such as sport fishing, nonmotorized
12 pleasure boating, waterfowl hunting, and other uses which
13 the Secretary determines are compatible with the protection
14 and perpetuation of the unique natural values of the subarea.
15 After appropriate study, breaching of existing dikes may be
16 permitted within the area.

17 (2) Lower Slope-Dispersed Residential Subarea: An
18 area managed to maintain the scenic, soil and watershed,
19 and fish and wildlife values, while allowing dispersed resi-
20 dential occupancy, intensive recreation use, and agricultural
21 use.

22 (3) and (4) Upper Timbered Slope, and Headlands
23 Subareas: Areas managed to protect the scenic, soil and
24 watershed, and fish and wildlife values while allowing ex-
25 tensive recreation and research-educational activities and

1 timber harvesting activity and associated road development
2 which does not significantly interfere with the purposes of
3 the area.

4 (5) and (6) Coastline, and Sand Dune-Spit subareas:
5 Areas managed to protect and maintain the scenic and wild-
6 life values while allowing extensive recreation and research-
7 educational activities.

8 SEC. 4. The boundaries of the Siuslaw National Forest
9 are hereby extended to include all of the lands not presently
10 within the national forest boundaries lying within the area
11 as described in accordance with section 3 of this Act.

12 Notwithstanding any other provision of law, any Federal
13 property located within the area added to the Siuslaw Na-
14 tional Forest by this Act may, with the concurrence of the
15 agency having custody thereof, be transferred without con-
16 sideration to the administrative jurisdiction of the Secretary
17 of Agriculture. Any lands so transferred shall become part
18 of the Siuslaw National Forest.

19 SEC. 5. (a) Subject to the provisions of subsection (b)
20 of this section, the Secretary is authorized to acquire lands,
21 waters, or interests therein within the area by donation,
22 purchase, exchange, or otherwise.

23 (b) Within all subareas of the area except the estuary
24 and associated wetlands subarea, the Secretary may acquire
25 lands and interests only with the consent of the owner so

1 long as the owner uses the land for substantially the same
2 purposes and in the same manner as the lands were used
3 and maintained on June 1, 1973. The Secretary shall pub-
4 lish, within ninety days of the enactment of this Act, guide-
5 lines which shall be used by him to determine what consti-
6 tutes a substantial change in land use or maintenance for
7 the nonfederally owned lands within the area. Within the
8 estuary and associated wetlands subarea the Secretary may
9 acquire lands and interests without the consent of the owner
10 at any time, after public hearing.

11 SEC. 6. Notwithstanding the provisions of subsection
12 6(a) (1) of the Land and Water Conservation Fund Act of
13 1965 (78 Stat. 903; 16 U.S.C. 4601-9(a) (1)) moneys
14 appropriated from the Land and Water Conservation Fund
15 shall be available for the acquisition of any lands, waters,
16 or interests therein within the area added to the Siuslaw
17 National Forest by this Act.

18 SEC. 7. The lands within the area, subject to valid
19 existing rights, are hereby withdrawn from location, entry,
20 and patent under the United States mining laws and from
21 disposition under all laws pertaining to mineral leasing and
22 all amendments thereto.

23 SEC. 8. (a) The Secretary shall establish an advisory
24 council for the area, and shall consult on a periodic and
25 regular basis with such council with respect to matters re-

1 lating to management of the area. The members of the
2 advisory council, who shall not exceed eleven in number,
3 shall serve for the individual staggered terms of three years
4 each and shall be appointed by the Secretary as follows:

5 (i) A member to represent each county in which
6 a portion of the area is located, each such appointee to
7 be designated by the respective governing body of the
8 county involved;

9 (ii) A member appointed to represent the State of
10 Oregon, who shall be designated by the Governor of
11 Oregon;

12 (iii) Not to exceed eight members appointed by
13 the Secretary from among persons who, individually or
14 through association with national or local organizations,
15 have an interest in the administration of the area; and

16 (iv) The Secretary shall designate one member
17 to be chairman and shall fill vacancies in the same
18 manner as the original appointment.

19 (b) The members shall not receive any compensation
20 for their services as members of the council, but they shall
21 be reimbursed for travel expenses and shall be allowed, as
22 appropriate, per diem or actual subsistence expenses.

23 (c) The Secretary shall, in addition to his consultation
24 with the advisory council, seek the views of other private
25 groups, individuals, and the public, and shall seek the views

1 and assistance of, and cooperate with all other Federal,
2 State, and local agencies with responsibilities for zoning,
3 planning, migratory fish, waterfowl, and marine animals,
4 water and natural resources, and all nonprofit agencies and
5 organizations which may contribute information or expertise
6 about the resources or management of the area or its re-
7 sources, in order that the knowledge, expertise, and views
8 of all agencies and groups may contribute affirmatively to
9 the most sensitive utilization of the area and its various
10 subareas, for the benefit of the public, now and in the
11 future.

12 SEC. 9. The Secretary shall cooperate with the State
13 of Oregon and political subdivisions thereof in the adminis-
14 tration of the area and in the administration and protection
15 of lands within or adjacent to the recreation area owned
16 or controlled by the State or political subdivisions thereof.
17 Nothing in this Act shall deprive the State of Oregon or
18 any political subdivision thereof of its right to exercise civil
19 and criminal jurisdiction within the area consistent with
20 the provisions of this Act, or of its right to tax persons,
21 corporations, franchises, or other non-Federal property, in
22 or on the lands or waters within the area.

93^D CONGRESS
2^D SESSION

H. R. 6395

IN THE SENATE OF THE UNITED STATES

MARCH 19, 1974

Read twice and referred to the Committee on Interior and Insular Affairs

AN ACT

To designate certain lands in the Okefenokee National Wildlife
Refuge, Georgia, as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in accordance with section 3 (c) of the Wilderness Act
4 of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132
5 (c)), certain lands in the Okefenokee National Wildlife
6 Refuge, Georgia, which comprise about three hundred forty-
7 three thousand eight hundred and fifty acres and which are
8 depicted on a map entitled "Okefenokee Wilderness Pro-
9 posal" dated October 1967, revised March 1971, are hereby
10 designated as wilderness. The map shall be on file and avail-

II

1 able for public inspection in the offices of the Bureau of Sport
2 Fisheries and Wildlife, Department of the Interior.

3 SEC. 2. Within the wilderness designated by this Act,
4 subject to such restrictions as the Secretary of the Interior
5 deems necessary for public safety and to protect flora and
6 fauna of the wilderness, (1) the use of powered watercraft,
7 propelled by motors of ten or less horsepower, will be per-
8 mitted, (2) watercraft trails including approximately one
9 hundred twenty miles as delineated on the attached map will
10 be maintained. Access to watercraft trails in the wilderness
11 area will be provided from the Suwannee River Sill, Steven
12 Foster State Park, Kings Landing, and Suwannee Recre-
13 ation Area (Camp Cornelia).

14 SEC. 3. Fishing shall be permitted in the waters of the
15 Okefenokee Wilderness, in accordance with applicable State
16 and Federal regulations, except that the Secretary of the
17 Interior may designate zones and establish periods when no
18 fishing shall be permitted for reasons of public safety, admin-
19 istration, fish and wildlife management, or public use and
20 enjoyment.

21 SEC. 4. As soon as practicable after the Act takes effect,
22 a map and a legal description of the wilderness area shall be
23 filed with the Interior and Insular Affairs Committees of the
24 United States Senate and the House of Representatives, and
25 such description shall have the same force and effect as if in-

1 cluded in this Act: *Provided, however,* That correction of
2 clerical and typographical errors in such legal description
3 and map may be made.

4 SEC. 5. The area designated by this Act as wilderness
5 shall be known as the Okefenokee Wilderness and shall be
6 administered by the Secretary of the Interior in accordance
7 with the provisions of the Wilderness Act.

Passed the House of Representatives March 18, 1974.

Attest:

W. PAT JENNINGS,

Clerk.



DEPARTMENT OF AGRICULTURE
OFFICE OF THE SECRETARY
WASHINGTON, D. C. 20250

Honorable Henry M. Jackson
Chairman, Committee on Interior
and Insular Affairs
United States Senate

March 15, 1974

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 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 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.

Honorable Henry M. Jackson

2

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



United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

...
MAY 2 1974

Dear Mr. Chairman:

This responds to your request for the views of this Department on S. 1943, a bill "To establish the Cascade Head Scenic-Research Area in the State of Oregon, and for other purposes."

S. 1943 would establish certain ocean headlands, rivers, streams, estuaries, forested areas, recreational and research-scientific facilities in Oregon within and adjacent to the Siuslaw National Forest as the Cascade Head Scenic-Research Area. The proposed area would become part of the Siuslaw National Forest and would be administered by the Secretary of Agriculture in accordance with the laws, rules and regulations applicable to national forests.

Some of the acreage in the proposed area is already in Federal ownership, including 197 acres administered by the Bureau of Land Management. We have no objection to this acreage being transferred into an enlarged Siuslaw National Forest. However, since the Department of Agriculture would administer the proposed area, we defer to the views of that agency as to whether S. 1943 should be enacted.

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,

Assistant Secretary of the Interior

Honorable Henry M. Jackson
Chairman, Committee on
Interior and Insular Affairs
United States Senate
Washington, D.C.

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

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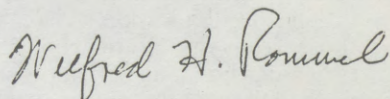
Honorable Henry M. Jackson
Chairman, Committee on Interior
and Insular Affairs
United States Senate
3106 New Senate Office Building
Washington, D. C. 20510

Dear Mr. Chairman:

This is in response to your request of June 14, 1973, for the views of the Office of Management and Budget on S. 1943, a bill "To establish the Cascade Head Scenic-Research Area in the State of Oregon, and for other purposes."

The Office of Management and Budget concurs in the views of the Department of Agriculture in its report on S. 1943, and accordingly we recommend enactment of the Department's proposed substitute bill in lieu of S. 1943. The Department of Agriculture's substitute proposal is a bill "To provide for the Cascade Head Scenic-Research Area Addition to the Siuslaw National Forest in the State of Oregon, and for other purposes."

Sincerely,



Wilfred H. Rommel
Assistant Director for
Legislative Reference

Senator HASKELL. We are privileged to have Senator Talmadge with us here today.

Senator Talmadge, I welcome you to the hearing.

**STATEMENT OF HON. HERMAN E. TALMADGE, A U.S. SENATOR
FROM THE STATE OF GEORGIA**

Senator TALMADGE. I deeply appreciate this opportunity to testify on H.R. 6395, a bill to designate certain lands in the Okefenokee National Wildlife Refuge as wilderness. I shall be brief.

This issue is not new. There is no controversy about the desirability of including the Okefenokee in the National Wilderness System. Other witnesses will testify fully on this point. This morning I will discuss only those points on which questions have been raised.

Mr. Chairman, the Okefenokee is a giant and primitive swamp. Since mere mortals cannot walk on water, one does not walk into the Okefenokee. As a practical matter, Mr. Chairman, unless small, powered watercraft are permitted and unless trails for such watercraft are maintained, wilderness designation would amount to padlocking the Okefenokee. I cannot go along with that.

In my view, it would be most unfortunate for the language in those sections of the House passed bill allowing small, powered boats and providing for the maintenance of boat trails to be deleted or modified significantly. I earnestly hope that your subcommittee will agree that these provisions are both appropriate and necessary and that H.R. 6395, as passed by the House of Representatives, will be approved at the earliest possible time.

Mr. Chairman, at this point, I desire to submit a statement for the record by my distinguished colleague, Senator Nunn, who unfortunately could not be present at this time, and also to submit a statement by one of our distinguished colleagues in the House, Congressman Bo Ginn, who represents the First Congressional District of Georgia.

Senator HASKELL. Those statements will be received and reproduced in full in the record.

Senator TALMADGE. Also, Mr. Chairman, I would like to present those from my State who will testify later. The first is Hon. W. S. Stuckey, the House of Representatives. He represents the 8th Congressional District wherein most of the swamp lies.

And also Mr. Jack Crockford, Director of the Game and Fish Division, State Department of Natural Resources, Atlanta, Ga.

And Mr. Hans Neuhauser, Georgia Conservancy, 127 Abercorn Street, Savannah, Ga.

I thank you, Mr. Chairman, for this opportunity and we will all be delighted to respond to any questions, if you have any at this point.

Senator HASKELL. I have no questions right now. Senator, at some later time I will tell you about the bird dog who could walk on water.

[Laughter.]

Senator TALMADGE. Thank you very much.

[The prepared statements of Senator Nunn and Congressman Ginn follow:]

PREPARED STATEMENT OF HON. SAM NUNN, A U.S. SENATOR FROM THE STATE OF
GEORGIA

Mr. Chairman, I appreciate the opportunity to appear before this distinguished subcommittee to testify in support of H.R. 6395, a bill to designate certain lands in the Okefenokee National Wildlife Refuge in Georgia as wilderness.

I wish to commend Congressman Bill Stuckey and Howard "Bo" Ginn for introducing this measure and for their diligent efforts in guiding this bill through the House.

Mr. Chairman, this bill would designate 343,850 acres of the 370,000 acres in the Refuge as wilderness, thus providing additional protection and ensuring the preservation of this primitive and enchantingly beautiful swamp for all Americans.

The world famous Okefenokee Swamp is a haven for hundreds of species of wildlife including birds, deer, bear, foxes and alligators. The waters are filled with fish which provide local residents and tourists with both sport and nourishment. The pristine beauty of the swamp's moss draped cypress, rare and exotic forms of vegetation, animal life and other unique features make it one of our Nation's greatest Natural Resources.

Mr. Chairman, we must act to protect and preserve this priceless natural wonder. I believe that H.R. 6395 does precisely this, and I heartily endorse the bill as passed by the House. I might add that the bill has broad based support from the public governmental agencies and environmental groups.

I want to emphasize that I believe that it is essential for the Committee to include the House provisions which allow the use of boat motors not to exceed 10 horsepower and which provide for the maintenance of approximately 120 miles of watercraft trails within the wilderness area. This vast expanse of wetland is a unique resource with extremely dense vegetation. To prohibit the utilization of small power boats or the maintenance of watercraft trails would virtually eliminate public use and enjoyment of the wilderness. This matter was carefully considered by the House Committee, and I believe that the House provisions are quite reasonable and necessary; and I urge their adoption by this subcommittee.

Again, I wish to thank you for allowing me to testify in support of this important legislation. I will be happy to answer any questions the members may have.

PREPARED STATEMENT OF CONGRESSMAN RONALD GINN, FIRST CONGRESSIONAL
DISTRICT OF GEORGIA

Mr. Chairman and Members of the Subcommittee, anyone who has travelled into the boundaries of the Okefenokee National Wildlife Refuge knows that he has come into the confines of one of the greatest natural treasures left on our earth.

The Okefenokee is many things. Its solitude and vast expanse of water "prairies" nurture a tremendous variety of birds, fish and wildlife. It is a primitive land, a land that has largely been spared the touch of the hand of man. It is a time machine that shows us the earth as it was more than a half million years ago.

This is truly a resource that we must hand down to all generations of Americans. And it is a resource that should be kept open to all Americans.

I am very happy to join with Congressman Stuckey in asking your support of this joint bill to make the Okefenokee a part of our Wilderness System. And I would like to congratulate my colleague from the 8th District for his very effective work in preparing this legislation, H.R. 6395, that has won the support of all the parties interested in the future of the Okefenokee.

This is a bill that guarantees that the swamp will be maintained in such a way that the public will have a practical means of access. It guarantees that fishermen can continue to use the boat trails that they now use.

And we have a guarantee that the swamp will get the high order of protection afforded by the Wilderness Act.

I am vitally interested in seeing that the swamp is open to visitation by the public, and that the story of the wonders that can be found there will be told throughout the nation.

The Okefenokee is one of the best kept secrets in the United States. The action of making it part of our Wilderness System will, in my opinion, serve notice to the nation that this incredibly beautiful swamp is a treasure worth protecting with all of the resources of our government and a treasure that must be seen to be believed.

Senator HASKELL. Our next witness will be Hon. Robert Packwood, U.S. Senator from Oregon.

**STATEMENT OF HON. BOB PACKWOOD, A U.S. SENATOR FROM
THE STATE OF OREGON**

Senator PACKWOOD. Mr. Chairman, I have an entire statement which I will ask be submitted in the record.

Senator HASKELL. It will be submitted at the end of your testimony.

Senator PACKWOOD. Congressman Wyatt and I are the sponsors of the bill to create the Cascade Scenic Research Area in the State of Oregon. The land which this bill is concerned is already publicly owned land that which is held by private owners, private owners of small summer cabins.

I think I can say that objectivity there is almost no opposition to the basic thrust of this bill. The private landowners are delighted to have the area preserved as it is. The timber companies are satisfied with the provisions that have been worked out.

There may have to be some slight land exchange with other public land exchange for some of the privately held timber, but basically it is not a problem. This is an area unique on the Oregon coast because it has a river, the Salmon River flowing into the ocean and a large estuary marshland that has not been disturbed.

In all these years, people have used this for summer retreats and a YWCA camp has been located near it. It is the estuary that needs protection especially to be kept in the state that it is presently in. A serious difference between the bill Congressman Wyatt and I have proposed and the Forest Service is that our bill would designate the area as a scenic research area and the Forest Service would simply classify the area administratively as a scenic research zone within the national forest.

They would manage it in the same way that Congressman Wyatt and I would hope to legislate the management of it. I laud the Forest Service for what they have done. So far it has been well managed by the chiefs of the Forest Service and forest supervisors.

However, as for Congressman Wyatt and myself we would feel more comfortable and safer if the estuary and marshlands section of this were protected legislatively.

I have no other comments other than to say that this bill has already been heard before the appropriate House subcommittee. I am quite confident of its passage in the House before too long and I do hope we can reach an agreement here to get the bill out this year, because of the importance of saying it and because there is relatively little controversy about the thrust of the bill.

Senator HASKELL. What committee in the—Yes?

Senator PACKWOOD. The Interior committee—I am not sure which specific subcommittee. I have talked with Congressman Wyatt he is quite confident that the bill will be out. There is no controversy other than harmonizing this difference between Congressman Wyatt, myself, and the Forest Service as to the specific preservation.

Senator HASKELL. Thank you, we will get right on it and find out exactly what the status is in the House.

I will now submit for the record Congressman Wyatt's testimony which will appear directly after Senator Packwood's.

[The prepared statements of Senator Packwood and Congressman Wyatt follow:]

PREPARED STATEMENT OF HON. BOB PACKWOOD, A U.S. SENATOR FROM THE
STATE OF OREGON

Thank you, Mr. Chairman, for this opportunity to appear before your Subcommittee in support of S. 1943, legislation to preserve the Cascade Head-Salmon River Estuary area for the enjoyment and scientific benefit of future generations. In 1971 and early 1972, the Siuslaw National Forest, at the request of Representative Wyatt and myself, made a study of the Cascade Head-Salmon River area on the Oregon Coast. The results of that study indicated that the outstanding qualities of the area should be protected, managed and enhanced for scenic and scientific values. In response to this study, Congressman Wyatt and I introduced companion bills. Hearings and Subcommittee mark-up have been completed on the House bill, and I hope that the legislation will be as favorably received in the Senate.

Oregon is fortunate in having one of this Nation's most scenic coastlines. The Oregon people point with pride to the unparalleled beauty of their coastal region, and well they should, as the area is truly breathtaking.

But at the same time, Oregon cannot relax in its pride, as increasingly, the Oregon coast is being subjected to development pressures, the inevitable push of "progress". Oregon, however, being a progressive State in the true sense of the word, has recognized the value of protecting its estuarine and wetland areas from the adverse effects of commercial and residential development. The Salmon River estuary encompassed in this bill is the smallest and most pristine of Oregon's 14 recognized estuaries. Of all the seaboard states, only three contain less estuarial land than Oregon.

The Salmon River estuary is, therefore, of immense scientific value, as its relatively small size enables it to serve as a control site for research and scientific purposes. The citizens of Lincoln and Tillamook Counties, the two coastal counties affected by the legislation being considered today, have recognized the value of this area and have expressed virtually unanimous support for this bill to protect approximately 8,500 acres on the Oregon Coast from encroaching development.

This is known as the Cascade Head-Salmon River area, a rare biological microcosm of what the Oregon Coast was before the settlement of man. It consists of several unique subparts which are identified in the legislation. Each subpart is to be managed in a manner to enhance its special characteristics. In this way, we recognize the special qualities of each land form and provide for the most sensitive utilization of the over-all area and its various subareas.

The subarea designated as "Estuary and Associated Wetlands" would be managed to protect its unique natural values and to perpetuate fish and wildlife values. Dispersed residential occupancy would be allowed in the "Lower Slope" subarea. The subparts designated "Upper Timbered Slope" and "Headlands" would be managed to allow recreation and research-educational activities, as long as these activities adhere to the over-all conservation objectives set out in the legislation. The "Coastline" and "Sand Dune-Spit" subareas, too, are to be managed for recreation and research-education activity.

I understand, Mr. Chairman, that the Forest Service would prefer to use existing authorities to designate these special subareas rather than through legislative designation. While I think that the Forest Service has done a commendable job in managing our forest areas, I think that the unique qualities of the Cascade Head-Salmon River area require special legislative attention to the distinct characteristics of each separate subarea. We want to make very clear the manner in which the subareas are to be managed.

The name Cascade Head-Scenic Research Area denotes our intent to include "people values" in the management scheme while at the same time enhancing "natural values". The "scenic-research" designation is the first such denotation in the area of land conservation. Management objectives, as set out in the legislation for each subarea, will lend to the over-all objective to include man in the ecosystem, yet at the same time protect the delicate biological interchange of the estuary.

