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KANSAS STATE UNIVERSITY

HEARING

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

HOUSE OF REPRESENTATIVES

NINETY-FOURTH CONGRESS

FIRST SESSION

ON

H.R. 3507 AND H.R. 3864

TO DESIGNATE CERTAIN LANDS AS WILDERNESS

HEARING HELD IN WASHINGTON, D.C.

APRIL 17, 1975

Serial No. 94-17

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FLAT TOPS WILDERNESS, ROUTT AND WHITE RIVER NATIONAL FORESTS, COLO.

THURSDAY, APRIL 17, 1975

HOUSE OF REPRESENTATIVES,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
SUBCOMMITTEE ON PUBLIC LANDS,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room 2322, Rayburn House Office Building, the Honorable John Melcher (chairman) presiding.

Mr. MELCHER. The Subcommittee on Public Lands will come to order.

This morning we are meeting to consider H.R. 3507 and H.R. 3864, to designate Flat Tops Wilderness in Routt and White River National Forests in the State of Colorado.

Our first witness this morning is Senator Floyd K. Haskell, from Colorado.

Senator, we are delighted to have you here this morning.

Senator HASKELL. Thank you very much, Mr. Chairman.

Mr. MELCHER. I am very much indebted to you for conducting the hearings a couple of weeks ago in Colorado on this and the Eagles Nest proposals. We hope that we can look on your public hearing held there for guidance for this particular subcommittee.

Senator HASKELL. I appreciate the opportunity, Mr. Chairman, to be here and I appreciate your carrying out what we discussed last fall, that this bill would have priority in your subcommittee.

[The bills H.R. 3507 and H.R. 3864 follow:]

(1)

94TH CONGRESS
1ST SESSION

H. R. 3507

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 20, 1975

Mr. STEIGER of Arizona (for himself, Mr. BYRON, Mr. SEBELIUS, and Mr. SKUBITZ) introduced the following bill; which was referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain lands as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 DESIGNATION OF WILDERNESS AREAS WITHIN THE

4 NATIONAL WILDLIFE REFUGE SYSTEM

5 SECTION 1. In accordance with section 3 (c) of the
6 Wilderness Act (78 Stat. 890, 892; 16 U.S.C. 1132 (c)),
7 the following lands are hereby designated as wilderness:

8 (a) certain lands in the Simeonof National Wild-
9 life Refuge, Alaska, which comprise about twenty-five
10 thousand one hunderd and forty acres which are de-
11 picted on a map entitled "Simeonof Wilderness—Pro-

1 posed", dated November 1969, which shall be known
2 as the "Simeonof Wilderness";

3 (b) certain lands in the Chassahowitzka National
4 Wildlife Refuge, Florida, which comprise about sixteen
5 thousand nine hundred acres and which are depicted
6 on the map entitled "Chassahowitzka Wilderness—Pro-
7 posed" and dated October 1971, Revised November
8 1971, which shall be known as the "Chassahowitzka
9 Wilderness": *Provided*, That nothing in this Act shall
10 be construed to prohibit established uses within the navi-
11 gable waters of the Chassahowitzka Wilderness of
12 motorboats, commercial fishing, and guiding activities
13 which are compatible with primary refuge objectives
14 but subject to such restrictions as the Secretary of the
15 Interior deems necessary.

16 (c) certain lands in the Hart Mountain National
17 Antelope Refuge, Oregon, which comprise about forty-
18 eight thousand acres and which are depicted on a map
19 entitled "Hart Mountain Wilderness—Proposed", dated
20 August 1967, which shall be known as the "Hart Moun-
21 tain Wilderness";

22 (d) certain lands in the Malheur National Wildlife
23 Refuge, Oregon, which comprise about fifty thousand
24 six hundred acres and which are depicted on a map
25 entitled "Malheur Wilderness—Proposed," dated Au-

1 gust 1967, which shall be known as the "Malheur
2 Wilderness";

3 (e) certain lands in the Matia Island and San
4 Juan National Wildlife Refuge, Washington, which
5 comprise about three hundred and fifty-five acres and
6 which are depicted on a map entitled "San Juan Island
7 Wilderness—Proposed", dated August 1971, revised
8 November 1971, which shall be known as the "San
9 Juan Islands Wilderness": *Provided*, That nothing
10 herein shall be deemed to prohibit the establishment
11 and maintenance of Aids to Maritime Navigation by
12 the United States Coast Guard pursuant to section 14
13 of title 2, United States Code, on those islands hereby
14 designated as wilderness, except that such aids shall be
15 the minimum required to facilitate safe transit of deep-
16 draft tankers in the area affected.