Mr. Chairman, I've had the pleasure of seeing first-hand the Salmon River estuary and associated lands. I've experienced the exhilaration of climbing the headland, a magnificent rock promontory, jutting into the Pacific Ocean, and I

know the closeness to nature one can feel in walking out on the sandspit and through the misty forests of the upper slope. This legislation will ensure that these special pristine qualities will be maintained. Particularly significant, this legislation will provide man a unique place in the ecosystem, and, hopefully, will lend to a more sensitive relationship between man and his environment.

Implicit in this measure is the idea that man need not desecrate the environment by virtue of his being a part of it. Again, the uniqueness of the "scenic research" designation lies in the special attempt to involve the public, to provide for public research and education with respect to the ecological resources and values of a natural area.

It goes without saying that the Cascade Head-Salmon River area is worthy of the best protection we can offer. Worth noting are the words of the State Land Board of Oregon that, "The intricate and delicately balanced estuarine environment is all too easily disturbed or damaged and poor planning or careless development can destroy these values beyond all hope of revitalization in our time."

Mr. Chairman. I think this legislation will provide the proper planning mechanism to perpetuate the biological interchange and life of the estuary. I strongly urge favorable action on S. 1943.

PREPARED STATEMENT OF CONGRESSMAN WENDELL WYATT FROM THE STATE OF OREGON

Mr. Chairman. I appreciate this opportunity to submit testimony in support of this bill to preserve the Cascade Head-Salmon River Estuary area for the enjoyment and scientific benefit of future generations.

The bill would place approximately 8,500 acres of this unique area within the boundaries of the Siuslaw National Forest.

The area, located on the boundary between Lincoln and Tillamook counties, about ten miles from Lincoln City, is distinctive in a variety of ways.

Of particular scenic value is Cascade Head itself, a sweeping mountainous ridge covered by rain forest that ends abruptly in a series of waterfalls—dropping hundreds of feet off a sheer precipice to the ocean's floor. These cliffs, in turn, form an impressive backdrop for the entry of the Salmon River into the Pacific.

The river, aside from its natural beauty, is a rare microcosm of what the Oregon Coast was like prior to the settlement of man. It is virtually the last estuary on the West Coast which has remained unchanged by industrial or commercial use, and because of this it is of immense scientific value. The overriding purpose of the Cascade Head bill is to insure that the area around the Salmon River remains sparsely populated and unspoiled, thus guaranteeing and preserving its biological uniqueness.

This legislation would further designate the lands added to the national forest as a "scenic-research" area. The "scenic-research" designation is the first such denotation in the area of land conservation. It was specifically included in order to halt future development, thus maintaining the delicate biological balance of the area. This particular designation is important because it will enable management to be specifically tailored to the various biological units or natural sub-areas within the Cascade Head-Salmon River Estuary region. Moreover, it will specify management direction for the separate sub-areas and set up legislative guidelines which will help insure that the natural balance, scenic beauty, and scientific value of this magnificent portion of the Oregon Coast will never be threatened.

The Cascade-Head bill can be a beginning. Through this bill we hope to preserve the unique qualities of the Cascade-Head area without the wholesale condemnation of land, but rather through government cooperation with private landowners.

If passed, it will guarantee that the land will be left as it is now, thereby allowing man and nature a valid chance to co-exist in harmony. I hope it will further provide us with the impetus and direction to guide the future of conservation away from absolute protectionism and toward a reconciliation of man and his environment.

I strongly urge favorable action on this legislation.

Senator HASKELL. I will now call on Senator Hatfield for a statement.

STATEMENT OF HON. MARK O. HATFIELD, A U.S. SENATOR
FROM THE STATE OF OREGON

Senator HATFIELD. Mr. Chairman, being a resident of the Oregon coast, I am particularly pleased that our Public Lands Subcommittee is considering S. 1943, which would designate the Cascade Head-Scenic Research Area in Oregon. I believe that it is extremely important that this area be protected. It is a rare biological microcosm of what our Oregon coast was before the settlement of man.

I had the opportunity to testify in support of H.R. 8352, which is identical to S. 1943, before the House Public Lands Subcommittee on May 3 of this year and because my testimony is pertinent to our hearing today, I ask that it be included in the hearing record.

I also ask that the testimony of Mr. Larry Williams, executive director of the Oregon Environmental Council, and Mr. Robert Bacon, president of the Oregon Shores Conservation Coalition, be included in the record at this point. These gentlemen are unable to be with us today, but I believe their input will be helpful to our Committee.

Senator HASKELL. Thank you Senator Hatfield. Your statement and the statements of Mr. Williams and Mr. Bacon will be inserted in the record at this point.

[The statements follows:]

STATEMENT OF HON. MARK O. HATFIELD, A U.S. SENATOR FROM THE STATE
OF OREGON, BEFORE THE HOUSE PUBLIC LANDS SUBCOMMITTEE

Mr. Chairman, I greatly appreciate being given this opportunity to join with Congressman Wyatt in urging favorable consideration by the Committee of H.R. 8352, a bill to establish the Cascade Head Scenic-Research Area in Oregon.

As one who makes his home on the Oregon coast, I have been fortunate enough to experience the beauty and majesty of the coastline first-hand. As a result of this experience, I have come to realize the critical importance of maintaining and preserving natural scenic areas not only in Oregon, but across the nation. As we witness the splendor of this country being torn down by the bulldozer, as we see housing tracts spring up where forest once grew, as streams and lakes fill with garbage, we cannot help but sense the loss of a natural order that can never be replaced.

Through Congressman Wyatt's efforts, the Committee today is presented with an area of land in Oregon that is as unique as America was, prior to the rise of industrial man. As the Congressman indicated in his testimony, Cascade Head remains today a small, unusual segment of our land—an area left unperturbed by the expansion of population, and of industrial and commercial development. Cascade Head is, indeed, a rare biological microcosm of what the Oregon coast was before the settlement of man.

Mr. Chairman, you have been told of the physical beauty of Cascade Head. You have heard that the Head itself is a rock promontory jutting out into the sea, that streams flow down the mountainous northern ridge and fall hundreds of feet into the ocean's surf. You have also heard that the Salmon River estuary has been left untouched by industrial use or commercial development.

The uniqueness of Cascade Head, however, goes far beyond its considerable physical beauty. Historically, the area has remained somewhat isolated. In the mid-1800's Indians migrated through the surrounding coastal areas but it was not until 1937 that the area was made accessible by road. In large measure, this isolation accounts for the sparsely-developed nature of the region.

The biological uniqueness of the area can be measured by the ecological purity of the Salmon River estuarial system. Because it has not been polluted by industry, because it is fringed by marshland and sand spits, and subject to unusual tidal flows, the river remains to this day a biological wonderland. Because of its scientific value, various organizations including the YWCA, the Oregon Museum of Science and Industry, and numerous school groups have

visited Cascade Head to study its ecology more carefully. In the words of the Forest Service report of 1972:

... research and nature study possibilities (in Cascade Head) are diverse and practically unlimited. Due to the relatively small size and unspoiled character of the estuary, the opportunity to study estuarine life forms and conditions and their interactions for application on a broader scale is outstanding. As the estuaries and bays of Oregon and the Nation become increasingly developed and exploited, the remaining natural estuarine areas become increasingly more valuable from a research and scientific standpoint.

Mr. Chairman, I believe that the Committee has a unique opportunity to insure that the singular splendor of this beauty spot on the Oregon coast is preserved—not for 10 years, or 50 years, but forever. The bill Congressman Wyatt has introduced would create a new designation in the area of land conservation. I believe it is high time that such a designation is accomplished legislatively.

To merely treat Cascade Head as another addition to the National Forest System is to fail to recognize that there are areas of land in this country valuable enough and exceptional enough to warrant special concern on the part of Congress and the American people. If we do not recognize the delicate uniqueness of Cascade Head we threaten to destroy its distinction through a kind of benign neglect. This threat may not be clear today, nor in a decade, but it may well develop years from now as population centers expand, industry grows and pressure for further commercial development heightens.

Rather than ignoring the unique beauty of this area, or molding it together with surrounding national forestlands like a lump of clay, I would urge the Committee to treat Cascade Head like the precious ecological gem that it surely is. I would urge the Committee to act favorably on Congressman Wyatt's bill, and would like to further pledge my own efforts in the Senate on behalf of establishing the Cascade Head Scenic-Research Area as a permanent natural treasure to be enjoyed by our children, and theirs.

Thank you Mr. Chairman.

PREPARED STATEMENT OF LARRY WILLIAMS, EXECUTIVE DIRECTOR, OREGON ENVIRONMENTAL COUNCIL

My name is Larry Williams, Executive Director of the Oregon Environmental Council. The Council is a coalition of 80 planning, sportsman, labor and conservation organizations in the State of Oregon and some 2,000 individual dues paying members.

We are extremely pleased to have the opportunity to testify on this legislation. We have long been interested in the Cascade Head and the Salmon River Estuary. We are pleased to see the Senate take up this issue, and hope it will pass Congress this Session. This is an extremely valuable site, both scientifically and for the enjoyment of the general public. It is a unique area, where mountain, forest, and sea form a glorious meeting of ecosystems. The area ranges from rich tidal marshes to the rugged cliffs of the Oregon Coast, with the marginal rain forest of the Coast Range towering above. This unique combination of natural values make the Cascade Head and its adjacent estuary a unique ecological unit, which still remains viable and undamaged.

We fully endorse this legislation whose objective is the preservation of the scenic and scientific, historic and educational. However, we feel that this legislation can further insure the fulfillment of its objectives with the following suggestions:

We are in agreement that the recreational values in this area should not be overlooked. However, we feel that the recreational aspects should not be allowed to overshadow the need to protect the viable ecosystems. Therefore, we ask that in subsections 3(b) and (3), (4), (5), and (6), the word "extensive" should be eliminated from the description of the nature of recreational activities encouraged in this area. This may seem like a small point but, after all, it is the direction of the Congress that sets the tone and pace for the future use and development of such an area. We would like to point out that the LAND USE AND OWNERSHIP PLAN produced by the Siuslaw National Forest on Cascade Head-Salmon River observes that the "climate of the area is not overly conducive to outdoor recreational activities. Along with the heavy precipitation, continuous wind velocity of 15-25 miles per hour are common along the Coast."

The recreational value of this area is obvious. What concerns us is that as key estuaries such as this become fewer due to industrial and residential development, recreational interest will increase proportionately. The hilly and mountainous subareas are highly susceptible to land slump and land slides. Future intensive recreational development could further aggravate this condition.

Another attractive feature of this area is that it is the home for a large variety of wildlife: the California sea lion, the Pacific giant salamander, the bald eagle, to name just a few. There are no sanitary or garbage facilities provided. Extensive recreational use would demand these basic requirements. All we ask is that Congress direct the Department of Agriculture to keep these developments to a minimum so as to protect the natural and scenic condition that is the motivation for this legislation.

In subsection 3(b) (3) timber harvesting was included as one of the management objectives. We feel that timber harvesting would not be compatible with the preservation of the scenic and ecological values of this area. Much of the area which would be economically attractive to logging is susceptible to land slides and slumping. Logging activities, along with the associated road construction, could truly damage the quality of Cascade Head. We are not in agreement with the Forest Service that continued commercial exploitation of the timber resources is compatible with the objectives of this legislation. This committee should note that the Forest Service's own report recognizes that in the lower slope area where road development is proposed, hazards are moderate to severe, and run off is medium to rapid. Road construction would only aggravate this condition. The run off and siltation from road and logging activities would do irreparable harm to the estuary. Silt is a number one enemy of a viable living estuary.

Section 8 deals with the makeup of the advisory council. We feel that advisory councils can provide a very meaningful insight into the broad objectives and goals of managing such an area. However, we have found that through past experience the Congress must be fairly specific, in the actual legislation, or the Committee Report, as to what would be the makeup of the advisory committee. In Section 8(a) (iii) it is directed that the secretary shall appoint members to represent the local or national organizations that have an interest in the administration of this area. We ask that it be specifically noted in the legislation or in the committee report that these people should represent non-profit environmental conservation public interest groups. Our reason for concern is that we wish to see a balance with the local landowners and the timber operators.

We urge this Committee to include in its report to the Secretary, a suggestion that the State of Oregon, through its Land Conservation and Development Commission, identify this area as an "area of critical state concern." This would insure the highest degree of coordination between the Department of Agriculture and the State of Oregon.

Again, we very much appreciate the opportunity to present our views to this Committee and ask that the legislation is favorably acted upon.

Thank you.

PREPARED STATEMENT OF ROBERT BACON, PRESIDENT, OREGON SHORES
CONSERVATION COALITION

My name is Robert Bacon; I am the President of the Oregon Shores Conservation Coalition, an alliance of individuals and citizens organizations deeply interested in the preservation of coastal resources in Oregon.

From the outset, Oregon Shores Conservation Coalition has been one of the proponents of establishing the Cascade Head Scenic-Research Area because of the incomparable attributes that make it unquestionably appropriate for such designation. The Cascade Head-Salmon River estuary area is a unique and varied eco-system which deserves protection from haphazard development and from over-use in any of a number of activity categories. This is an extremely valuable site, both scientifically and for the enjoyment of the general public.

In general, our Coalition is strongly supportive of S. 1943. Therefore, we wish to go on record favoring its adoption, with a few possible amendments to strengthen it.

In Sec. 2, sub-sections (5) and (6), we recommend deletion of "extensive" and substitution of "selective". The entire concept of "extensive" is harmful to the notion of scenic-research area, whether extensive use applies to recreation, research-educational activities or timber harvesting activities. In short, it would

be unfortunate to convey the idea that either maximum utilization for tourism or clearcutting would be compatible. Intensive use by humans would defeat the purpose. Selective use would enhance it.

We urge that boundary extension include the wetlands (Sam Creek and along the Salmon) on the east side of Highway 101. Location of Highway 101 on fill across the wetlands cut the estuarine system in half, effectively isolating the "Pixieland" side from the ocean side. Biological interchange, though constricted, continues, and the tributaries east of the highway are important nursery grounds. Since biological protection for the estuary is one of the paramount features of this bill, it would be a grave mistake to exclude these wetlands from the control area. The eastern boundary should be back to Otis and the old Neskowin Highway.

A major reservation has to do with Sec. 8 (a) (iii). So that proper balance exists on the Advisory Council, with voting rights included and available to conservation interests as well as to timber and development interests, it is essential that public and conservation-environmental interests be represented officially on the Advisory Council.

Therefore, the Oregon Shores Conservation Coalition proposes amendment by addition of the underscored wording:

(iii) Not to exceed eight members appointed by the Secretary from among persons who, individually or through association with national or local *public-interest and conservation* organizations have an interest in the administration of Area ; and—

From this kind of makeup, expertise could be drawn that would address itself admirably to the proper management of the Area, in best keeping with the intent and the promise of the proposed Act.

The Coalition strongly supports inclusion in this bill of specific classifications for areas within the new boundaries, and management guidelines for each of these classifications (estuarine and wetland, lower slope, etc.). Simple expansion of the Forest Service boundary would not be sufficient.

We urge swift passage of this bill with the minor modifications that we have suggested.

Senator HASKELL. Our next witness is the Honorable W. S. Stuckey, Congressman from Georgia.

STATEMENT OF HON. W. S. STUCKEY, JR., A U.S. REPRESENTATIVE FROM THE STATE OF GEORGIA

Mr. STUCKEY. Thank you, Mr. Chairman, I appreciate the opportunity to present H.R. 6395, a joint bill which was introduced by Congressman Ginn and myself to designate certain portions of the Okefenokee Swamp as wilderness.

This bill—which was unanimously passed by the House, it was passed March 18—guaranteed the 343,000 acre wildlife refuge be given Federal protection against any development or other use that would damage the area. The bill permits the use of boats with any type of motor, outboard, inboard, electric car, other, as long as it is 10 horsepower or less.

This is the traditional means of transportation within the swamp. The boats are the only means by which the swamp is accessible to visitors. The accessible continue to be by way of three-lane entrances where boat rental and fishing supplies are available.

The bill also defines approximately 120 miles of existing boat trails supervised for the maintenance of these runs for proper management and public enjoyment. Unless these boat trails are maintained on a continual basis, plant growth and falling trees would render these trails impossible. In addition, they are recognized as educational, scientific, recreational values of this unique wilderness area.

Recreational uses include boat trips, various forms of nature study, sightseeing, and fishing. Fishing is probably the greatest pastime in the Southeast and the Okefenokee provides angler's challenge that cannot be found anywhere else within hundreds of miles.

Finally, Mr. Chairman, this bill also will protect the swamp's present and future value as an outstanding tourist attraction, thus providing an economic asset to local communities.

It is one of the oldest and most primitive spots in the Nation. Okefenokee's thousands of yearly visitors acclaim its primitive beauty. The swamp is lined up with moss. Its very wildlife habitat includes more than 200 species of boars, bears, white-tailed deer, and otter, among others.

And it contains one of the largest concentrations of alligators living in the country. And it is the home of Pogo and Albert the alligator. The swamp has been threatened by attempts to drain the area for logging operations and plans to put in a huge barge. The wilderness designation would guarantee that no such actions can take place, but Mr. Chairman, I would be delighted to answer any questions you might have.

Senator HASKELL. Thank you, Congressman. Perhaps I should more properly address the question to the Director of the Georgia Game and Fish Division. In Colorado we don't have too many swamps, so I am not familiar with the problems of swamps.

You mentioned the necessity of keeping boat trails open. Do you have any idea of what kind of equipment or material is needed to do that?

Mr. STUCKEY. Under the normal usage with motorboats it tends to keep most of the canals open. However, if you do not have the motorboats go through there it would only be a short period of time before the swamp could grow over and be totally inaccessible and be of no value to anyone.

Senator HASKELL. Thank you Congressman, indeed I have no further questions. I said at the beginning I appreciate very much your coming over. I wonder if Senator Hatfield has any questions.

Senator HATFIELD. No, I have no questions.

Mr. STUCKEY. Thank you very much.

Senator HASKELL. Senator Hatfield's statement is on record following Senator Packwood's. Our next witness is Mr. Curtis Bohlen.

STATEMENT OF E. U. CURTIS BOHLEN, DEPUTY ASSISTANT SECRETARY FOR FISH, WILDLIFE, AND PARKS, DEPARTMENT OF THE INTERIOR

Mr. BOHLEN. I am E. U. Curtis Bohlen, Deputy Assistant Secretary for Fish, Wildlife and Parks, Department of the Interior. With your permission I would like to ask Mr. Jim Gillett, our chief planner of the Bureau of Sport Fisheries and Wildlife and Mr. Larry Givens, refuge supervisor in the Atlanta region to join me.

Mr. Chairman, it is a pleasure to be here to testify on these bills.

This Department defers to the views of the Department of Agriculture as to whether two of the bills before you this morning should be enacted. These are S. 601, section 6, which would designate part

of the Mission Mountains Primitive Area as wilderness, and S. 1943, which would establish the Cascade Head Scenic-Research Area in Oregon. Both of those areas are administered by the Department of Agriculture and would continue under its jurisdiction if the bills were enacted. We note, however, that 197 acres of the land which would become the Cascade Head Area are administered by the Bureau of Land Management. We have no objection to the transefer of this acreage to the jurisdiction of the Forest Service for purposes of the Cascade Head Area if S. 1943 is enacted.

I am extremely pleased to recommend enactment of H.R. 6395, to designate certain lands in the Okefenokee National Wildlife Refuge as wilderness.

The many wilderness virtues of the Okefenokee Swamp have already been described in the brochure provided to the committee and in House document 90-292, part 2. Rather than proceed with a detailed description of the swamp, I would like to briefly describe the area and then discuss the major issues of the wilderness proposal as we see them.

The Okefenokee Swamp is located in southeast Georgia and represents one of the largest and most primitive swamps in the United States. It is also the largest Bureau of Sport Fisheries and Wildlife wilderness proposal east of the Mississippi River. Okefenokee National Wildlife Refuge, comprising about 371,000 acres includes 86 percent of the total swamp area and while about 2,510 acres of the refuge lies in Florida, all of the 343,850 acres suitable for wilderness designation lies in Georgia. Swamp forests of cypress, gum, and bay cover about 80 percent of the Okefenokee.

In sharp contrast to the swamp forests, prairies form vast expanses of marsh and water which are located primarily on the east side of the marsh. Also found within the swamp are uplands which support longleaf and slash pines.

Some 225 species of birds have been observed in the swamp, including the endangered Florida sandhill crane. At least 41 species of mammals are found there along with 54 reptile species, 32 species of amphibians and 37 fish species. The swamp is home for one of the largest concentrations of alligators remaining in the country and they are probably the most characteristic animal in Okefenokee.

Areas of development and intensive use have been excluded from the wilderness proposal including the Stephen Foster State Park, Okefenokee Swamp Park, Camp Cornelia, and Kingfisher Landing, all of which provide access into the vast swamp. In addition, upland areas where habitat management is practiced have also been excluded from the wilderness proposal.

The swamp itself is essentially undeveloped; however a network of watercraft trails are maintained through the swamp to permit people to visit the interior portions of the area. The trails are maintained by the refuge with a rotary cutter which cuts vegetation off below the water surface and thereby permits boat use.

Certain trails are designated for exclusive use of nonmotorized boats (shown in yellow on the map) and others are utilized by power boats with a 10 or less horsepower engine (shown in red and yellow). In 1973, some 59,000 people utilized nonmotorized means to enjoy this swamp and nearly 57,000 used motorized equipment. In addition, con-

cession operated tours, using motor boats, serviced nearly 25,000 visitors.

Fishing, also a significant activity on the refuge, was enjoyed by nearly 25,000 people and most of this required the use of motorized equipment.

My point in this rather detailed discussion of the use of motorboats within the swamp is twofold. First, the maintained trails are essential to permit people to visit areas that are otherwise inaccessible. By their nature these trails confine the public to a rather well defined route through the otherwise trackless swamp and thereby contribute significantly to the visiting public's health and safety. Further, the trails can be permitted to grow closed in certain areas or relocated when necessary to protect and preserve the wilderness resource. Second, the use of motorboats within the swamp is a long established and compatible use. Section 4(c) of the Wilderness Act states:

* * * except as necessary to meet minimum requirements for the administration of the area for purposes of this Act * * *, there shall be no use of * * * motorized equipment or motorboats * * * within any such area.

However, Section 4(d)(1) provides provisions whereby use of motorboats can continue. It reads:

Within wilderness areas designated by this Act the use of aircraft and motorboats, when these uses have already become established, may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable.

While we advocate that wilderness areas should not be subjected to use by motorized equipment, we feel that the Okefenokee is an exception. Further, it is our feeling that the Wilderness Act recognizes and provides for this type of regulated use. However, we recommend that more flexible language should govern the use of trails and motorized equipment. We recommend that clause 2 of section 2 of the bill be stricken and that the following be substituted in its place:

(2) Watercraft trails, insofar as possible in conformance with those depicted on the attached map, shall be maintained by appropriate means, including the use of motorized equipment.

Senator HASKELL. How does your suggested language differ from that in H.R. 6395?

Mr. BOHLEN. Mr. Chairman, it seems to us that section 2(2) as presently in the House bill could be interpreted to restrict us to the exact 120 miles presently delineated on the map in red and yellow.

We would prefer not to be bound by that for the future. We would like to retain the prerogative to maintain some trails or to close some as necessary to control the flow of water through the swamp and to ensure the safety of the visitors.

Senator HASKELL. Thank you. We also know, certainly, that if a paragraph is written in the House bill it does not make it absolutely clear. In fact, the use of these weed cutters can be used in the wilderness existence watercraft.

Mr. BOHLEN. We would like to make it completely clear that we can use motorized equipment for that purpose.

In addition, Mr. Chairman, I would like to point out that section 3 of H.R. 6395 is not really necessary. Although we have no objection to the language, we feel it should be pointed out that wilderness designa-

tion does not prevent fishing in accordance with applicable State and Federal laws.

Thank you, Mr. Chairman, I will be glad to answer any questions you might have.

Senator HASKELL. Thank you very much Mr. Bohlen. Do you have any idea of what the nature of the motorized equipment might be to maintain these trails? I asked a Congressman and he said basically he felt the boats themselves kept them open. You may have a more technical viewpoint.

Mr. BOHLEN. I will ask Mr. Givens to answer precisely. But we do use motorized cutters that are higher than 10 horsepower.

Mr. GIVENS. This is a barge with two revolving rotary blades on the front of it that cut the vegetation about a foot below the surface of the water, and depending on the water depth you may have to go back when the water falls and run the cutter through again to get the depth down to the point where outboard motors can use it.

Senator HASKELL. Otherwise the weeds grow up and the propellers get tangled.

Mr. GIVENS. There are two problems. One, the weeds grow up; the other is that the Okefenokee is underlain with peat. During the hot summer months the bottom just pops to the surface and creates a impenetrable mass of vegetation and roots. Literally, you cannot push a canoe through it. We have had some people stranded because of this.

Senator HASKELL. This is late in the summer when the water level is low?

Mr. GIVENS. Not necessarily, but it usually occurs during the summer months.

Senator HASKELL. It is because of the reduction of the level of water or just the rising growth of the bottom?

Mr. GIVENS. It is the bottom coming up and gases form in these peat masses after they surface. This is the way that most of the islands in the Okefenokee were formed. These things rise to the surface, animals come on them, eventually plants take root and finally trees. They become true floating islands.

Senator HASKELL. Thank you, sir, I have no further questions. Senator Hatfield.

Senator HATFIELD. Thank you very much Mr. Bohlen I appreciate your assistance.

Senator HASKELL. Now the chief of the Forest Service, Department of Agriculture, Mr. John R. McGuire.

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

Mr. McGUIRE. I have testimony on two of the bills before you today. I wish I can start with S. 1943, the bill to establish the Cascade Scenic-Research Area.

Senator HASKELL. Very well.

Mr. McGUIRE. Mr. Chairman and members of the committee:

We appreciate this opportunity to participate in your consideration of legislation to provide for additional protection and for the public use and enjoyment of certain lands in the Cascade Head-Salmon River Area in the State of Oregon. This area is widely known

for the spectacular beauty of its estuary, coastal beaches, headlands, and surrounding forested lands.

The area which would be affected by S. 1943 involves approximately 8,200 acres. The lands in this area are in a mixture of private and public ownership. Approximately one-half of the area is within the existing national forest boundary and predominately in Federal ownership, and the remaining area outside the national forest is predominately in private ownership.

While we agree that the area should be managed for its scenic and research values as described in S. 1943, we believe this can best be accomplished by an extension of the national forest boundary to include the additional lands rather than by statutory designation of a Scenic-Research Area. With the aid of this display map, I would like to discuss our recommendations for the area, the reasons for our recommendations, and the relationship of these recommendations to S. 1943.

Senator HASKELL. Excuse me, would you. Is this in part of the land that we are talking about in this bill so I can distinguish them?

Mr. McGUIRE. I will go through the map if you like.

Senator HASKELL. Very well, thank you.

Mr. McGUIRE. On the map before you the red line depicts an area where the land characteristics and resource values suggest a single management framework. We refer to this area as a management unit and it contains 9,800 acres. The central features in this area include the estuary, colored in blue, the coastal areas, and the Cascade Head pinnacle. The hachured area is the area outside the present national forest boundary. It involves approximately 5,400 acres. The green shaded areas are national forest lands. The green line is what we propose as the new national forest boundary. This boundary would place the entire management unit within the national forest. With this extension of the National Forest boundary, we would be able to achieve the type of coordinated land management which is desired for the area. This could be accomplished under existing authority available to the Secretary of Agriculture. We are, in fact, presently managing portions of the national forest lands in the area as a research natural area, scenic area, and an experimental forest.

The boundary of the Cascade Head Scenic-Research Area as proposed in S. 1943 is shown by a heavy black line on the overlay to the display map. It encompasses the major portion of our management unit.

Our proposed addition to the national forest includes an area of approximately 1,400 acres which is not included in S. 1943. This area includes portions of the estuary and associated wetlands and lower slope forest subareas. General public views have supported inclusion of these areas as part of the national forest and our proposed boundary would follow legal subdivisions of the land rather than a highway location. With this exception both S. 1943 and our proposed addition to the national forest would include a similar area of nonnational forest lands. The ownership of these lands is shown on the second display map. The lands shown in yellow are public domain lands administered by the Bureau of Land Management, the lands in red are State lands, the lands in pink belong to the YWCA, the lands in

orange are held by the nature conservancy, and the lands in blue are owned by major timber companies. The remaining lands shown in white are in small private ownerships.

Senator HASKELL. Would you be able to leave these maps with the committee?

Mr. McGUIRE. We will be glad to do that, Mr. Chairman.

We would expect to acquire the public domain lands by transfer. The other lands would be acquired by purchase or exchange, be managed under cooperative agreements, or remain in private ownership. S. 1943 and our proposal would provide very similar land acquisition authority. So long as land uses did not change from present uses, the private lands generally would be acquired only with the consent of the owner. Under both our proposal and S. 1943 acquisition without owner consent would be permitted within the estuary area.

Our recommendations for the Cascade Head-Salmon River Area differ from S. 1943 primarily in that they would permit the Secretary of Agriculture to manage and provide any needed special designation for the area under existing authorities. S. 1943 through specific legislation would establish and designate the area as a scenic-research area.

Another difference in the proposals is that we would expect to carry out public involvement, including the possible use of an advisory committee, under present authorities rather than form a special advisory council as would be provided in S. 1943.

Within the National Forest System the Forest Service administers numerous areas for special purposes similar to those proposed for the Cascade Head Area. Under secretarial regulations special areas are designated and management plans developed for these areas. This form of management has provided the necessary protection and management of special areas to preserve their special and unique values. We consider it highly desirable that the designation and management of such areas be carried out under existing authority available to the Secretary of Agriculture. We would consider the legislative designation of the Cascade Head Scenic-Research Area a possible invitation for similar legislation applying to many other special areas designated by the Secretary. We do not believe such statutory designations are necessary.

In conclusion, we recommend the extension of the National Forest boundary as shown on the display map. For the convenience of the committee, we have also developed a proposed substitute bill to S. 1943 which would provide for this extension and the necessary acquisition authority. It would also define the purposes for which the additional lands would be managed. This draft bill along with our report on S. 1943 and an environmental statement on our proposal were previously forwarded to the committee.

This concludes my prepared statement. I will be happy to answer questions.

Senator HASKELL. Thank you, Chief McGuire, I am told by staff that we do not seem to have your report. Can you leave us a copy?

Mr. McGUIRE. I certainly can.

Senator HASKELL. Before we ask you questions, I am going to ask Senator Nunn if he has any comments he would like to make.

Senator NUNN. I apologize for being late. I had a scheduled testimony this morning. I believe Senator Talmadge appeared and put my testimony in the record.

Senator HASKELL. He did.

Senator NUNN. We will now not take any more of the committee's time except to say this one matter the Georgia delegation is united on. We have got an awful lot of work done on this.

Congressman Stuckey and Congressman Ginn, Senator Talmadge and I certainly see eye-to-eye as the testimony will reflect. I think it is extremely important, as the chairman knows.

I have talked to you several times about these hearings and I appreciate so much of you and Senator Hatfield being here to hear testimony on the Okefenokee.

It is not just a Georgia asset, it is a national asset. I express my appreciation to both of you.

Senator HASKELL. Thank you, Senator Nunn, for coming.

Senator TALMADGE. I did, indeed, put your testimony in the record. And we will certainly take a note of the fact that the entire Georgia delegation on both sides is behind it.

Senator NUNN. Thank you. If you will excuse me I have testimony before another committee.

Senator HASKELL. I am going to defer my questions to Senator Hatfield.

Senator HATFIELD. Thank you, Mr. Chairman. Chief McGuire the difficulty I have this morning is, of course, that we are so close and yet so far apart. I think our common interest in this area of our State is very definitely in total opposition to the method which it should combat.

First of all, I would like to ask if the Forest Service report of 1972 is still a valid report as it relates to this Cascade Head.

Mr. MCGUIRE. Yes, it is, Senator.

Senator HATFIELD. Mr. Chairman, I would like to quote from the Forest Service report of 1972 when it said:

Research in nature study possibilities at Cascade Head are divers and practically unlimited due to the relatively small size and unspoiled character of the estuary.

The opportunity to study estuarian life forms and conditions and their interactions for application on a broader scale is outstanding. As the estuaries and bays of Oregon and the Nation are becoming increasingly developed and exploited, the remaining estuarian areas becoming increasingly more valuable from the research and scientific standpoint.

Now, Chief, you stand by that statement, I suppose, as part of the 1972 report. So, on that basis when you allot that your opposition to the designation of Cascade Head as a scenic-research area, did you consult any other agency of the Federal Government?

Mr. MCGUIRE. I think our consultations were in connection with the environmental statement and legislative report, Senator. But I don't think any part of the consultation went to the question you are raising as to whether it should be a legislatively designated area or not.

Senator HATFIELD. What were the recommendations of these other agencies?

Mr. MCGUIRE. They were unanimously in favor of the extension of the National Forest boundary which was our original proposal and the enlargement of the specially designated areas.

Senator HATFIELD. Did this consultation include the Office of Management and Budget?

Mr. MCGUIRE. That consultation occurred only at the time it cleared our report dated May 8, which apparently you did not receive.

Senator HATFIELD. Do they have any designation at all to the type of designation you are discussing or considering?

Mr. MCGUIRE. They had no objection to our position which was the concern on the danger in designating this area in the sense it would incite other legislative proposals, and they agree with us on this point.

Senator HATFIELD. What danger is there in that type of other legislative designations?

Mr. MCGUIRE. Our concern here is what appears to be the establishment of possibly a first unit in a new system of scenic-research areas. We do have quite a large number of other special areas, scenic areas, research areas, and experimental forests, for example.

The legislative designation would raise the question of the status of these other areas.

Senator HATFIELD. Chief, is this a substantive problem or an administrative procedural question?

Mr. MCGUIRE. It is an administrative or procedural question. We are both trying to achieve the same end.

Senator HATFIELD. So, we shouldn't get hung up on what we call it as long as we get the proper safeguards.

Mr. MCGUIRE. That is correct.

Senator HATFIELD. If there were two included as a part of the Siuslaw National Forest what guarantees would we have. Say 10, 20, 100 years from now, we would not get some logging in here and some clear cutting and some other things as part of the multiple use concept under which the forests are managed? Are there such guarantees? Could this happen?

Mr. MCGUIRE. It could happen. There could well be some experimental logging on the experimental forest. This has been done in the past. It could continue depending on the kind of research being done. But to answer your question more specifically, the area would be protected by administrative regulations. In order to disturb the area substantially under those regulations, undoubtedly it would be necessary to fully comply with the procedures of the National Environmental Policy Act which would mean an environmental impact statement and so on.

There would be opportunities for public involvement at a later date if management changed.

Senator HATFIELD. These administrative regulations can change from time-to-time, from day-to-day, from director-to-director.

Mr. MCGUIRE. Yes, but I don't think changes could be made if they resulted in any downgrade of the management of the area without going through careful public review.

Senator HATFIELD. Do you agree that this is a rare biological micro-organism of what exists along the Oregon coast before invaded by man.

Mr. MCGUIRE. I agree.

Senator HATFIELD. Do you also agree that there are unusual tidal flows in this area as designated by some. It is a biological wonderland terribly unique with its marsh lands and sand spits.

Mr. McGUIRE. I fully agree.

Senator HATFIELD. Mr. Chairman, the concern we have on this which the House representatives, Congressman Wyatt's bill, being marked up and being brought out to the floor very shortly, is that there is great concern we have built into this particular part of our State every protection for the continuation of this unique piece of land.

It was terribly isolated for a long time. It was not until the mid-1800's that the Indians were even able to penetrate this area. And not until the late 1930's was even an access road built, to even get close to it.

So, rather than incorporate it into a national forest, we feel very strongly. I know that Senator Packwood who is the author of the bill on the Senate side and Congressman Wyatt on the House side made careful investigation and careful study. They did not arrive at this designation lightly and feel that only in legislative designation can we properly protect this piece of the Oregon coastline.

I appreciate, Chief McGuire, your candid response to my questions. I think you obviously have great concern for this area and I certainly would entrust it to your stewardship, but I don't know who is going to replace you any more than you know who is going to replace yourself.

So, consequently I think we should proceed, Mr. Chairman, on the basis of legislative designation. I am sure that Chief McGuire will be just as effective of the administration of this area under legislative designation as he would be if we followed his counsel. I am sure you will be just as effective in your official administration with the Forest Service. It is really from the Forest Service, Mr. Chairman, we got probably our most complete report on the uniqueness of this area.

We are deeply indebted to the Forest Service for its work. I think in the longrun we will all be happier about legislative designation.

Senator HASKELL. Thank you.

Senator HATFIELD. Putting aside for the moment the difference between administrative and legislative designation, I notice there is a difference in boundaries that you recommend and that I recommended in the bill S. 1943.

Chief McGuire can you give us an idea about the difference in boundaries, about or why they come about?

Mr. McGUIRE. We picked the boundaries on the basis of the surveyed land lines. The S. 1943 boundaries were set along roads. We also attempted to include a peninsula of private land jutting into the national forest. We wanted to get some land along the east side of the estuary that is being pointed out to you.

These are relatively minor differences between the two bills.

Senator HASKELL. What are we talking about in acreage do you suppose?

Mr. McGUIRE. 1,400 acres.

Senator HASKELL. The total would, in fact, would be around what?

Mr. McGUIRE. About 1,600 acres.

Senator HATFIELD. The only thing I would point out is that you have private timberlands in the southern area. You are going to find, perhaps, a little more difficult to incorporate in the boundaries recently by the Forest Service. And that, Mr. Chairman, is now going to be the problem. Working out the boundaries of how we can reach a satisfactory agreement on that.

I do not consider that so much of the problem except as you increase the more private land you increase the possibility of local opposition. But, we have such strong support for this from all the State agencies. We are not going to have any problem arriving at a satisfactory arrangement.

Mr. McGUIRE. Do you wish me to go on, Mr. Chairman?

Senator HASKELL. Yes, if you would.

Mr. McGUIRE. The Department of Agriculture appreciates this opportunity to participate in your consideration of S. 601 and the House act H.R. 12844 which would designate certain lands as wilderness. I speak today in support of the Mission Mountains Wilderness proposal as contained in S. 601.

The proposal for designation of the Mission Mountains Wilderness results from our study of the Mission Mountains Primitive Area, in accord with the procedures set forth in sections 3(b) and (d) of the Wilderness Act. Our proposal was transmitted to the Congress on February 8, 1972, with a recommendation to classify 73,207 acres as wilderness. This includes 71,927 acres of the Mission Mountains Primitive Area and 1,280 additional contiguous acres. We also recommend that primitive area status be lifted for 2,018 acres.

The proposed wilderness is a part of the Flathead National Forest. It is located on the east slope of the Mission Mountain Range in northwestern Montana. It is 65 miles south of Kalispell and 85 miles north of Missoula, Mont. The Flathead Indian Reservation borders the proposed wilderness along its entire western boundary.

The Mission Range is an outstandingly scenic part of America. Its beauty is highlighted by snow-capped peaks, permanent glaciers and snow fields, high lakes, clear streams, and waterfalls. The topography is severe, made up of vertical cliffs, knife-edged ridges, cirques, and talus slopes.

The wilderness resource of the area is truly outstanding. The forest-covered lower hills, the high elevation cirques and lakes, and the craggy mountain peaks offer abundant opportunities for primitive and unconfined recreation, for solitude, and for challenge.

Vegetative cover varies with elevation. On the lower slopes are western larch, Douglas-fir, and spruce forests. Higher up in the Mission Range are the meadows, parks, and subalpine forest. Above timberline are the sedges, lichens, moss, and small forbs which can adapt to the severe sites.

About 14 percent of the proposed wilderness supports a stand of trees which could be considered economically operable for sawtimber purposes. Estimated volume of sawtimber on these lands is 101 million boardfeet.

There is little or no suitable range for grazing of cattle or sheep and there is no commercial grazing in the proposed wilderness. Limited forage is available in some of the high elevation meadows for use by recreation stock but careful control is required to prevent damage to these areas.

The varied wildlife is one of the area's main attractions. The Missions contain grizzly bear, mountain goat, elk, mule deer, whitetail deer, black bear, and moose. They also have wolverine, mountain lion, lynx, pine martin, other small mammals, and bird life. The lakes and

streams contain cutthroat, Dolly Varden, whitefish, rainbow, brook, and golden trout.

The Mission Range is important to dependent downstream users for its water production. There are no water storage structures, power withdrawals, or irrigation distribution systems within the proposed wilderness.

A mineral survey of the Mission Mountains Primitive Area was made by the U.S. Geological Survey and U.S. Bureau of Mines. Their survey did not reveal any mineral deposits of economic significance. No valuable occurrences of building stones were found. The mineral examination and report concluded that a very low mineral potential exists in this area.

Interested individuals, groups, and organizations participated in the study of the Mission Mountain Primitive Area, and commented on various management alternatives. A public hearing was held on the Forest Service proposal on September 9, 1970, in Kalispell, Mont. A large majority of the oral and written comments which were received favored the Forest Service proposal. There were recommendations submitted favoring addition of several areas to the proposed wilderness and opposing the possible exclusions. The various areas involved in these recommendations are shown in appendix A of the Secretary's report and on the display map before you.

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

Our study of the Mission Mountain Primitive Area and the vast majority of public comment favored inclusion of most of the present primitive area in the National Wilderness Preservation System.

We have proposed the addition of two 640-acre areas which are shown in green on the display map. S. 601 and H.R. 12884 include these areas in the proposed wilderness.

We have recommended that a number of relatively small areas which are now a part of the Primitive Area not be included in the Mission Mountains Wilderness. These are designated as areas 1-6 on the map. S. 601 would provide that these areas be excluded; however, H.R. 12884 would include these areas in the proposed wilderness. I will discuss these proposed exclusions collectively because of their similarity.

In the early 1950's a spruce bark beetle epidemic built up in and adjacent to the Mission Mountains Primitive Area. Both private and National Forest lands were involved. The Chief of the Forest Service granted authority for control operations in the Primitive Area to prevent further spread of the epidemic. The control effort required removal of infected trees. Upon completion of logging, roads were closed at the Primitive Area boundary and motorized travel prohibited. With the passage of 15 years these areas have revegetated and have partially returned to a natural condition. In spite of these changes, the evidence of man's activity is quite noticeable and the community of life has been significantly affected by man. Consequently, we recommend that these areas not be given wilderness designation.

We recognize that management in these exclusions must be coordinated to complement wilderness objectives in the adjacent areas. Special management prescriptions have been written for these areas and included in appendix C of the Secretary's report.

Three additional areas were recommended by various groups and individuals as expansions of our proposal. These areas are shown as area C, D, and E on display map.