17 DESIGNATION OF WILDERNESS AREAS WITHIN THE
18 NATIONAL FOREST SYSTEM

19 SEC. 2. In accordance with section 3 (b) of the Wild-
20 erness Act (78 Stat. 891; 16 U.S.C. 1132 (b)), the
21 following lands are hereby designated as wilderness:

22 (a) the area classified as the "Gore Range-Eagles
23 Nest Primitive Area", within the Arapaho and White
24 River National Forests, Colorado, with the proposed
25 additions thereto and deletions therefrom, comprising

1 an area of approximately eighty-seven thousand seven
2 hundred and fifty-five acres, and which are generally
3 depicted on a map entitled "Proposed Eagles Nest
4 Wilderness", which shall be known as the "Eagles Nest
5 Wilderness";

6 (b) the area classified as the "Flat Tops Primitive
7 Area", within the Routt and White River National
8 Forests, Colorado, with the proposed additions thereto
9 and deletions therefrom, comprising an area of approxi-
10 mately one hundred forty-two thousands acres, and
11 which are generally depicted on a map entitled "Pro-
12 posed Flat Tops Wilderness", dated April 24, 1967,
13 which shall be known as the "Flat Tops Wilderness";

14 (c) the area classified as the "Spanish Peaks Primi-
15 tive Area", within the Gallatin National Forest, Mon-
16 tana, with the proposed additions thereto and deletions
17 therefrom, comprising an area of approximately sixty-
18 five thousand acres and which are generally depicted on
19 a map entitled "Proposed Spanish Peaks Wilderness",
20 dated June 1967, which shall be known as the "Spanish
21 Peaks Wilderness";

22 (d) the area classified as the "Aldo Leopold Primi-
23 tive Area", within the Gila National Forest, New Mex-
24 ico, with the proposed additions thereto and deletions
25 therefrom, comprising an area of approximately one

1 hundred eighty-eight thousand and ninety-five acres, and
 2 which are generally depicted on a map entitled "Pro-
 3 posed Aldo Leopold Wilderness", which shall be known
 4 as the "Aldo Leopold Wilderness";

5 (e) the area classified as the "High Uintas Primitive
 6 Area", within the Ashley and Wasatch National Forests,
 7 Utah, with the proposed additions thereto and deletions
 8 therefrom, comprising an area of approximately three
 9 hundred twenty-three thousand acres, and which are
 10 generally depicted on a map entitled "Proposed High
 11 Uintas Wilderness", dated August 21, 1967, which shall
 12 be known as the "High Uintas Wilderness"; and

13 (f) the area classified as the "Glacier Primitive
 14 Area", within the Shoshone National Forest, Wyoming,
 15 with the proposed additions thereto and deletions there-
 16 from, comprising an area of approximately one hundred
 17 and eighty-two thousand five hundred acres, and which
 18 are generally depicted on a map entitled "Proposed
 19 Glacier Wilderness", which shall be known as the
 20 "Glacier Wilderness".

21 ADMINISTRATIVE PROVISIONS

22 SEC. 3. All primitive area classifications of areas herein
 23 designated wilderness are hereby abolished.

24 SEC. 4. As soon as practicable after this Act takes effect,
 25 a map and a legal description of each wilderness area shall be

1 filed with the Interior and Insular Affairs Committees of the
2 United States Senate and the House of Representatives, and
3 such description shall have the same force and effect as if
4 included in this Act: *Provided, however,* That correction of
5 clerical and typographical errors in such legal description and
6 map may be made.

7 SEC. 5. Wilderness areas designated by this Act shall
8 be administered in accordance with the provisions of the
9 Wilderness Act governing areas designated by that Act as
10 wilderness areas, except that any reference in such pro-
11 visions to the effective date of the Wilderness Act shall be
12 deemed to be a reference to the effective date of this Act,
13 and any references to the Secretary of Agriculture shall be
14 deemed to be a reference to the Secretary who has admin-
15 istrative jurisdiction over the area.

94TH CONGRESS
1ST SESSION

H. R. 3864

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 27, 1975

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

A BILL

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

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in accordance with subsection 3 (b) of the Wilderness
4 Act of September 3, 1964 (78 Stat. 891), the area classi-
5 fied as the Flat Tops Primitive Area, with the proposed
6 additions thereto and deletions therefrom, as generally de-
7 picted on a map entitled "Flat Tops Wilderness—Proposed,"
8 dated December 20, 1972, revised as of February 1, 1975,
9 which is on file and available for public inspection in the
10 office of the Chief, Forest Service, Department of Agricul-
11 ture, is hereby designated as the Flat Tops Wilderness with-

1 in and as a part of the Routt and White River National
2 Forests, comprising an area of approximately two hundred
3 and twelve thousand one hundred and six acres.

4 SEC. 2. As soon as practicable after this Act takes
5 effect, the Secretary of Agriculture shall file a map and a
6 legal description of the Flat Tops Wilderness with the
7 Interior and Insular Affairs Committees of the United States
8 Senate and the House of Representatives, and such descrip-
9 tion shall have the same force and effect as if included in
10 this Act: *Provided, however,* That correction of clerical and
11 typographical errors in such legal description and map may
12 be made.

13 SEC. 3. The Flat Tops Wilderness shall be administered
14 by the Secretary of Agriculture in accordance with the pro-
15 visions of the Wilderness Act governing areas designated
16 by that Act as wilderness areas, except that any reference
17 in such provisions to the effective date of the Wilderness
18 Act shall be deemed to be a reference to the effective date
19 of this Act.

20 SEC. 4. The previous classification of the Flat Tops
21 Primitive Area is hereby abolished.

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

Senator HASKELL. I would like to say a few things.

Senator Hart will be here a little bit later this morning. He is presently in the Armed Services Committee, and he will obviously express his own viewpoint. We also have with us today the Director of Federal/State Relations for the State of Colorado, Ms. Armstrong, and she has a statement in support of H.R. 3864 and S. 267 which is my bill over on the other side.

I would ask consent, Mr. Chairman, that the statement of the Governor of Colorado in support of this be made a part of the hearing record.

Mr. MELCHER. Without objection, the Governor's statement will be made a part of the record at this point.

Hearing no objection, it is so ordered.

[The information referred to follows:]



RICHARD D. LAMM
GOVERNOR

2 April 1975

Dear Chairman Haskell and Members of the Committee:

Please accept my apologies for being unable to appear in person to present this statement. I am grateful to you and the Committee for conducting these hearings in Glenwood Springs, which is close to the areas in question and which allows people from our state to easily and conveniently make their thoughts known.

It is my pleasure as the Governor of the State of Colorado to present our official views regarding the pending Eagles Nest and Flat Top Wilderness proposals. Since the establishment of the Weminuche Wilderness Area, this administration is even more encouraged and dedicated to the goal of preserving our beautiful wilderness areas. We are increasingly cognizant of the scenic, recreational, wildlife, scientific, educational, and watershed benefits that such legislation permits. Colorado must work with this Committee in pressing forward to carry out these goals and policies of the National Wilderness Preservation System. We compliment your Committee for moving impressively toward these objectives.

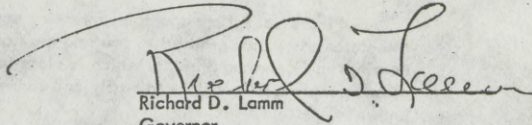
I want to pledge my full support for the proposed boundaries set forth in Senate Bill 268 (Eagles Nest) and Senate Bill 267 (Flat Top). The boundaries presented therein, are best calculated for preserving our wilderness areas without seriously jeopardizing development of our water and mineral resources. This is clearly reflected in past support given to such boundaries by Senators Haskell and Dominick and Governor Love. I know some of our citizens will urge expansion or contraction of the proposed boundaries for various reasons but I would urge the Committee to retain the boundaries proposed in these two bills.

Of particular concern to me is inclusion of the South Fork of the White River, one of our finest and most magnificent fisheries, within the Flat Tops Wilderness Area and inclusion of the Piney Lake and Cataract Creek-Boulder Creek areas within Eagles Nest. These areas have significant wilderness value and will add greatly to the recreational and environmental benefits to be derived.

I am mindful that the water development plans of the Denver Water Board will be somewhat complicated by the boundaries of Senate Bill 268; yet I understand that almost all of the water to which the Denver Water Board is entitled would still be available for future use. Moreover, the Wilderness Act of 1964 provides ample protection to water developers should future development of water resources be required in these areas.

Both bills, in my opinion, recognize that our wilderness areas are amongst our most important natural resources. I am confident that Congress will recognize the unique wilderness quality contained in these bills.

I very much appreciate the opportunity of expressing my views on the subject and wish the Committee well in its endeavors.

A handwritten signature in dark ink, appearing to read "Richard D. Lamm", is written over a horizontal line. The signature is stylized with a large, sweeping initial "R".