Areas C and D include 640 acres each, and are in Piper Creek and Jim Creek respectively. Both areas are surrounded on three sides by private land. The Forest Service has no control over administration of these contiguous lands, and the uses or practices that may occur. Because of the small size of these areas, and the lack of control on adjacent lands we do not feel management for a quality wilderness experience would be possible. Consequently we do not recommend their designation as wilderness.

Area E contains 370 acres in Glacier Creek. It is a portion of the primary viewing area from above Glacier Lake within the proposed wilderness. However, it is bordered on the north and south by roads and some timber harvest areas. Its inclusion, with our recommended exclusion, would form an irregular peninsula of wilderness causing difficulties in administration and maintenance of quality wilderness. We therefore recommend the area not be designated as wilderness. The area will, however, be managed to protect the viewing area as seen from within the wilderness.

In conclusion, we feel that the Mission Mountain area is eminently suitable for designation as wilderness and we recommend your favorable consideration of our proposal as contained in S. 601.

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

Senator HASKELL. Thank you, Chief McGuire. Basically, the line you recommend is the solid line of the blocks to the east which are to be excluded for the reasons you gave.

Some of them are not included in the group, but some private groups indicated they would like them in there.

Mr. McGUIRE. That is correct.

Senator HASKELL. On the ones you excluded due to the cutting, due to the spruce—could your assistant point those out again. The beetle, the ones in orange.

Mr. McGUIRE. We have a few photographs of some of those areas, Mr. Chairman, which may clarify the problem.

Senator HASKELL. Yes, I noticed one of those areas juts out smack in the middle of the proposed wilderness. Do you really feel that should be excluded.

Mr. McGUIRE. We think it should be excluded on the same grounds we are arguing for exclusion of the others. If you can see this photograph, the area in the foreground is private land. This is exclusion No. 5. You can see where the bug control and where logging was done 15 years ago.

This photograph which is inclusion No. 4 again the logged areas in the foreground are private ground. The forest land above was disturbed 15 years ago and the appearance today is not as heavily impacted as shown.

Senator HASKELL. How long does it take for this type of land to grow back?

Mr. McGUIRE. Probably about 50 years I would guess. This is a rather harsh area climatically. The trees are slow growing.

Senator HASKELL. Thank you very much Chief McGuire, you have been helpful, and leaving these maps will be extremely helpful. Thank you, sir.

[The maps furnished by the Forest Service are found in envelope at end of hearing:]

Senator HASKELL. Our next witness is Jack Crockford, director of Game and Fish Division, State Department of Natural Resources, Atlanta, Ga.

STATEMENT OF JACK CROCKFORD, DIRECTOR, GAME AND FISH DIVISION, STATE DEPARTMENT, ATLANTA, GA.

Mr. CROCKFORD. Mr. Chairman, we appreciate the opportunity. The Georgia Department of Natural Resources fully supports the enactment of H.R. 6395 which would designate the Okefenokee National Wildlife Refuge in Georgia.

Also, the wildlife area we would particularly like to emphasize, is the importance of including section 2 which would allow the use of small watercraft propelled by motors of 10 horsepower or less in the wilderness area. The Parks and Historic Sites Division of our department currently operates about 60 motorized boats equipped with 10 horsepower motors in the Stephen C. Foster State Park.

These powerboats afford many people who would otherwise be unable to appreciate the swamp and the opportunity of this unique experience. The present visitations of this one facility alone approach 150,000 persons, annually, who would otherwise be unable to enjoy the unique wilderness area.

As an ardent supporter of wilderness areas, the department feels the use of these boats will not detract from the experience or natural quality of the wilderness. The proposed wilderness area comprises the majority of the Okefenokee Swamp which is world famous. It is one of the largest and most prominent swamps in America.

The swamp is actually a mass peat blowup with a sandy depression that was once part of the ocean floor. The shallow water on the Okefenokee floats slowly across the swamp to the outlet, the Suwannee River, swamp full of cypress, covers about 80 percent of the swamp.

The Suwannee River trails through the swamp traversing areas of cypress trees, known as Spanish River—

Senator HASKELL. Did you say Suwannee River? Is that the one in the song?

Mr. CROCKFORD. Yes. Some 70 miles total over thousands of acres. These are managed timberlands, however, most of them are deep in the swamp and nonmanaged dominated by longleaf pine.

In a few areas there is a variety and interesting abundance of animals in the Okefenokee. More than 225 species of birds are absorbed in the swamp.

Several endangered species make their home here. The Sandhill crane is a permanent resident and ospreys nest on the tops of cypress trees throughout the swamp. At least 41 species of mammals have been recorded in the swamp.

Okefenokee is one of the last extensive areas in Georgia where black bear and otter can still be found in numbers. Mammals most frequently seen by visitors are racoons, whitetailed deer, fox, squirrel and otter.

Some 64 species of reptiles, 32 species of amphibians, and 37 species of fish have been identified. The swamp holds one of the largest concentrations of alligators remaining in the country.

Senator HASKELL. Thank you, Mr. Crockford. I guess you were in the room when Mr. Bohlen from the Department of the Interior made certain suggestions in the language of the bill itself.

I don't know if you have had a chance to look at it. You might give us the benefit of your thoughts as to whether it is desirable or undesirable?

Mr. CROCKFORD. I would like to say this. Going backwards here, section 3, dealing with fishing. Fishing is very important in this area.

With respect to section 2, I can understand the problems involved in being specific with respect to the use of equipment necessary to keep the trails open. Those trails are very important, in fact, it is essential. It also may be a problem with 120 miles, specifically.

Senator HASKELL. I think one thing that I would like to bring to your attention is that the Wilderness Act itself, specifically, reserves to the State control over hunting and fishing in wilderness areas.

Let us see if the staff can find that. I guess it is section 3 of the bill. Let us go back to section 3. It says fishing shall be permitted in accord with applicable State and Federal regulation except the Secretary of the Interior may establish zones where no fishing shall be permitted for reasons of public safety, et cetera. If the Wilderness Act specifically reserves State control over fishing, section 3 of the bill may represent an expansion of the authority of the Secretary of the Interior.

Why don't you do this Mr. Crockford, because neither you nor I have seen this before; we will keep the record open for 10 days. I would appreciate your thoughts on both suggestions made by Mr. Bohlen, section 3 and deletion of section 2. I think it would be helpful when we come to mark up the bill.

Mr. CROCKFORD. Thank you. I appreciate the opportunity to do this.

Senator HASKELL. The staff points out to me in the language of the bill, title 16, section 1133(a) (8), of the United States Code for the benefit of your lawyer.

Thank you very much Mr. Crockford. I appreciate your coming. Our next witness will be Hans Neuhauser, Georgia Conservancy.

STATEMENT OF HANS NEUHAUSER, EXECUTIVE DIRECTOR, GEORGIA CONSERVANCY

Mr. Chairman, I am Hans Neuhauser, executive director of the coastal office of the Georgia Conservancy, a State-wide conservation organization with over 4,000 members.

There are many Georgians whose initial efforts in promoting the passage of the Wilderness Act of 1964, were motivated by a desire to provide additional protection to the Okefenokee Swamp. When the Georgia Conservancy was founded in 1967, its first field trip was to Waycross to attend the Department of Interior's public hearings on the wilderness proposal. Now, 7 years later, the Georgia Conservancy is still urging the passage of the Okefenokee wilderness proposal. It hasn't been easy, and it hasn't been quick, but after all, it took over a

half million years to create the Okefenokee, so it's worth a few years to preserve it.

The Georgia Conservancy enthusiastically endorses the wilderness proposal for the Okefenokee National Wildlife Refuge, as introduced by Congressman Stuckey and Ginn and passed by the House of Representatives. Particularly, we would like to emphasize our support for the provisions of H.R. 6395, regarding "the use of powered watercraft, propelled by motors of 10 or less horsepower."

The Wilderness Act of 1964, specifically states in section 4(d) (1) that: "* * * within wilderness areas designated by this act the use of aircraft or motorboats, where these uses have already become established, may be permitted to continue * * *" subject to the discretion of the Secretary of the Interior.

The use of motorboats of 10 or less horsepower is an established historic use in the swamp. The use of motorboats even predates the establishment of the Okefenokee National Wildlife Refuge in 1937 by Executive order of President Franklin D. Roosevelt. The Bureau of Sports Fisheries and Wildlife, the Georgia Department of Natural Resources, and the Okefenokee Swamp Park—a private nonprofit development—all provide and maintain facilities for the use of motorboats in the swamp.

Prohibition of small motorboats in the swamp would effectively deny access to a majority of its present visitors. However, because of the vast areas of the swamp accessible only to shallow-draft canoes and pole boats, as well as the quietness of small modern outboard motors, there are ample areas within the proposed Okefenokee wilderness for the people who wish to escape from the sound of motorboats.

Maintenance of these boat trails is also necessary, for fallen logs, vegetation growth and peat "blowups"—masses of peat rising to the surface at unpredictable intervals—would soon make the trails impassable.

We have no objections to the inclusion of specific wording in H.R. 6395 that would clarify the Congress' intent to allow the continued use of motorboats on existing motorboat trails and the maintenance of all boat trails.

In conclusion, the Georgia Conservancy again expresses its full support for the Stuckey-Ginn bill—H.R. 6395—which would place 343,850 acres of the Okefenokee National Wildlife Refuge in the National Wilderness Preservation System. We recommend that this committee and the Congress give its full approval to this proposal. Thank you, Mr. Chairman.

Senator HASKELL. Thank you Mr. Neuhauser. I have no questions.

Our next witness is Mr. George Alderson, the Wilderness Society.

Mr. ALDERSON. Thank you Mr. Chairman. My testimony will cover only the Cascade Head. My statement will be included in full.

STATEMENT OF GEORGE ALDERSON, DIRECTOR OF FEDERAL AFFAIRS, THE WILDERNESS SOCIETY

I am George Alderson, director of Federal affairs of The Wilderness Society, a national organization devoted to the perpetuation of an enduring resource of wilderness for the benefit of present and future

generations. Our offices are at 1901 Pennsylvania Avenue, NW. We appreciate the invitation to present our views on S. 1943, a bill to establish the Cascade Head scenic research area in Oregon.

This bill would provide a statutory mandate to the Forest Service to manage the area of Cascade Head and the Salmon River estuary for scenic, recreational, conservation, and research purposes. It would also authorize acquisition of private lands, extending the boundary of the Siuslaw National Forest to include the entire 8,500-acre scenic research area. It would withdraw the scenic research area from mineral entry and mineral leasing, and it would establish an advisory council.

Legislation recognizing the special characteristics and values of this area is a suggestion which the Wilderness Society warmly supports. Cascade Head and the Salmon River estuary are an island of nature in the midst of an already developed region. We have the opportunity to steer future development around this remaining island, protesting it as a small sample of the wild Oregon coast, for enjoyment and study.

We join with Oregon citizen groups in recommending that the bill be strengthened in several respects to make sure that it will achieve the scenic and research purposes that are the basis of the proposal:

1. We suggest adding language to section 7 to withdraw the area from geothermal leasing. The Geothermal Steam Act of 1970 contained a major loophole in that it did not grant protection to wilderness areas, wild and scenic rivers, or certain other special categories. This omission could be remedied in this case by the following amendment:

On page 5, line 1, after the word "leasing" add the words "geothermal steam leasing."

2. We suggest adding a wilderness study provision like that included in all recent legislation on new parks and recreation areas reported from the House Interior Committee. This is needed to insure that the wilderness potential of the area will be evaluated by the Forest Service, subjected to public hearings, and a report thereon submitted to the Congress. Six roadless areas have already been identified within the area, so there is clearly a need for this provision.

The following language, based on that enacted in prior legislation, would serve the purpose:

On page 7, add a new section 10: Within 2 years from the date of enactment of this act, the Secretary shall report to the President, in accordance with subsections 3(c) and 3(d) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c) and (d)), his recommendations as to the suitability or nonsuitability of any area within the scenic research area for preservation as wilderness, and any designation of any such area as a wilderness shall be in accordance with said Wilderness Act.

3. We recommend that section 3(b)—3 and 4—be amended to bar all timber harvesting in the area. As written, this bill would allow logging on the upper slopes, in direct contradiction to the basic objectives of the measure. The bill gives the illusion that it is going to protect the scenery, without really providing that protection. If we are going to have logging at Cascade Head, let's call it the Cascade Head logging area, instead of scenic research area. Surely logging has no place in an area that is being designated for research and scenic values. Logging

is simply incompatible with the purposes of this bill. We suggest that the words on page 4, line 1, "and timber harvesting activity" be stricken.

4. We share the concerns expressed by Oregon citizens that recreational uses of the scenic research area should be carefully planned, protecting the area against the often severe impact of heavy use and ill-planned recreational development. We suggest deleting the word "extensive" in two places where it appears—on page 3, line 24, and page 4, line 6.

On the other hand, if the word "extensive" was meant to imply dispersed use, as opposed to the "intensive" use cited under section 3(b) (2), then it would be better to adopt the more precise word "selective." "Extensive" is obviously subject to more than one interpretation.

5. In general, we have found citizens' advisory councils to be an ineffective way of involving the public in management decisions. The open forum of hearings provides far better opportunities for the average citizen to express his views. If the subcommittee decides to retain section 8 of the bill, we suggest that the criterion under section 8(a) (iii) for the eight public members of the council should be amended to require these appointees to be representatives of nonprofit environmental or conservation public interest groups. Language reflecting this concept might be as follows:

(iii) Not to exceed eight members appointed by the Secretary from among persons representing national or local nonprofit citizens' groups devoted to the protection of the environment or natural resources.

We commend the interest of Senator Packwood and Congressman Wyatt and their initiative in proposing this measure. We favor the bill, with the amendments outlined above, and recommend its enactment.

Senator HASKELL. Thank you very much, Mr. Alderson. The committee will certainly, when we come to mark up the bill, give consideration to your suggested changes.

Offhand it seems appropriate there should not be logging and/or geothermal steam leasing. Obviously we must give further thought to these points.

Mr. ALDERSON. Thank you, Mr. Chairman.

Senator HASKELL. Our next witness is Mr. Harry Crandall of the Wilderness Society in Washington testifying on H.R. 6395.

Mr. CRANDALL. Good morning.

STATEMENT OF HARRY B. CRANDALL, DIRECTOR OF WILDERNESS REVIEWS, THE WILDERNESS SOCIETY

Mr. Chairman: I am Harry Crandall, director of wilderness reviews for the Wilderness Society, a national conservation organization primarily concerned with the preservation and beneficial use of America's wilderness.

We appreciate the invitation to testify today before the Subcommittee on Public Lands concerning the wilderness proposal for the Okefenokee National Wildlife Refuge, Georgia.

The Okefenokee is one of the great wildlife areas of the National Wildlife Refuge System. It is also one of Georgia's most treasured

and famous natural features. The wildlife refuge contains a total of about 373,860 acres, of which it is proposed that 343,850 acres be placed in the National Wilderness Preservation System. This 343,850 acres is all swamp or small islands surrounded by the waters of the swamp. None of the adjacent uplands within the boundaries of the refuge are proposed for inclusion in the wilderness system. The Wilderness Society completely endorses this wilderness proposal for the Okefenokee National Wildlife Refuge and joins with Georgia Conservancy and with other Georgia citizen conservation organizations in urging prompt approval of this wilderness proposal.

For both man and wildlife the Okefenokee is an area of superlative natural qualities. Wildlife—animal, bird and fish—abound. Animals range from black bear and deer right down through the chain to the smallest life involved. It is a paradise both for fish and for fishermen. While hunting by man has traditionally been prohibited within the wildlife refuge, fishing has long been a sport engaged in by thousands of persons throughout the whole year. The swamp is a place of remarkable beauty, with its cypress groves, its open prairies, its winding water courses, and occasional open lakes. Everywhere a soft mysteriousness haunts the swamp inviting man to come and to know its beauty and peace. These superb natural qualities and the purposes of this area as a national wildlife refuge will be enhanced by the greater security from incompatible uses which the protection of the Wilderness Act provide.

There is a special situation which pertains to the matter of wilderness designation for Okefenokee Refuge. That is the matter of the use of motorboats within the proposed wilderness area. Use of motorboats and other mechanized transportation within a statutory wilderness is normally prohibited by the Wilderness Act, except when deemed to be the minimum necessary to properly administer the wilderness. However, special provision is made in the act under section 4(d)(1) whereby the Secretary may at his discretion permit previously established use of motorboats to continue subject to such restrictions as he deems desirable. For many years, subject to the regulations of the Fish and Wildlife Service, operation of motorboats long has been permitted principally for fishing purposes, within the refuge. Such use is restricted to motors of 10 horsepower or less and is permitted only on specifically designated motorboat trails totaling something like 65 to 70 miles in length. Recognizing its long establishment and subject to the same existing regulations governing such use, the Wilderness Society favors continuing the existing motorboat use within the proposed wilderness. Such watercraft use should not be covered by a specific provision in the legislation; rather it should be covered in the committee report so that the legislative history is clear.

We are in agreement with the intent and purpose of H.R. 6395. However, we suggest that it would be helpful to clarify the intent of section 2 in the committee report so that the use of powered watercraft would clearly be restricted to those trails marked on the referenced map as motorboat trails. Presumably there is no intent under section 2 that motorboats would be operated on trails intended for use only by canoes or other hand-powered craft. It will be noted that section 2 further refers to watercraft trails consisting of approximately 120

miles includes both the 65-70 miles of motorboat routes and an additional approximately 50 miles of trails for canoes only. Clarification would, we believe, be helpful in avoiding confusion later in interpretation of just what motorboat use intended to be permitted.

Section 2 of H.R. 6395 also contains a provision which reads "Access to watercraft trails in the wilderness area will be provided from the Suwannee River sill, Stephen Foster State Park, Kings Landing and Suwannee Recreation Area (Camp Cornelia)." While we offer no objection to the intent of the sentence itself, we do raise a question as to whether it is desirable to include this provision within this legislation inasmuch as all of the areas named lie outside of the proposed wilderness and therefore would in no way be affected by wilderness designation. The Wilderness Society believes that wilderness classification should stick to the specific area involved and not attempt to legislate "management" of a national wildlife refuge, park, or forest. Section 3 of the bill also falls in this category.

In conclusion, the Wilderness Society again expresses its full support for the Department of the Interior's wilderness recommendation which would place 343,850 acres of the Okefenokee National Wildlife Refuge in the national wilderness preservation system. We trust that this committee after its careful study will give its full approval to this proposal.

I also would like to testify on the Mission Mountains.

Senator HASKELL. Certainly.

Mr. CRANDALL. It is a pleasure to be here once again to testify in the support of these wilderness proposals.

The first one, I would like to offer some brief comments. My statement can be entered in the record.

Senator HASKELL. Your statement will be reproduced.

Mr. CRANDALL. The Mission Mountains in Montana on the basis of special field investigation by Montana conservations, we fully support the Forest Service position in this matter, or in this wilderness proposal and offer some suggested changes in the boundary by adding exclusions, 1, 2, 3, 4, 5 and 6 to the proposal.

These are intrusions into a rather narrow magnificent scenic area that the Forest Service has delineated because of some past selective cutting. We believe mother nature can restore this area very quickly. As a matter of fact it is already underway.

The Forest Service, itself, in its report on the proposal, states with the passage of 15 years normal processes which take place in most timber harvest areas have occurred, considerable vegetation has come in new tree ceilings have become established and the scene is not raw or unpleasing, it is a direct quote from the Forest Service report.

We suggest area E should be given close scrutiny by the committee. This is an area that is an overlook into a magnificent vista for a visitor. But the Forest Service is saying it is beautiful this way, but if you turn around and look the other way you can see the results of timber harvests. We feel that you don't have to be completely surrounded by wilderness for the wilderness to qualify for entrance into the wilderness system.

I think they are being a little too pure about this. Now insofar as the Okefenokee of wildlife is concerned, I am familiar with Okefe-

noke from my years with the Department of the Interior. It is really a magnificent area. It is truly one of the country's great natural resources.

The Wilderness Society supports the Department of the Interior and the Georgia citizens in an attempt to get this area included into the wilderness preservation system. There is one basic disagreement we have with the Department. That is, we don't believe it is necessary to legislate previously existing motorboat use. While we recognize there is bound to be some exceptions to the wilderness law which the committee would have to legislate this exception, we do not believe it is necessary in those kind of activities which the Wilderness Act covers on motorboats is one.

It goes without saying, if you are going to have to use the necessary facilities and practices, they probably are necessary. We use as our guide, Mr. Chairman—in fact, it would take you a couple—if I could take you back a couple of years in history. Two years ago in May, the Public Lands Subcommittee of the Senate Interior and Insular Affairs Committee was chaired by Senator Frank Church of Idaho.

Senator Church laid on all of us some guidelines, the qualification standards for entrance into the wilderness system. Two of the things that he felt was done over the matter of wilderness boundaries, we think it is applicable to the Mission Mountains proposal where in the Forest Service if you look this way it ain't wilderness and if you look that way it is.

On page 59 of that area report in 1952 the suitability of each acre of possible wilderness is to be ascertained on the possibility of that wilderness instinct, not on the basis of substantial outside influence as sights and sounds from outside. The boundaries do not designate or make threshold exclusive as a matter of law.

We have been using these and citizens across the country have been using these guidelines in their study of the wilderness proposals.

In the matter of Okefenokee, Senator Church pointed out the management criteria section of the law. That is section 4. His statement appears on page 60 of the report. Senator Church made it clear there is a vast difference between the entrance criteria contained in section 2(c) of the wilderness law and the management criteria in section 4.

Section 4 is guidelines after an area becomes a wilderness. Most of the confusion that most all of us have had in the past was putting these two sections together and saying, "I realize that we have got this use in here so therefore it does not qualify."

The agencies have been misinterpreting this answer of the conservation up to this point in time. So for that reason we say that since motorboats are an existing use and the only means of transportation in the Okefenokee Swamp similar to the horse in the wilderness out West, it is really not necessary to legislate this exception.

We recognize as far as the allegation has been 100 percent for this special recognition and special legislation, we just say that we don't believe it is necessary that the people who like to use motorboats in there are governed by wilderness law.

But insofar as the Mission Mountains are concerned we do not believe the Wilderness Act should be used to manage a wildlife refuge or a national park. That is a separate kind of thing. The wilderness

designation is supplementary to the primary purposes for which an area is established and is administered. We do not believe we should confuse it by attempting to manage certain practices through legislation or follow the Wilderness Act. Thank you very much.

Senator HASKELL. Thank you very much, Mr. Crandall. I can understand the reason the people from Georgia want this legislation. Because if it is not in the legislation they have got to come forward and affirmatively show that boats were used there. I can sympathize with that viewpoint. An arbitrary member of the executive department might say motorboats were not suitable and I think I can understand their viewpoint.

I am somewhat concerned about section 3 of that bill. As I discussed with Mr. Crockford, the Wilderness Act, itself, preserves fishing, the regulation of fishing by the States. It seems to me section 3, as written, extends the Federal authority to an area that previously was not there.

I don't know if you have any reaction to it or not.

Mr. CRANDALL. I do not believe it does, Senator. I have not looked at it that closely.

Senator HASKELL. You might take a look at it with that in mind and let us have the benefit of your views for the records. You have been very specific as to why you feel the Glacier Creek Area in the proposed Mission Mountains Wilderness should be included. Could you for the record be specific on why these additional areas you referred in the Mission Mountains area should be included.

Mr. CRANDALL. I will be happy to do that, Senator.

Senator HASKELL. Thank you very much, Mr. Crandall. I have no further questions.

[The prepared statements of Mr. Crandall follow:]

STATEMENT OF HARRY B. CRANDALL, DIRECTOR OF WILDERNESS REVIEWS,
THE WILDERNESS SOCIETY

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These superb natural qualities and the purposes of this area as a national wildlife refuge will be enhanced by the greater security from incompatible uses which the protection of the Wilderness Act provide.

There is a special situation which pertains to the matter of wilderness designation for Okefenokee Refuge. That is the matter of use of motorboats within the proposed wilderness area. Use of motorboats and other mechanized transportation within a statutory wilderness is normally prohibited by the Wilderness Act, except when deemed to be the *minimum necessary* to properly administer the wilderness. However, special provision is made in the Act under Section 4 (d) (1) whereby the Secretary may at his discretion permit previously established use of motorboats to continue subject to such restrictions as he deems desirable.

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We are in agreement with the intent and purpose of H.R. 6395. However we suggest that it would be helpful to clarify the intent of Section 2 in the Committee Report so that the use of powered watercraft would clearly be restricted to those trails marked on the referenced map as motorboat trails. Presumably there is no intent under Section 2 that motorboats would be operated on trails intended for use only by canoes or other handpowered craft. It will be noted that Section 2 further refers to watercraft trails consisting of approximately 120 miles. This 120 miles includes both the 65-70 miles of motorboat routes and an additional approximately 50 miles of trails for canoes only. Clarification would, we believe, be helpful in avoiding confusion later in interpretation of just what motorboat use is intended to be permitted.

Section 2 of H.R. 6395 also contains a provision which reads "Access to watercraft trails in the wilderness area will be provided from the Suwannee River sill, Stephen Foster State Park, Kings Landing and Suwannee Recreation Area (Camp Cornelia)." While we offer no objection to the intent of the sentence itself, we do raise a question as to whether it is desirable to include this provision within this legislation inasmuch as all of the areas named lie *outside* of the proposed wilderness and therefore would in no way be affected by wilderness designation. The Wilderness Society believes that wilderness classification should stick to the specific area involved and not attempt to legislate "management" of a national wildlife refuge, park or forest. Sec. 3 of the bill also falls in this category.

In conclusion The Wilderness Society again expresses its full support for the Department of the Interior's wilderness recommendation which would place 343,850 acres of the Okefenokee National Wildlife Refuge in the National Wilderness Preservation System. We trust that this committee after its own careful study will give its full approval to this proposal.

Thank you, Mr. Chairman.

[From Senate Interior Committee, Subcommittee on Public Lands, May 5, 1972 Hearing]

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

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

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

But I want to stress that we are operating here under the same governing statutory direction, the Wilderness Act of 1964. This act is the common denominator. I want to take a careful look as we proceed to see that the policies of

these three agencies are consistent with each other and are consistent, overall, with the intent of Congress embodied in the 1964 Wilderness Act.

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

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

Let me raise some specific points that are quite important:

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

By the same token, I offered an amendment to make it clear that the use of motorboats or the landing of aircraft, where previously established, could continue within national park wilderness, as well as within national forest wilderness. In that regard, I then said this: "It is my feeling, and I think the feeling is shared by most members of the committee—that there is no reason to confine the stated exception to wilderness areas which are carved out of national forests." (*ibid*, page S 16965). And that clarifying amendment passed the Senate by a voice vote. Yet I understand that the Park Service does not recommend grazing lands as wilderness and does not intend to recommend the surface of Crater Lake or of Yellowstone Lake as wilderness. These exclusions are not mandated, in any sense, by the Congress.

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

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

outside influences. Sights and sounds from outside the boundary do not invalidate a wilderness designation or make threshold exclusions necessary, as a matter of law.

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

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

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

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

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

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

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

Section 4 of the Wilderness Act says:

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

STATEMENT OF HARRY B. CRANDALL, DIRECTOR OF WILDERNESS REVIEWS, THE WILDERNESS SOCIETY

Mr. Chairman and Members of the Committee: I am Harry B. Crandall, Director of Wilderness Reviews, of The Wilderness Society. As you know, The Wilderness Society is a national citizen membership conservation organization, founded in 1935 and working to promote the preservation of areas of wilderness. We appreciate this opportunity to appear before the Public Lands Subcommittee to offer our views and comments concerning the proposal to designate the Mission Mountains Wilderness in northwestern Montana.

The Missions have long been admired as one of America's most scenic mountain areas. Tremendous rocky peaks, blue alpine lakes, and wildflower-carpeted meadows offer beauty rivaling that of nearby Glacier National Park. Since the early 1930's, the eastern slope of the Missions has been administered by the Forest Service as the Mission Mountains Primitive Area.

On the basis of careful studies and local field hearings, the Forest Service has now recommended to the Congress that most of the existing Mission Mountains Primitive Area be designated by statute as the Mission Mountains Wilderness, for inclusion in the National Wilderness Preservation System. The Wilderness Society has joined with the Montana Wilderness Association, Montana Wildlife Federation and other state and national organizations in strong support of the Forest Service proposal. As a pristine area of outstanding natural beauty and remoteness, in which man as a visitor can experience solitude, serenity, challenge and adventure, the proposed Mission Mountains Wilderness meets in the highest degree all of the requirements of wilderness as defined in the 1964 Wilderness Act.

While we endorse the proposal which has been made by the Forest Service—and wish to commend the Forest Service for the fine work they have done in preparing their proposal—we wish to call attention to several minor but significant boundary changes which we believe will be highly desirable in achieving the protection of this extraordinary wilderness area. At the time of the field hearing, held in Kalispell, Montana in September of 1970, many conservationists urged that several additional parcels of land be included within the wilderness boundary—notably the Piper Creek area ("Area C", 640 acres), Jim Creek ("Area D", 640 acres) and an area along the Glacier Creek drainage ("Area E", 370 acres plus).

In particular, we wish to call attention to the importance of including the Glacier Creek area, which comprises an enormously important scenic vista from above Glacier Lake. The Forest Service has recognized that "management of this area is perhaps the most critical of all lands adjacent to the proposed boundary." We agree, and we see no good reason for not encompassing the critical land within Area E in the Mission Mountains Wilderness of which it is, in fact, a natural and integral element.

In addition to these desirable inclusions, we wish to call attention to the six small but critically important areas which the Forest Service proposes to exclude from the Mission Mountains Wilderness boundary. These are areas 1 through 6, totalling 2,018 acres. As a result of control efforts in the early 1950's involving Spruce Bark beetle damage in surrounding timber lands, timber was salvaged from these six areas with accompanying disturbance of the natural character of the land.

According to the Forest Service report, "with the passage of 15 years, the normal processes which take place in most timber harvest areas have occurred. Considerable vegetation has come in. New tree seedlings are becoming established. Stumps and cull material are somewhat hidden, and the scene is not raw or unpleasing." Nonetheless, the Forest Service concludes that at this time these six areas should not be included within the wilderness area. It is obvious that each of these six units is an important geographical element of the wilderness area. Indeed, several of the proposed exclusions form deep penetrating corridors into the very heart of this already narrow area. We believe it is not only desirable, but essential that these six areas be protected as a part of the Mission Mountains Wilderness.

Mr. Chairman, with these small but significant boundary adjustments, we believe the Mission Mountains Wilderness will stand as an outstanding unit of the National Wilderness Preservation System. There is no question of the high caliber of the area and of the strong public support for its protection as wilderness. We are delighted that the Committee has moved so expeditiously to bring this worthy proposal to hearings, and urge that this proposal be moved forward. We appreciate, as always, the invitation of the Committee to present our views on this important wilderness proposal.

Thank you.

Senator HASKELL. The subcommittee hearing is now adjourned. The hearing record will stay open for 10 days.

[Whereupon at 12.22 p.m., the hearing was adjourned subject to the call of the Chair.]

The first part of the paper discusses the general principles of the theory of the firm, which are based on the assumption of profit maximization. It is shown that the firm's behavior is determined by the interaction of its internal structure and the external market environment. The internal structure is characterized by the distribution of power and resources among the different departments and individuals within the firm. The external market environment is characterized by the demand for the firm's products and the availability of resources. The interaction of these two factors determines the firm's output and profit.

The second part of the paper discusses the theory of the firm in more detail. It is shown that the firm's behavior is determined by the interaction of its internal structure and the external market environment. The internal structure is characterized by the distribution of power and resources among the different departments and individuals within the firm. The external market environment is characterized by the demand for the firm's products and the availability of resources. The interaction of these two factors determines the firm's output and profit.

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APPENDIX

Under Authority Previously Granted, the Following Statements and
Communications Were Ordered Printed

APPENDIX

Under Authority Granted in Following Sections and
Comprehensions Were Omitted Final

U.S. SENATE,
OFFICE OF THE MAJORITY LEADER,
Washington, D.C., June 21, 1974.

HON. FLOYD K. HASKELL,
Chairman, Subcommittee on Public Lands, Interior and Insular Affairs Com-
mittee, Suite 3106, Dirksen Senate Office Building, Washington, D.C.

DEAR CHAIRMAN HASKELL: As your Subcommittee conducts what may be the final hearings on several proposed wilderness bills, we take this opportunity to endorse again Section 6 of S. 601, the proposal to designate as wilderness approximately 70,000 acres in the Mission Mountains in Montana.

The Mission Mountains are among the most beautiful in the Rocky Mountain chain. The high country to be included abounds with lakes and fish and wildlife. Support for this relatively small wilderness area has been universal, with backing coming thus far from the public, the Administration and the House of Representatives.

We urge your Subcommittee to approve the Mission Mountains proposal for rapid inclusion in the national wilderness system.

Very truly yours,

MIKE MANSFIELD,
U.S. Senator.
LEE METCALF,
U.S. Senator.

FRIENDS OF THE EARTH,
Seattle, Wash., June 20, 1974.

Senator ALAN BIBLE,
Chairman, Subcommittee on Parks and Recreation, 3106 New Senate Office
Building, Washington, D.C.

DEAR MR. CHAIRMAN: Please include this letter in the hearing record regarding Cascade Head-Salmon River legislation S. 1943. In general Friends of the Earth supports the position of the Oregon Environmental Council.

The legislation's objective is the scenic, scientific, historic, and educational preservation of an area where mountain, forest, and sea meet to form a unique combination of natural values. In order to ensure the legislation meets these objectives we suggest the following be embodied in the final bill.

Although the area has great recreational value, extensive recreation could be damaging to the environment. Therefore, the word "extensive" should be eliminated from subsections 3(b)(3), (4), and (6). *The Land Use and Ownership Plan* produced by Siuslaw National Forest on Cascade Head-Salmon River points out that the "climate of the area is not overly conducive to outdoor, recreational activities. Along with the heavy precipitation, continuous wind velocity of 15-25 miles per hour are common along the coast."

As industry and residential development expand and destroy other estuaries similar to Cascade Head-Salmon River, the recreational use of the area will expand proportionately. The hills and mountainous subareas are susceptible to land slides and land slump. Future intensive recreational use could aggravate this problem.

Extensive recreational use could serve as a threat to the wildlife living there which includes the California sea lion, the Pacific giant salamander, the Bald eagle, to name a few.

Extensive recreational use would require refuse and sanitary facilities. These should be kept to a minimum to protect the natural and scenic condition which is the purpose of the legislation.

In subsection 3(b)(3), timber harvesting was included as one of the management objectives. Besides not being compatible with the scenic and ecological values of the area, the area most economically attractive for timber harvest is

susceptible to land slides and slumping. Logging and associated road construction could easily damage the quality of Cascade Head. Again, the *Land Use and Ownership Plan* states that in the lower slope area, where road development is proposed, run off is medium to rapid, and erosion hazards are moderate to severe. Run off and siltation from road and logging activities would do irreparable harm to the estuary, silt being a number one enemy to a living estuary.

Section 8 deals with the make up of the advisory council. In order to assure a balance with the local landowners and timber operators, section 8(a) (iii) should include in the council representatives from nonprofit environmental/conservation, public interest groups.

Along with these points, Friends of the Earth would like to add that there are six roadless areas in the area that have potential to go under the provisions of the Wilderness Act. An environmental impact statement has been made on Cliff Creek and has or soon will be submitted to the Council on Environmental Quality. Studies will begin on Caulkins Creek soon. Road development and timber harvesting should not take place in the six roadless areas until these areas have been fully studied.

Sincerely,

DALE JONES,
Northwest Representative.

HAROLD S. HIRSCH,
Portland, Oreg., June 19, 1974.

Re: Senate Bill S. 1943 (Cascade Head-Salmon River Estuary, Oregon).

Senator FLOYD HASKELL,
Chairman, Senate Public Lands Subcommittee, Room 3106, New Senate Office Building, Washington, D.C.

DEAR SENATOR HASKELL: I would appreciate this letter being considered as testimony to your Sub-Committee on the above mentioned bill.

(1) BACKGROUND

My name is Harold S. Hirsch. I was born 66 years ago in Portland, Oregon, and still live here where I am in the manufacturing business. For the last quarter of a century, I have had an intimate connection with the Cascade Head-Salmon River Estuary, because I have a summer home at the town of Neskowin, Oregon, 5 miles away, and I have spent many days during the last 25 years hiking on Cascade Head, as well as fishing, crabbing, beach-combing and riding horses in and around the Salmon River Estuary out of which Cascade Head rises.

I've raised my children there, too, and I love this particularly scenic area so much that some years ago, I acquired a number of lots in a nearby development, known as Cascade Head Ranch. In addition, I was part of a committee which raised and donated to the Nature Conservancy Foundation money to purchase the southwesterly face of Cascade Head so that it could be kept in its natural state forever. I am presently on the supervisory committee of the Nature Conservancy for their Cascade Head holdings, and I have been on the National Advisory Committee of the Nature Conservancy Foundation, Washington, D.C.

(2) LOCAL SUPPORT

The support for S. 1943 has been almost unanimously favorable all over the State of Oregon, and surprisingly, in the two Coastal counties, Lincoln and Tillamook, in part of each of which the proposed Salmon River estuarial scenic-research boundaries lie.

(3) SCENIC, BIOLOGIC, AND BOTANICAL ATTRIBUTES

The beauty of this area is unquestioned, not only from the ocean, but from the river mouth and the tidelands; and from the ocean, the river mouth, and the tidelands behind it, rise two points of land jutting out into the ocean, one called Cascade Head, and one less definitely named, but known locally as Roads End Head. Both of these heads are breathtaking in their beauty.

Fortunately, the pristinity of these heads and the river mouth, sandy spits, and tidelands between them have, until now, remained pretty much unblemished by artificial "improvements", and the people want to keep them that way to enjoy for their scenic beauty and for the ecological research which they still afford.

For example, I'm on the board of a local foundation called the Neskowin Coast Foundation, which has built a small seminar, photographic, and coast ecology center on private land overlooking the estuary for the prime purposes of studying the eco-system, both land and marine, within that area. Not only are there sea lion nurseries in the caves oceanward of the two heads, but the rocky sides of these heads abound with various kinds of mussels, sea anemones, crabs, barnacles, and other crustaceans, but the river and tidelands are breeding grounds of sea birds, ducks, geese, heron, cormorant, sandpipers, as well as permitting inland passage of seal, otters and upstream spawning salmon. In the ocean close to the two heads, the north and south seasonal migrations of whales are a sight to behold.

Cascade Head itself rises many feet above the sea, and every weekend, winter, spring, summer, and fall, it is used by many hikers and photographers, as well as botanists to examine the roughly 100 species of flora that grow on top. Near sea level, we have the lush rain forest types of mosses, lichens, and undergrowth, as well as marshland grasses. The higher on the head one climbs, the more alpine the flora becomes.

In the spring, it abounds with wild violets, buttercups, johnny-jump-ups, wild cucumber, and one can scarcely put one's foot down without stepping on a carpet of wild flowers. Higher up, the flora changes to cyclamen, bachelor buttons, and Indian paint brush in between rocky outcroppings and mountain meadows framed with wind-gnarled Sitka spruce.

(4) PRIVATE LAND HOLDINGS

Parts of the designated area in this bill are privately owned. Part, as you know, is in the Siuslaw National Forest. In my opinion, the bill hurts no private landowners, and is eminently fair to everyone. As long as private landowners maintain the present use of their lands, they are unimpeded. Should they, however, change the use of their lands from their use as of June 1, 1973, the Secretary of Agriculture may then exercise the right of eminent domain. This is not confiscatory, but merely safeguards the recreational, educational, and aesthetic needs of the nation and of the particular region by "freezing" its present use and condition for posterity.

Your "Do-Pass" recommendation of S. 1943 would be the performance of a great service to all of us, public and private interests alike.

Sincerely,

HAROLD S. HIRSCH.

SIERRA CLUB,

Washington, D.C., June 24, 1974.

Re: S. 601, Mission Mountains Wilderness;
S. 1943, Cascade Head Scenic-Research Area;
H.R. 6395, Okefenokee National Wildlife Refuge.

Hon. FLOYD K. HASKELL
*Senate Interior, Subcommittee on Public Lands, 204 Senate Office Building,
Washington, D.C.*

DEAR SENATOR HASKELL: I attended the June 24th hearings conducted by you on the subject of the above mentioned bills, but unfortunately, due to an oversight on our part, my name was not included on the witness list. Therefore, could I please request that you include both this letter and the attached statement into the official record of the hearings on this subject?

The reason that I request insertion of this letter as part of the hearing comes because of a remark made by Chief John McGuire of the U.S. Forest Service, in his testimony on the subject of the proposed Mission Mountains Wilderness in Montana. On page three therein, he states: "a public hearing was held on the Forest Service proposal on September 9, 1970, in Kalispell, Montana. A large majority of the oral and written comments which were received favored the Forest Service proposal."

Since I was the Northwest Representative of the Sierra Club and FWOOC at that time, I attended the hearings referred to by Mr. McGuire. In fact, I had worked on the Citizens' proposal for the Mission Mountain Wilderness for some time prior to that. And it is important to inform this committee, that *by far* the great majority of oral presentations at this hearing *did not* favor the Forest Service

proposal, but rather favored the Citizens' proposal, which included many of the areas which Mr. McGuire now proposes to exclude from the Mission Mountains Wilderness. The great bulk of oral testimony at that Kalispell hearing, for example, supported inclusion of the area once logged by the Forest Service inside the primitive area boundaries; and it also supported inclusion of "Area E" of 370 acres on Glacier Creek, within the primary viewing area of the proposed wilderness.

This latter area is particularly important, because almost all of the rest of the Swan River Valley, immediately adjacent to the proposed wilderness has been heavily logged by both the Forest Service and private industry, which has a "checkerboard" ownership pattern in that area. Because the view down Glacier Creek is just about all that is left of the appearance of a wild-forested area, it is doubly important to guarantee its protection, even though it is small in size.

Finally on this latter point, I believe Mr. McGuire conveys a somewhat misleading impression when he says that Area E is "bordered on the north and south by roads . . ." This is true, but it ignores the particular topography of the area, which is essentially a north facing ridge slope. The north boundary of Area E is Glacier Creek itself; and the road to the north is on the other side, hidden in the forest there. The roads on the south side are on the other side of the ridge. Thus, Area E is quite easily managed as wilderness, from ridge top to creek bottom, and there should be no difficulty at all in treating it as such. If this committee would like, we could furnish other examples of wilderness areas throughout the Northwest which are managed as such with far less discernible topographical boundaries.

Thank you for your attention to this letter and statement.

Very truly yours,

BROCK EVANS,
Director, Washington Office.

SIERRA CLUB,
Washington, D.C., June 24, 1974.

STATEMENT OF BROCK EVANS, DIRECTOR OF WASHINGTON OFFICE SIERRA CLUB
AND FEDERATION OF WESTERN OUTDOOR CLUBS

My name is Brock Evans, and I am the Director of the Washington Office for both the Sierra Club and The Federation of Western Outdoor Clubs, organizations which are well known to this Committee, and which have a deep and long standing commitment to the preservation and protection of important scenic and wildlife values in this country. We are pleased to be here today to offer our support for protection of all three of the areas under consideration today, with several qualifications, which we will outline below.

OKEFENOKEE NATIONAL WILDLIFE REFUGE

We strongly support the proposal to add 343,850 acres of this area to the wilderness system. This is one of the great refuges of the National Wildlife Refuge System, and it is all swamp or small islands surrounded by swamp waters. The swamp is a place of remarkable beauty, and wildlife abounds. When it is part of the system, it will offer one of the most unusual experiences in America.

We note that the main point of contention is likely to be over the extent of motorboat use within the area. We feel that while the Wilderness Act quite adequately provides for the continuation of prior existing uses, including motorboat uses, that the Secretary should use his authority to make certain that there is no increase in the present amount of motorboat use. This would plainly be incompatible with the terms of the Wilderness Act, and would certainly detract from the fine experience now available there.

We also hope that the Secretary can use his authority to make certain that canoe trails are closed to motorboat traffic, and that there are no additional motorboat trails added, a subject not mentioned in the bill. We finally think it is appropriate that the Secretary implement regulations, whereinsofar as safety requires, there are certain limits on the size of motor permitted.

We recognize that motorboats and canoes are the only means for visiting this particular wilderness area, and we are not at all in opposition to the continued use of motorboats, where necessary. What we are simply calling attention to is

the need to restrict any *increase* in that traffic or its noise. Speaking from a personal standpoint, Mr. Chairman, I recently had the opportunity to take a motorboat trip through Santee Swamp in South Carolina, somewhat similar to this area. It was a beautiful place, but because of the roar of the motors, and the "racetrack" atmosphere of the whole affair, it was impossible to truly enjoy the beauty and quiet that only a rich southern swamp offers. I need to make certain that we do not destroy this experience in Okefenokee.

MISSION MOUNTAIN'S WILDERNESS

From a personal standpoint, I am delighted to see that there is a proposal to add 73,200 acres as the Mission Mountain's Wilderness in Montana to the system. I was the Northwest Representative of the Sierra Club for six years, and was deeply involved in efforts to secure classification of this beautiful country.

The Mission Mountain area is essentially the Eastern portion of the range of that name, and consists not only of some fine high country and superb lakes, and includes some fine grizzly bear habitat, but also includes a few remnants of the splendid forests which once covered the lower slopes, down into the adjacent Swan Valley.

During the field hearings conducted by the Forest Service in 1970, we strongly objected to the Forest Service proposal to exclude some 1,500 acres of former primitive area from its proposal, on the grounds that it had previously gone in and logged this area in 1948—in violation of its own regulations. While it was regrettable that the Forest Service violated its regulations, and went ahead and logged a protected area, we saw no grounds within the Wilderness Act to prevent such as area, which was rapidly recovering, from being included. We feared further that, if such a precedent were established, there might be efforts to log other primitive areas, and then declare that they no longer "qualified" for wilderness designation.

One of our major efforts also at this time was to secure addition of several hundred acres of rangeland on the south side of Glacier Creek, just beyond the primitive area boundary, to the existing wilderness. The reason for this was that the view down this valley from the trail within the primitive area to Turquoise Lake provided the appearance of looking down a wild forested valley, the only one remaining in the whole region. This is because, most regrettably, both the Forest Service and private industry have severely logged almost all the rest of the forests, except for a few scraps, in the entire Swan Valley. This is the only opportunity in the area to look over a segment of forest that looked as it used to, and we sought addition of this small acreage to the wilderness on this grounds. It was scheduled to be logged, otherwise.

Now we understand that these problems have been solved, and that the areas in question are being given protection. With these understandings, we are delighted to support the addition of this magnificent area into the wilderness system.

CASCADE HEAD SCENIC-RESEARCH AREA

This interesting new concept provides for expansion of the boundaries of the Siuslaw National Forest in Oregon to include a fine estuary and scenic headlands on the spectacular Oregon Coast. The statute sets some general guidelines for management of the various "subareas," and make certain provisions for acquisition of land.

We are in general agreement with the beauty and wildlife value of this prime area, and certainly support any measures, such as this one, to protect it.

While the vehicle for doing it is a new one in this kind of case, on its face it appears to be adequate for the job assigned to it, and we can support it on that basis. We reserve, however, the right to comment further upon such regulations and activities that the Secretary may undertake, if the bill passes.

Finally, as this Committee is aware, other Oregon citizen groups have recommended several changes in the bill to strengthen it to make certain it will achieve the scenic and research purposes that are the basis of the proposal. We support these changes, which include: a withdrawal of the area from geothermal leasing; the addition of a wilderness study provision; the elimination of all timber cutting in the area; the insertion of language to make it plain that recreational development will be limited; and the requirement that the Citizens' Advisory Council section be amended to require public appointees to be representatives of environmental or other conservation public-interest groups.

WILLIAMS, MONTAGUE, STARK, HIEFIELD & NORVILLE, P. C.,
ATTORNEYS AND COUNSELORS AT LAW,
Portland, Oreg., June 18, 1974.

Re: SB 1943 (Cascade Head-Salmon River Estuary, Oregon).

Senator FLOYD HASKELL,
Chairman Senate Public Lands Subcommittee, Room 3106, New Senate
Office Building, Washington, D.C.

DEAR SENATOR HASKELL: I would appreciate it if this letter could be placed before your subcommittee as written testimony concerning the above Bill. I will try to be brief, although my deep and lifelong concern for the area covered by the Bill makes that difficult.

1. *Witness's Background:* My name is Malcolm Montague, and I was born and live in Portland, Oregon, where I practice law. I have been familiar with the Cascade Head-Salmon River Estuary since 1937, when my parents acquired a modest beach house near the mouth of the Salmon River Bay. Since that time I have regularly hiked, fished, beachcombed, and generally took every opportunity or excuse to go to the area, as have my own three children. I acted as the attorney for the Nature Conservancy Committee which raised over \$50,000 locally to purchase the scenic sea-grass headland of Cascade Head in 1967, and I am a member of the management committee for the area. I speak here as an individual citizen, however, and not for the Nature Conservancy.

2. *Local Support:* The support for the Bill before you has been nearly unanimously favorable in the State of Oregon. Surprisingly, this support is also very strong in the two coastal counties—Lincoln and Tillamook—in which the area lies. Because these counties have low tax bases, and depend heavily on tourism and recreational housing for income, one would suppose that there might be considerable local opposition. However, in a "straw vote" conducted by the Lincoln County Planning Commission at a public hearing in 1971, the voice vote of over 100 people was unanimously and vigorously for this proposal.

3. *Designation—By Name and Sub-Areas:* The Forest Service appears to object to "designation" of the area as a scenic-research area, and to classification of sub-areas having special management values. This has been explained to me as being "administratively restrictive".

We who have worked with Congressman Wyatt and Senator Packwood, the House and Senate sponsors, in conceiving this project, hope that you will retain these designations and classifications. Our reasons are these:

a. The proposed title for the area explains to the public something of what the area is—that it will be managed neither as wilderness nor as an asphalted, high density, state park—but rather as an area where "people values" and "natural values" will be managed and (where possible) blended.

b. The Forest Service Headquarters' concern has not been shared by their field people. The "scenic-research" label was conceived by six Forest Service officers, some of them from the Regional Forester's office, in a brainstorming session in a cafe after a trip to the area several years ago. I was there. They had no doubt whatever that the area and the concept needed a special tag. We think they are right.

c. We believe that the designation, and especially the sub-classifications, will relieve the Forest Service from a great deal of pressure from special interest groups (including conservationists), especially in the early years of establishing their management plans. The danger is not that they will do the wrong thing under such pressure, but that they will do nothing. Examples are unnecessary, although there are many. We are trying to be realistic, not critical.

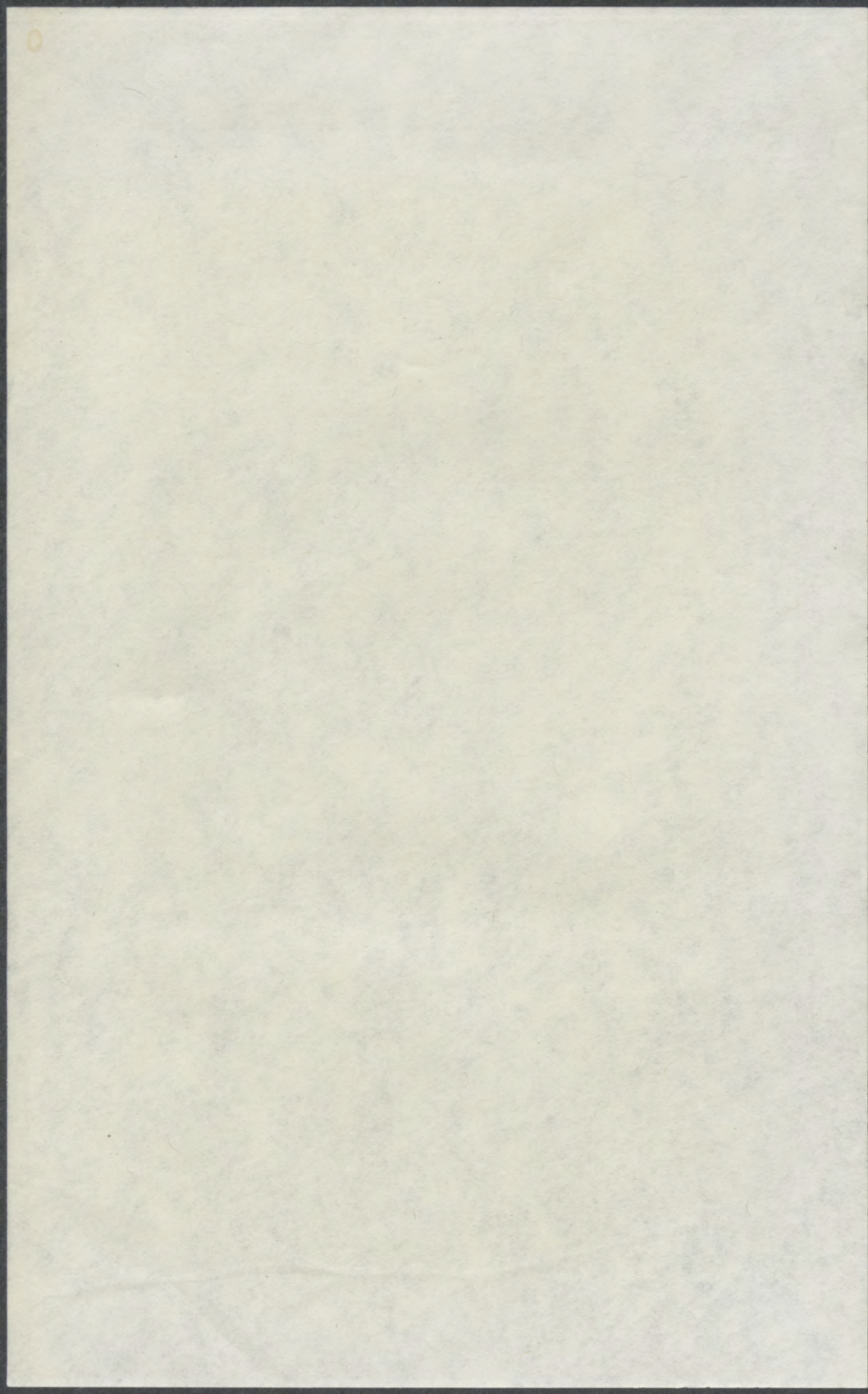
d. Finally, we hoped that this Bill would involve active Congressional and Senate involvement in planning in the area, rather than just putting it in the hands of a huge and often inaccessible administrative agency.

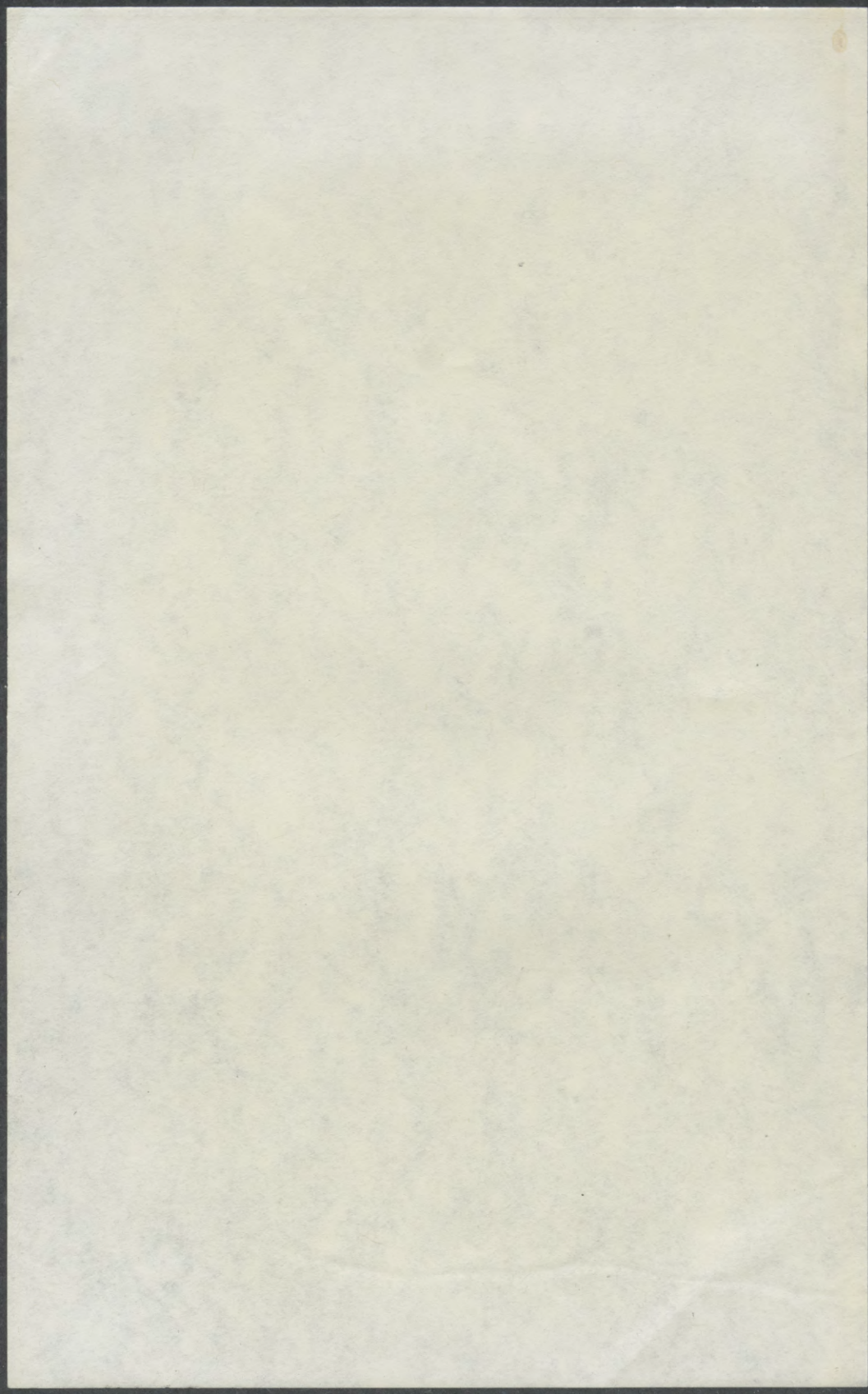
3. *Fish Hatchery:* One new fact that may not be before you, is that the Oregon Legislature in special session this year appropriate funds sufficient to build a large and modern fish hatchery on Slick Rock Creek, a Salmon River tributary. This will greatly aid our endangered salmon population from California to Alaska. The problem is that the Salmon River Estuary is so small, that the hatchlings will need every inch of it to make the difficult transition from fresh to salt water. This Bill will insure that they get it.

Thank you for your interest. We hope you will agree with us that this Bill will provide a truly great bargain for the American public.

Respectfully,

MALCOLM J. MONTAGUE.





OKEFENOKEE WILDERNESS PROPOSAL

OKEFENOKEE NATIONAL WILDLIFE REFUGE

CHARLTON, CLINCH, AND WARE COUNTIES, GEORGIA

UNITED STATES
DEPARTMENT OF THE INTERIOR
82°30'

FISH AND WILDLIFE SERVICE
BUREAU OF SPORT FISHERIES AND WILDLIFE
82°10'



LEGEND

- Refuge Boundary
373,860 acres
- Proposed Wilderness
343,850 acres
- Excluded From Proposed Wilderness
30,010 acres

Preliminary-Subject To Change
October, 1967
Revised March, 1971

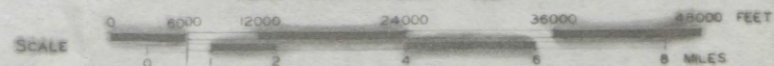
T 2 N

R 18 E 82°30'

R 19 E

R 20 E 82°10'

TALLAHASSEE MERIDIAN



MEAN DECLINATION
1962

Y 4.In 8/13:W 64/9/pt.2
(Pocket)
Map 1 of 11
A11600706986

114

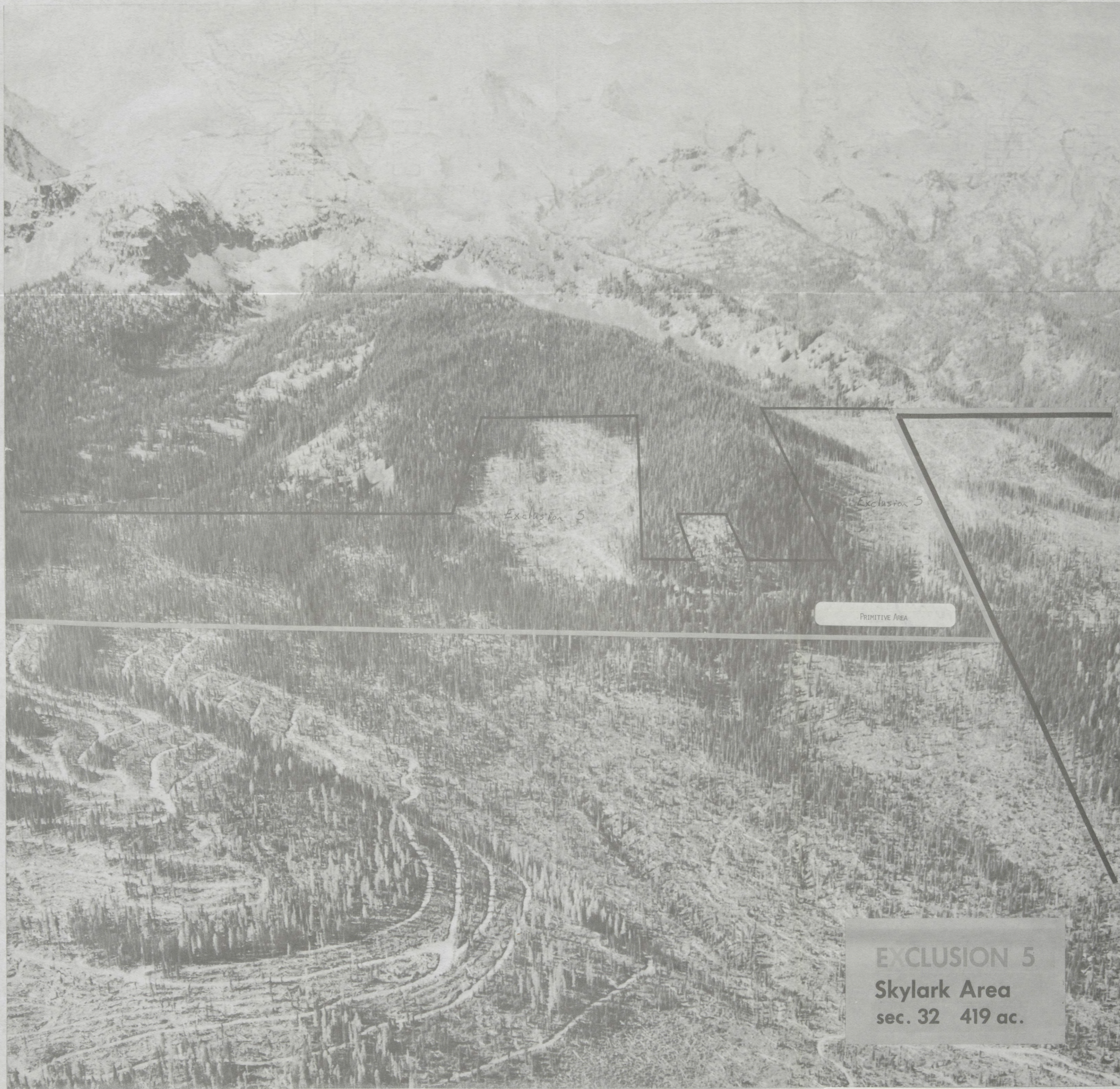
PRIMITIVE AREA

Exclusion 4

EXCLUSION 4



11



PRIMITIVE AREA

EXCLUSION 5
Skylark Area
sec. 32 419 ac.

Y 4.In 8/13:W 64/9/pt.2
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Map 3 of 4
A11600706986

1971



1971

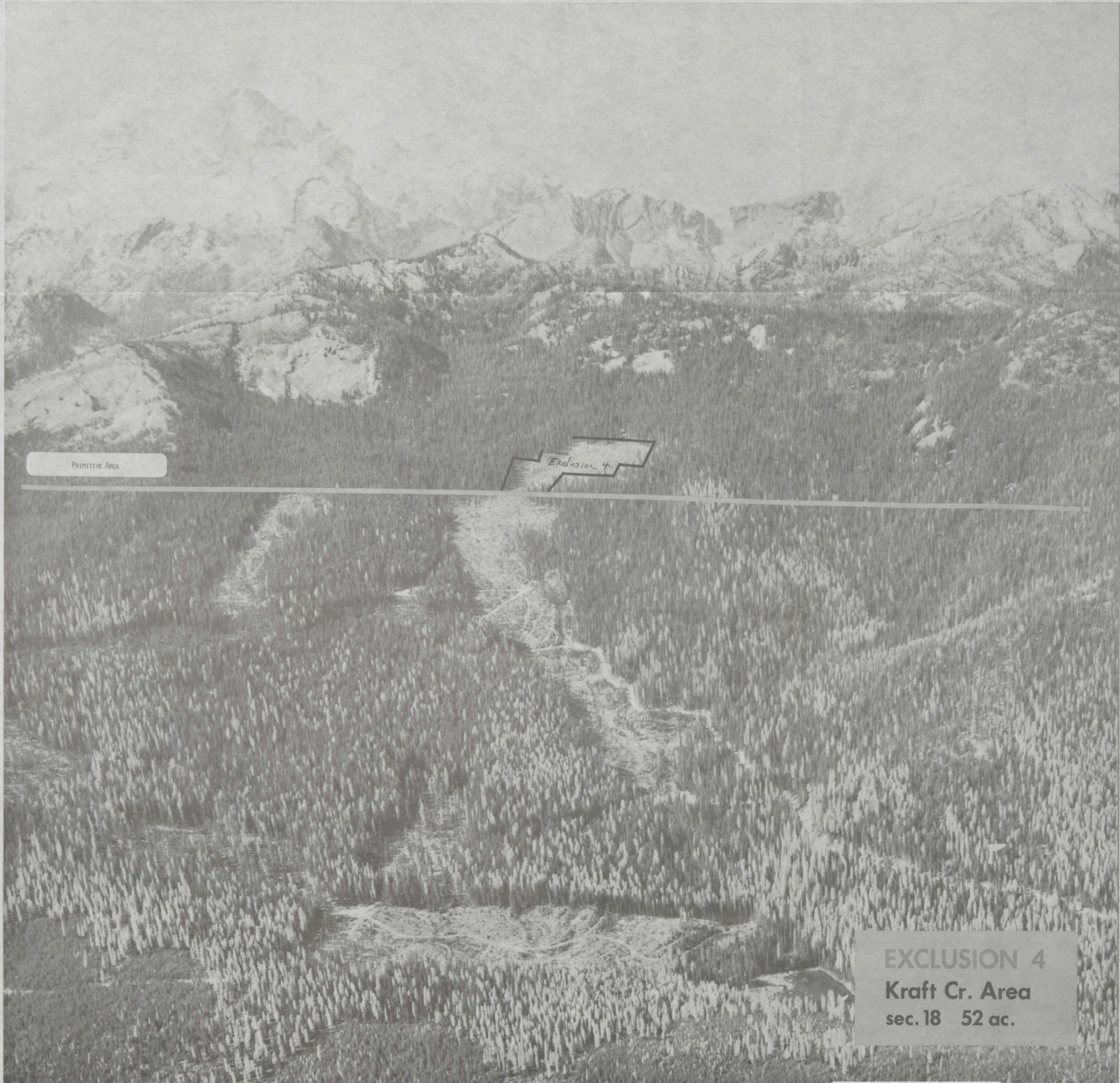


1973



1973





PRIMITIVE AREA

Exclusion 4

EXCLUSION 4
Kraft Cr. Area
sec. 18 52 ac.

Y 4.In 8/13:W 64/9/pt.2
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Map 4 of 11
A11600706986

1973



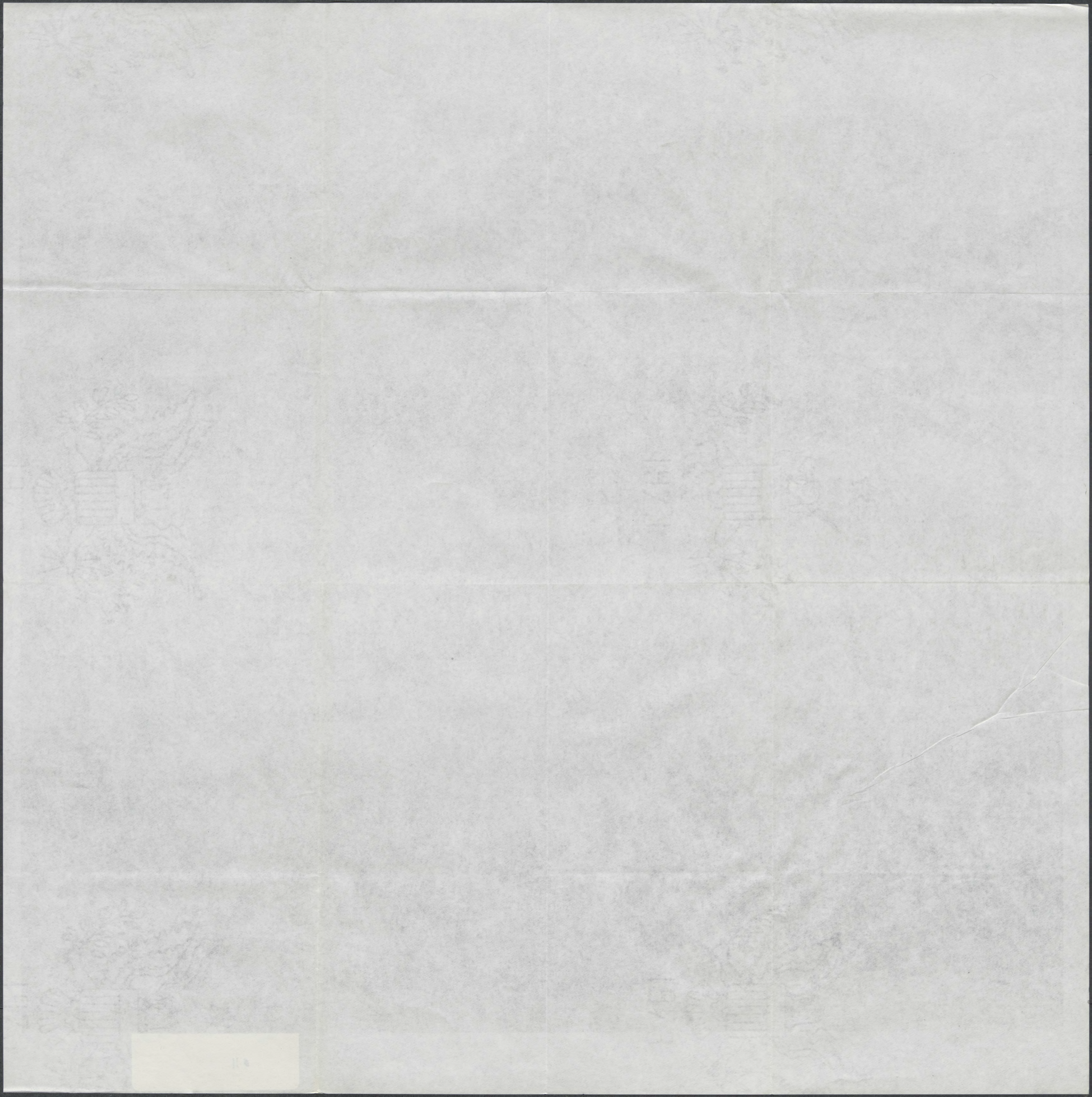
Exclusion 2

PRIMITIVE AREA

Exclusion 2

EXCLUSION 2
S. Fk. Cold Cr.
sec. 2 & 11 413 ac.

Y 4.In 8/13:W 64/9/pt.2
(Pocket)
Map 5 of 11
A11600706986



MISSION MOUNTAINS WILDERNESS (PROPOSED) FLATHEAD NATIONAL FOREST

Region One - March 1971

LEGEND

- NATIONAL FOREST BOUNDARY
- COUNTY LINE
- PRIMITIVE AREA BOUNDARY
- ALIENATED LANDS
- RECOMMENDED ADDITIONS
- RECOMMENDED EXCLUSIONS
- AREAS PROPOSED BY OTHERS

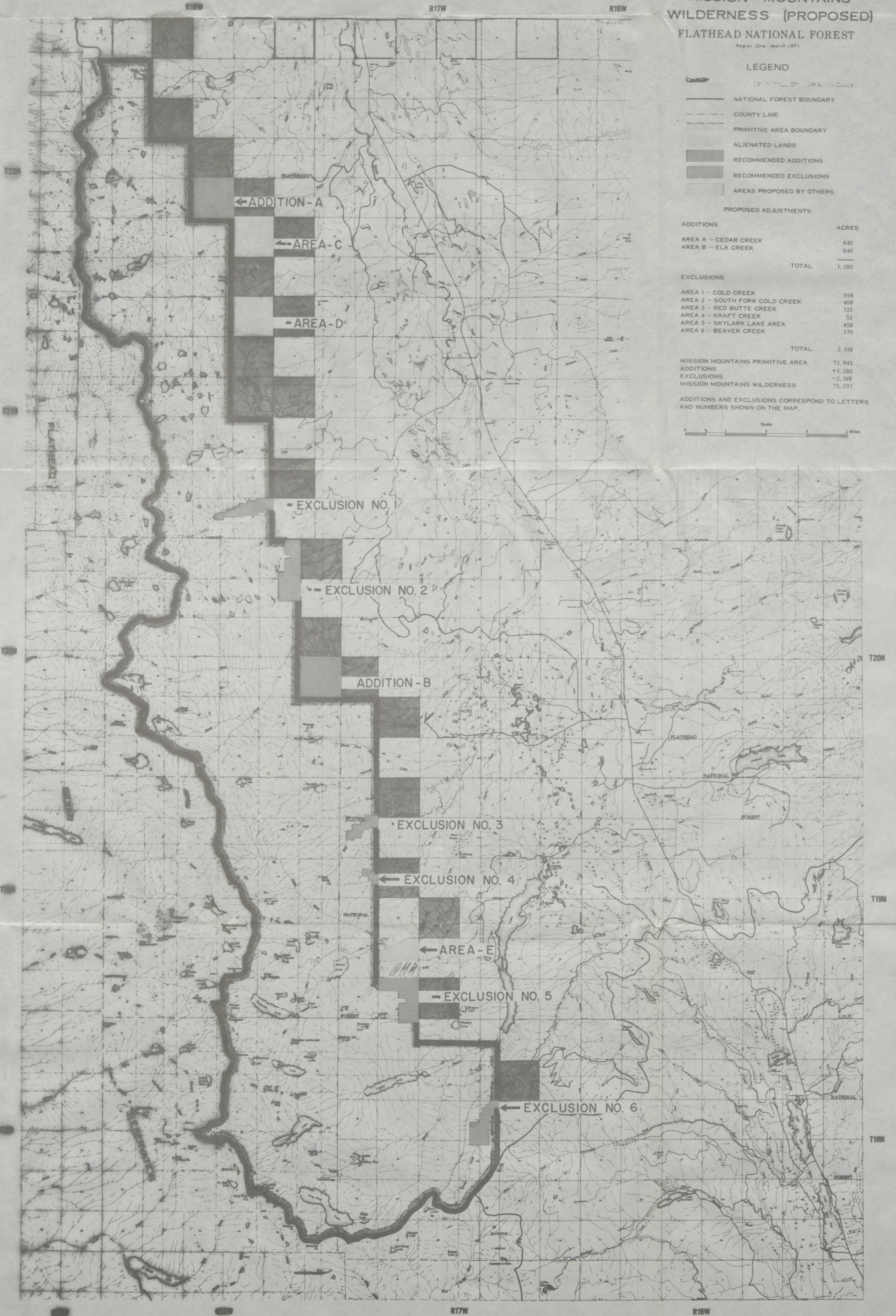
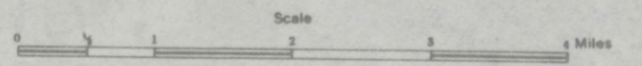
PROPOSED ADJUSTMENTS

ADDITIONS	ACRES
AREA A - CEDAR CREEK	640
AREA B - ELK CREEK	640
TOTAL	1,280

EXCLUSIONS	ACRES
AREA 1 - COLD CREEK	598
AREA 2 - SOUTH FORK COLD CREEK	408
AREA 3 - RED BUTTE CREEK	132
AREA 4 - KRAFT CREEK	52
AREA 5 - SKYLARK LAKE AREA	458
AREA 6 - BEAVER CREEK	370
TOTAL	2,018

MISSION MOUNTAINS PRIMITIVE AREA	73,945
ADDITIONS	+1,280
EXCLUSIONS	-2,018
MISSION MOUNTAINS WILDERNESS	73,207

ADDITIONS AND EXCLUSIONS CORRESPOND TO LETTERS AND NUMBERS SHOWN ON THE MAP.



Y 4.In 8/13:W 64/9/pt.2
(Pocket)
Map 6 of 11
A11600706986

CASCADE HEAD

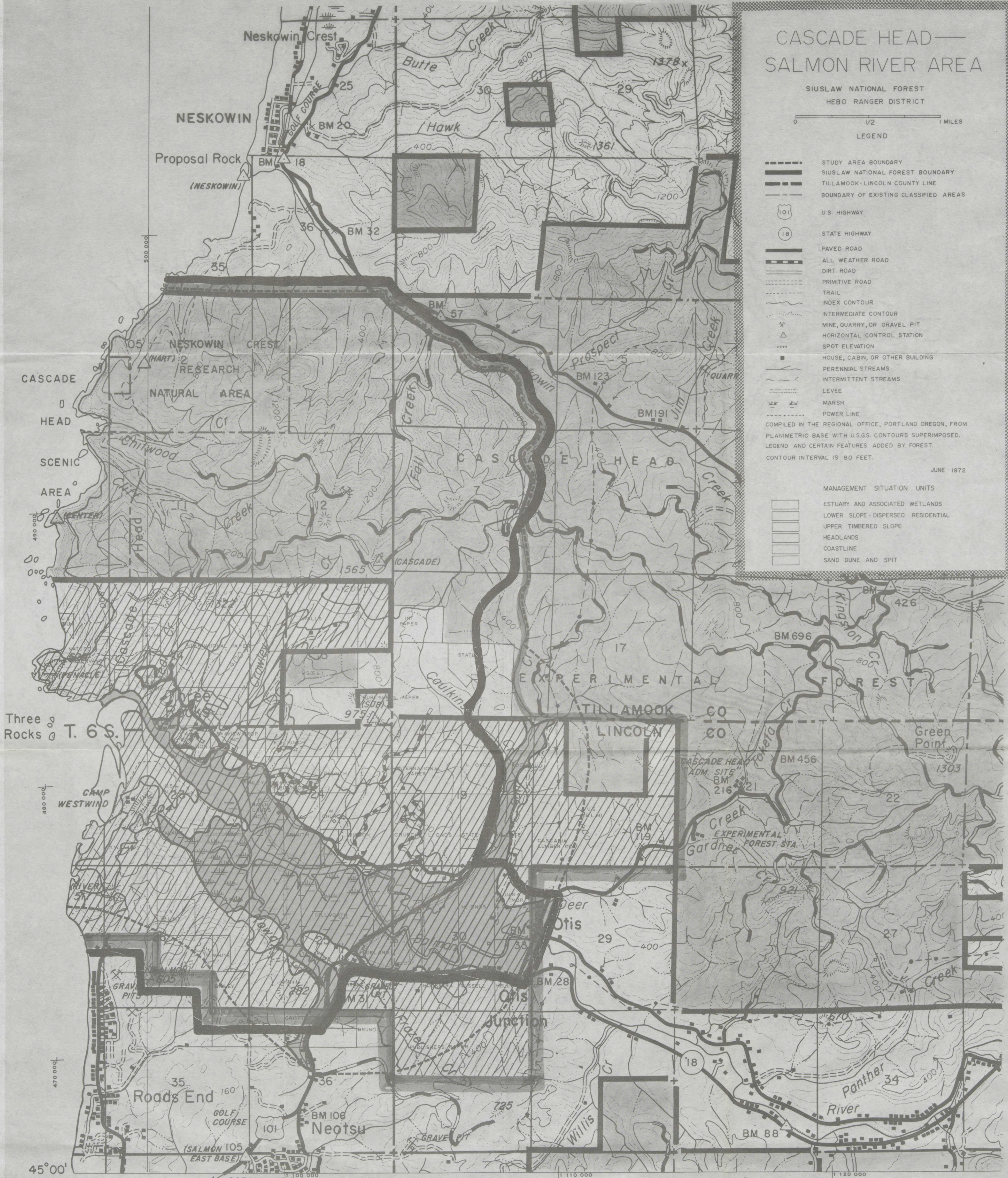
CASCADE HEAD — SALMON RIVER AREA

SIUSLAW NATIONAL FOREST
HEBO RANGER DISTRICT

0 1/2 1 MILES

LEGEND

- STUDY AREA BOUNDARY
 - SIUSLAW NATIONAL FOREST BOUNDARY
 - TILLAMOOK-LINCOLN COUNTY LINE
 - BOUNDARY OF EXISTING CLASSIFIED AREAS
 - 101 U.S. HIGHWAY
 - 18 STATE HIGHWAY
 - PAVED ROAD
 - ALL WEATHER ROAD
 - DIRT ROAD
 - PRIMITIVE ROAD
 - TRAIL
 - INDEX CONTOUR
 - INTERMEDIATE CONTOUR
 - MINE, QUARRY, OR GRAVEL PIT
 - HORIZONTAL CONTROL STATION
 - SPOT ELEVATION
 - HOUSE, CABIN, OR OTHER BUILDING
 - PERENNIAL STREAMS
 - INTERMITTENT STREAMS
 - LEVEE
 - MARSH
 - POWER LINE
- COMPILED IN THE REGIONAL OFFICE, PORTLAND OREGON, FROM PLANIMETRIC BASE WITH U.S.G.S. CONTOURS SUPERIMPOSED. LEGEND AND CERTAIN FEATURES ADDED BY FOREST. CONTOUR INTERVAL IS 80 FEET.
- JUNE 1972
- MANAGEMENT SITUATION UNITS
- ESTUARY AND ASSOCIATED WETLANDS
 - LOWER SLOPE - DISPERSED RESIDENTIAL
 - UPPER TIMBERED SLOPE
 - HEADLANDS
 - COASTLINE
 - SAND DUNE AND SPIT



Three Rocks T. 6 S.

R. 11 W. 124° 00'

OCEAN LAKE 3.2 MI.
NEWPORT 30 MI.

Y 4. In 8/13: W 64/9/pt. 2
(Pocket)
Map 7 of 11
A11600706986

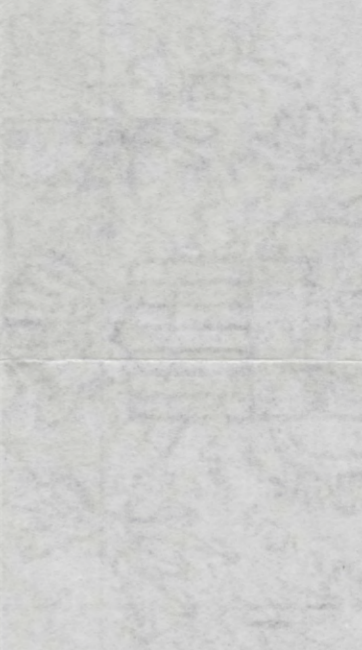
R. 10 W.

CASCADE HEAD

1970



1970



1970



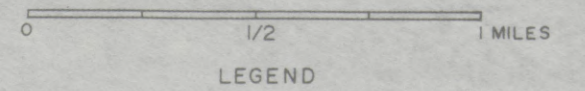
1970



114

CASCADE HEAD — SALMON RIVER AREA

SIUSLAW NATIONAL FOREST
HEBO RANGER DISTRICT



LEGEND

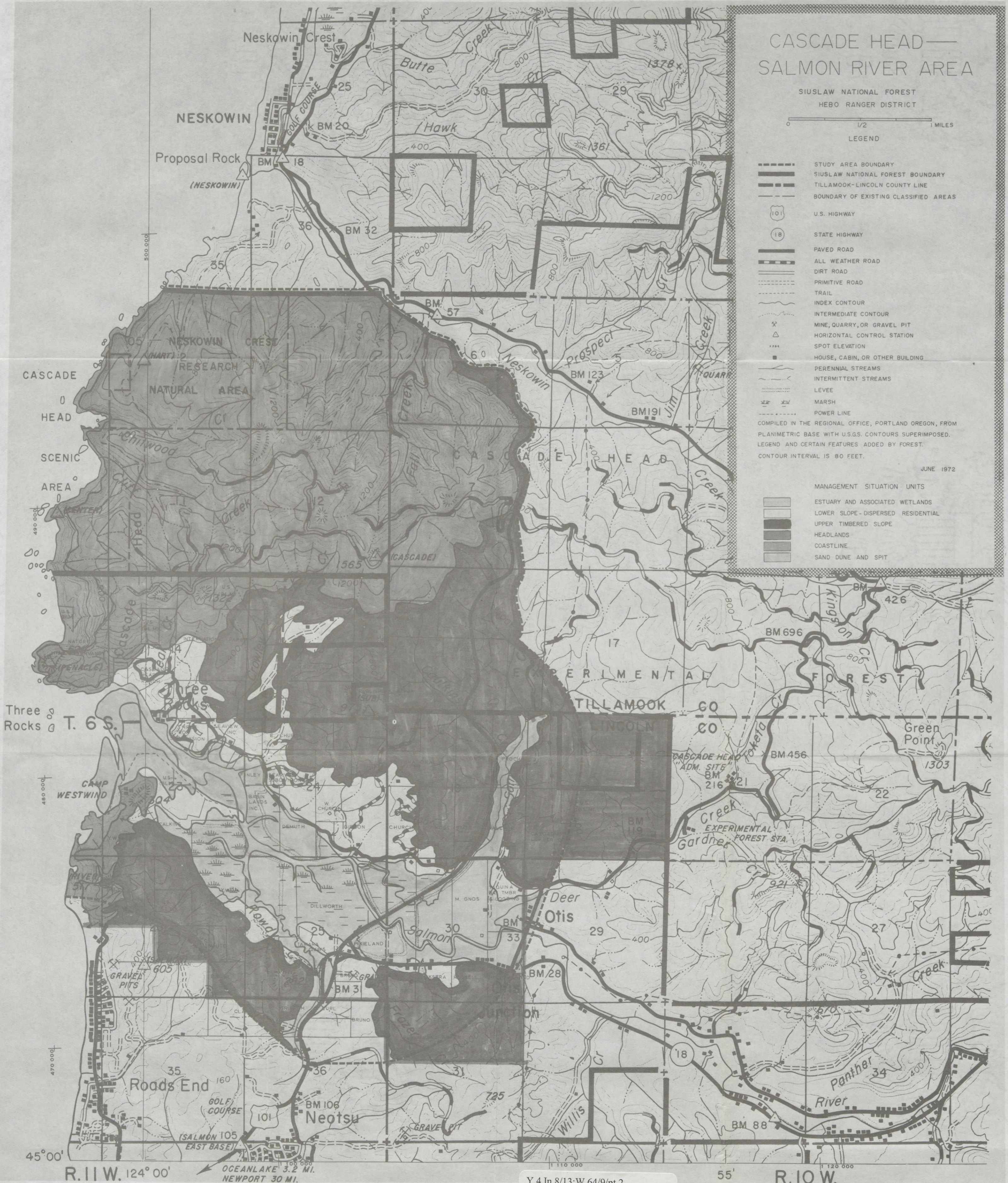
- STUDY AREA BOUNDARY
- SIUSLAW NATIONAL FOREST BOUNDARY
- TILLAMOOK-LINCOLN COUNTY LINE
- BOUNDARY OF EXISTING CLASSIFIED AREAS
- U.S. HIGHWAY
- STATE HIGHWAY
- PAVED ROAD
- ALL WEATHER ROAD
- DIRT ROAD
- PRIMITIVE ROAD
- TRAIL
- INDEX CONTOUR
- INTERMEDIATE CONTOUR
- MINE, QUARRY, OR GRAVEL PIT
- HORIZONTAL CONTROL STATION
- SPOT ELEVATION
- HOUSE, CABIN, OR OTHER BUILDING
- PERENNIAL STREAMS
- INTERMITTENT STREAMS
- LEVEE
- MARSH
- POWER LINE

COMPILED IN THE REGIONAL OFFICE, PORTLAND OREGON, FROM
PLANIMETRIC BASE WITH U.S.G.S. CONTOURS SUPERIMPOSED.
LEGEND AND CERTAIN FEATURES ADDED BY FOREST.
CONTOUR INTERVAL IS 80 FEET.

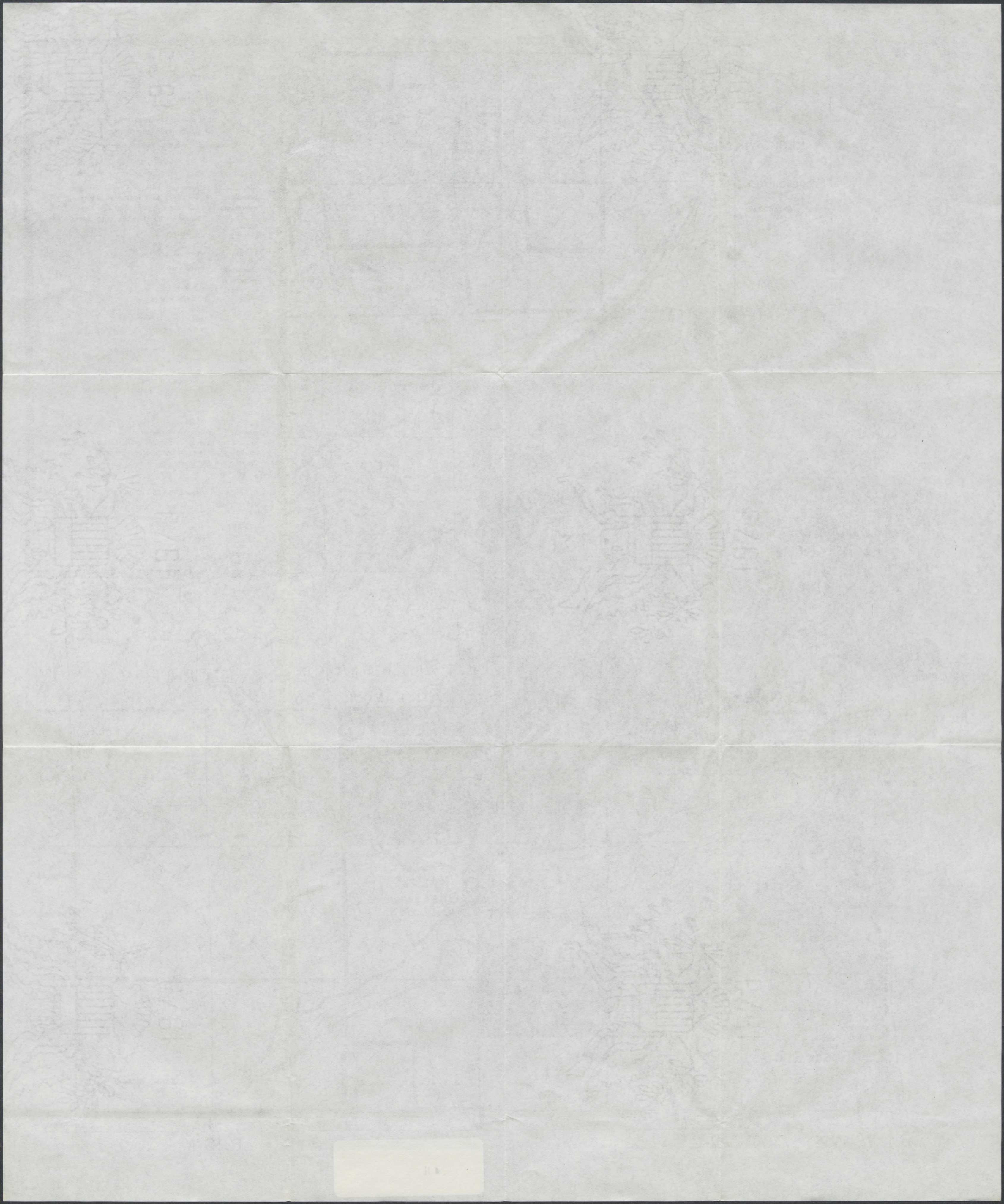
JUNE 1972

MANAGEMENT SITUATION UNITS

- ESTUARY AND ASSOCIATED WETLANDS
- LOWER SLOPE - DISPERSED RESIDENTIAL
- UPPER TIMBERED SLOPE
- HEADLANDS
- COASTLINE
- SAND DUNE AND SPIT



Y 4.In 8/13:W 64/9/pt.2
(Pocket)
Map 8 of 11
A11600706986



LAND OWNERSHIP

CASCADE HEAD — SALMON RIVER AREA

SIUSLAW NATIONAL FOREST
HEBO RANGER DISTRICT

0 1/2 1 MILES

LEGEND

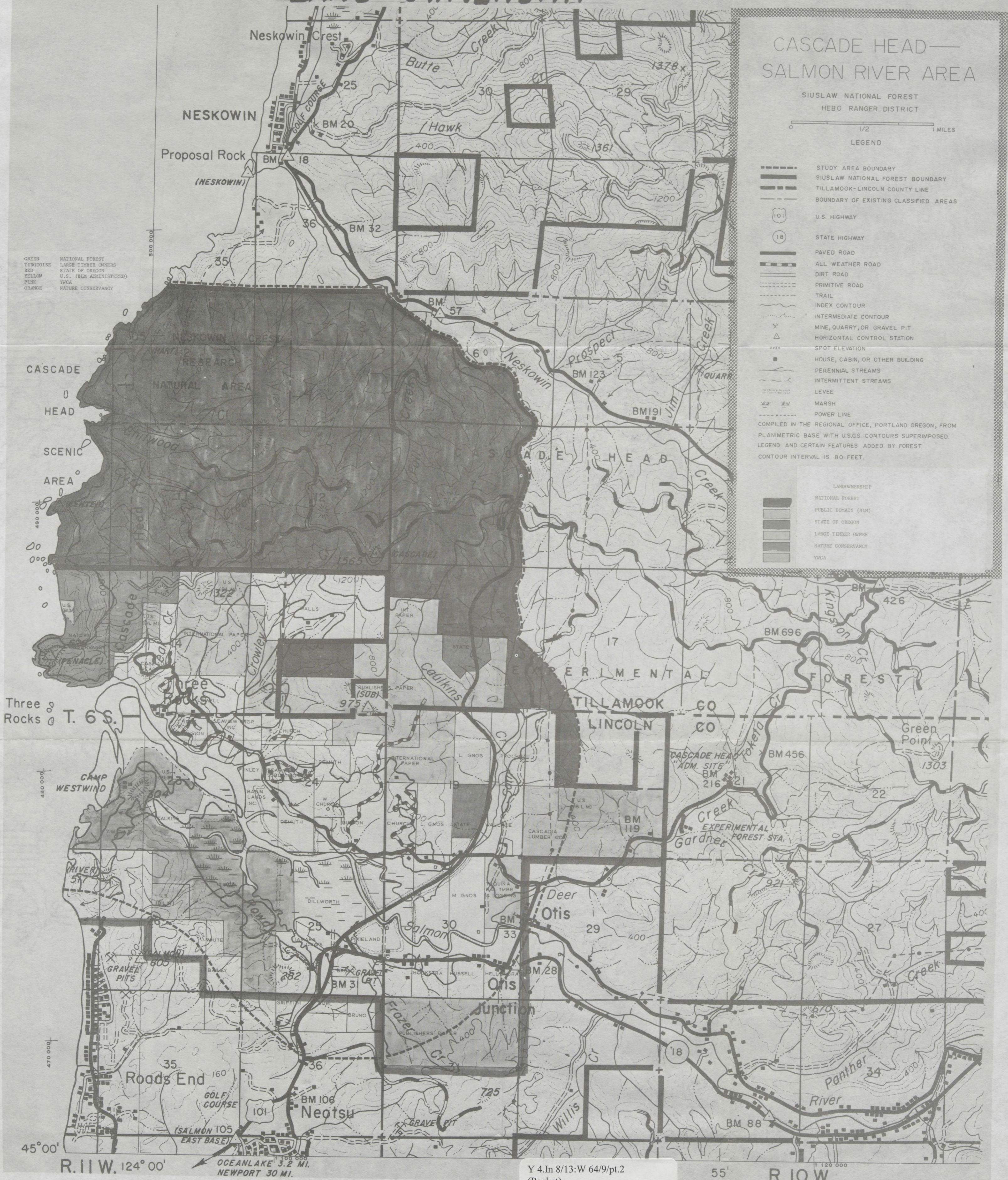
- STUDY AREA BOUNDARY
- SIUSLAW NATIONAL FOREST BOUNDARY
- TILLAMOOK-LINCOLN COUNTY LINE
- BOUNDARY OF EXISTING CLASSIFIED AREAS
- 101 U.S. HIGHWAY
- 18 STATE HIGHWAY
- PAVED ROAD
- ALL WEATHER ROAD
- DIRT ROAD
- PRIMITIVE ROAD
- TRAIL
- INDEX CONTOUR
- INTERMEDIATE CONTOUR
- MINE, QUARRY, OR GRAVEL PIT
- HORIZONTAL CONTROL STATION
- SPOT ELEVATION
- HOUSE, CABIN, OR OTHER BUILDING
- PERENNIAL STREAMS
- INTERMITTENT STREAMS
- LEVEE
- MARSH
- POWER LINE

COMPILED IN THE REGIONAL OFFICE, PORTLAND OREGON, FROM
PLANIMETRIC BASE WITH U.S.G.S. CONTOURS SUPERIMPOSED.
LEGEND AND CERTAIN FEATURES ADDED BY FOREST.
CONTOUR INTERVAL IS 80 FEET.

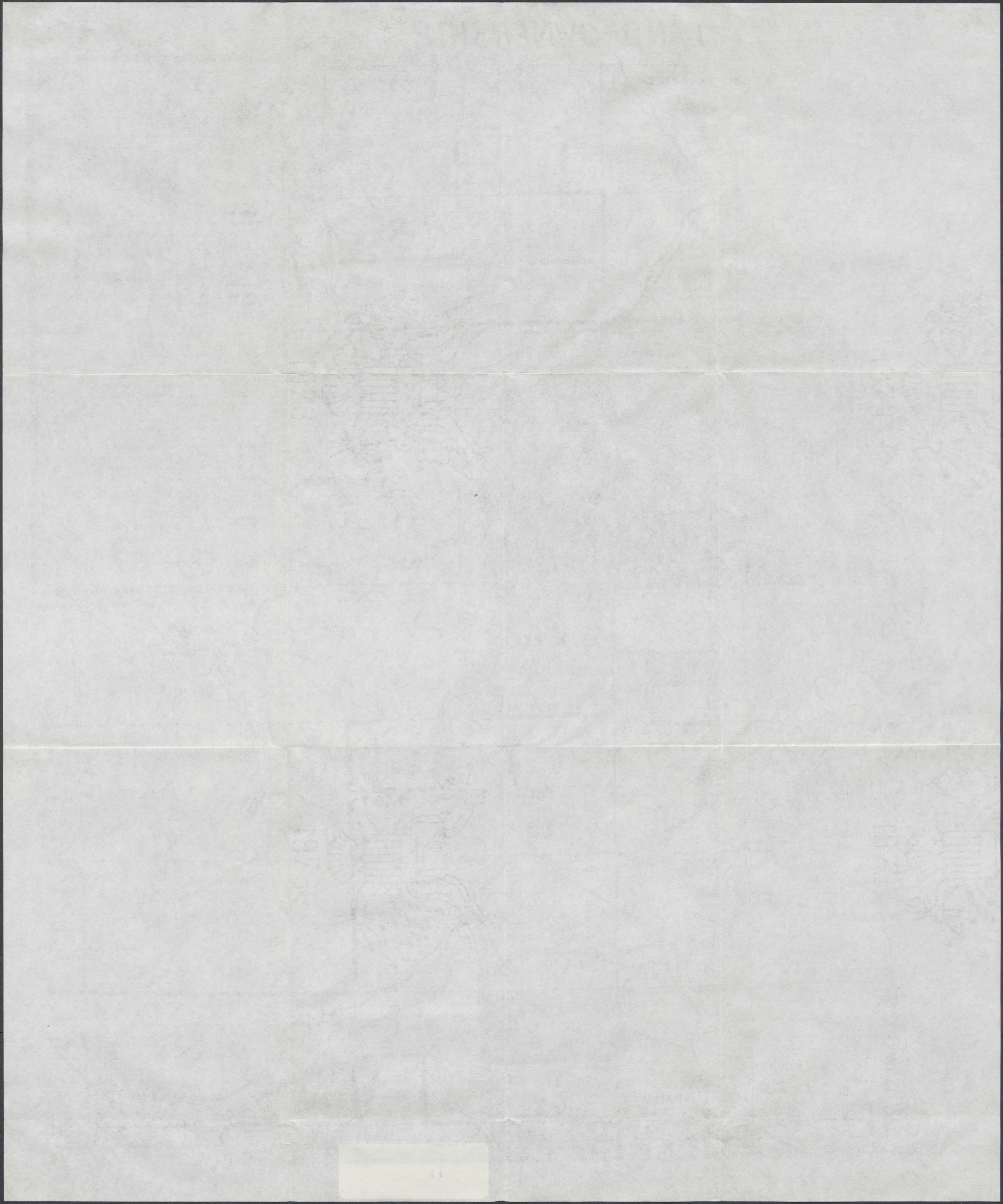
LANDOWNERSHIP

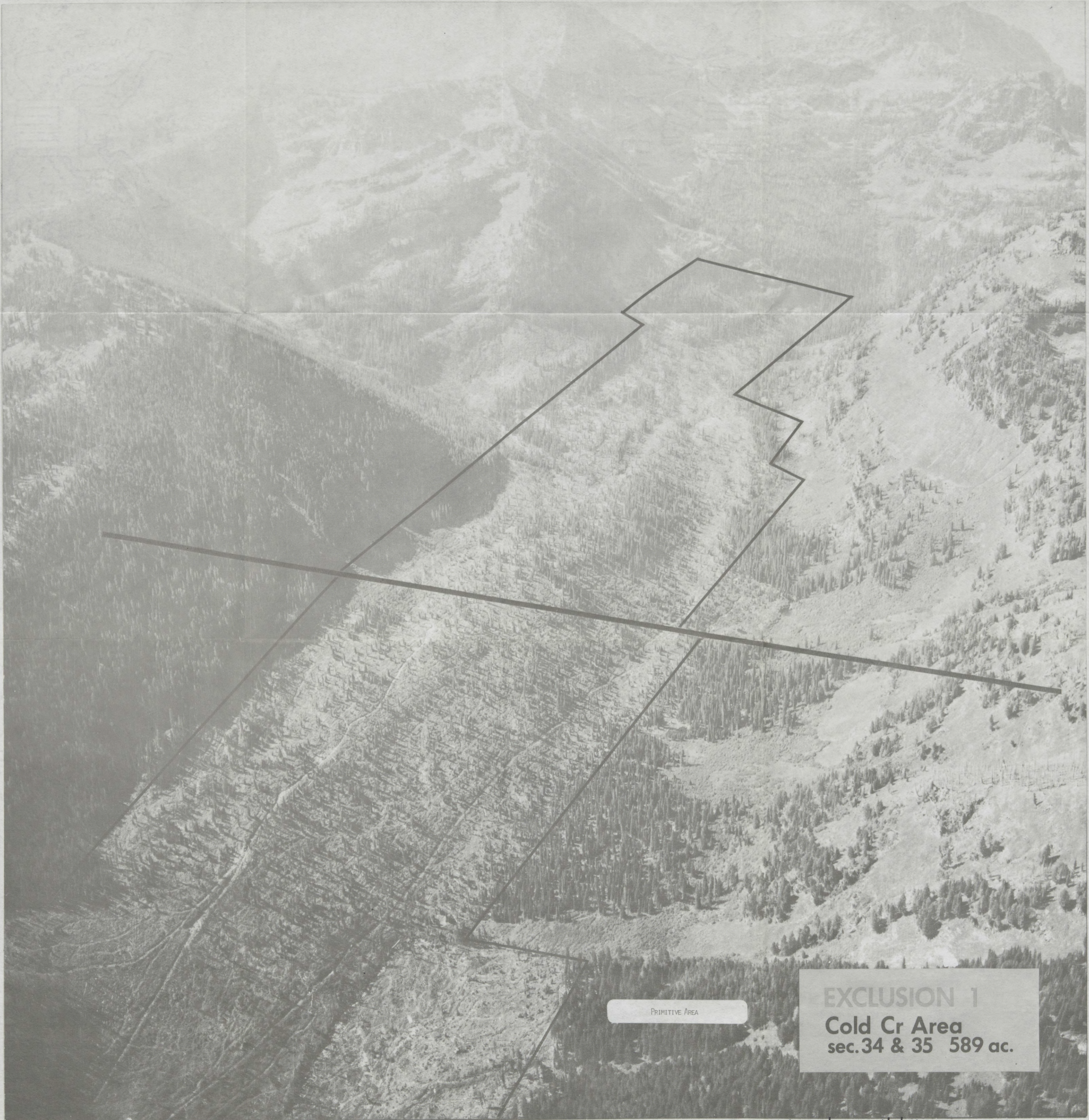
- NATIONAL FOREST
- PUBLIC DOMAIN (BLM)
- STATE OF OREGON
- LARGE TIMBER OWNER
- NATURE CONSERVANCY
- YWCA

- GREEN NATIONAL FOREST
- TURQUOISE LARGE TIMBER OWNERS
- RED STATE OF OREGON
- YELLOW U.S. (BLM ADMINISTERED)
- PINK YWCA
- ORANGE NATURE CONSERVANCY



Y 4.In 8/13:W 64/9/pt.2
(Pocket)
Map 9 of 11
A11600706986





PRIMITIVE AREA

EXCLUSION 1
Cold Cr Area
sec. 34 & 35 589 ac.

Y 4 .In 8/13 : W 64/9/PT. 2
(pocket)
Map 10 of 11
A11600706986

Y 4 28/18 W: 81/8 21. 4 Y
(locked)
11 90 01 92M
A11001000011A



PRIMITIVE AREA

EXCLUSION 6
Beaver Cr. Area
sec. 15 373 ac.

Y4.In 8/13:W 64/9/PT.2 Map 11 of 11
(Pocket) A11600706986

Y + Jm B/W: 1913.2
(locked) Allwood 1913