Richard D. Lamm

Governor
State of Colorado

Senator HASKELL. I would also like to express my appreciation to members of your subcommittee, Congressman Johnson and Congressman Steiger for appearing at the hearing I held on these bills in Glenwood Springs. I think their presence was extremely helpful. As far as the bills are concerned, I am fully prepared to support Representative Johnson's bill. The acreage differential, I am told, between his bill and my bill is not as large as would appear. The acreage of the Johnson bill would appear to have a differential of 25,000 acres over my bill. But I am told the differential is only 5,000, when you actually look at the map. This is subject to verification. As far as the boundaries are concerned, I believe that either boundary would make an extremely satisfactory wilderness area. I am now talking of H.R. 3864 or S. 267.

There are some minor changes that I would suggest in Representative Johnson's bill. He took his information about the location of certain facilities from the Forest Service. I am told by counsel that apparently there were a few minor mistakes in the Forest Service boundaries.

Designation of this wilderness area got almost unanimous support at the hearings in Glenwood. The only opposition was from Kaibab industries who have a lumber plant at Eagle, Colo. They say that the proposed boundaries would make it impossible to recover timber from Flat Tops. On the other hand we have a Forest Service report which says the timber in question is not recoverable in any event.

The other dispute involves an area called the Meadows which the Rocky Mountain Power Co. would like to have excluded. All of us, Representative Johnson, Governor Lamm, and myself, and I believe Senator Hart, oppose that exclusion. There is an exclusion requested by Mr. Fisher of the Colorado River Water Conservation District. He would like to have the South Fork of the White River excluded. Former Governor Vanderhoof, who is president of Club 20 which represents the entire 20 western counties, believes that if the Congress is going to move forward, Mr. Fisher's request for an exclusion should not hold things up.

So, I believe that those are the only controversial portions. I would be glad to try and answer any questions.

Again, Mr. Chairman, I appreciate your taking this up. I hope that you will take up the other area that we discussed—Eagles Nest—which is also controversial. But I think there is considerable sound and fury—but I believe there is a heck of a lot more sound than actual difficulty, I will tell you that.

I trust that you will be able to get to that.

Again, I thank you.

If you have any questions, Mr. Chairman or Mr. Johnson, I will be glad to try and answer them.

Mr. MELCHER. Well, Floyd, I do not believe I have any questions.

I think we will want to question the Forest Service on the points that you have raised on those particular areas that are in contention, that make your proposal in the Senate and Mr. Johnson's proposal here in the House which we have before us larger than the areas recommended by the Forest Service.

Apparently there are some 100,000 acres difference, is that about right?

Senator HASKELL. Yes. I assume that the Forest Service boundary is H.R. 3507. I am making that assumption. If that is the case, it is pretty close to 100,000 acres difference between my bill and the administration proposal.

Mr. MELCHER. They recommend 142,000 acres, and H.R. 3864 recommends 212,000. So, it is close to, I guess, about 70,000 acres difference.

The testimony that you received in Glenwood Springs was from the people in the area who were pretty much in support.

Senator HASKELL. I felt that the people in the area were remarkably for the Johnson proposal, H.R. 3864, or mine, because they are quite comparable.

I am asking Mr. Quarles, counsel to my Subcommittee on Environment and Resources if I may, to come to the table, just to correct my memory. It seemed to me that Kaibab Industries, for the reason that I gave, opposed my proposal and would prefer the administration's bill.

I mentioned Mr. Brannon with his meadows, I mentioned Mr. Fisher with his exclusion. Barring those two or three objections, I do not recall an objection to Flat Tops. Please correct me if I am wrong.

Mr. QUARLES. All of the local people seemed to testify in favor of the Johnson or Haskell proposal. As a matter of fact, the only place where they took difference with neither of those proposals over the Forest Service proposal, it seems to me, was in the question of favoring an exclusion for a number of ranches on the eastern side. They favored the Johnson proposal which provides two fingers into the wilderness to pick up some small earthen dams which serve, among other things, to hold water for stock water and ponds in the valleys. In both cases they favored that proposal for those small exclusions.

Senator HASKELL. Let me interrupt and say that I have no objection to that.

Mr. MELCHER. This group that you mentioned—

Senator HASKELL. Club 20.

Mr. MELCHER. Club 20, are they spokesmen for 20 western counties?

Senator HASKELL. Yes, they are spokesmen for 20 western counties.

Mr. MELCHER. Including the county commissioner?

Senator HASKELL. Yes, that is correct. They are an organization that is basically a chamber of commerce type of organization, Mr. Chairman, and they represent all those counties. Governor Vanderhoof was very firm and said that the 20 counties were, in fact, in favor of Representative Johnson's or my bill. So, I assume that he did not have any dissent among his membership.

Mr. MELCHER. Last year we held hearings on this proposal. We received testimony I thought from all sides of the issue, and I thought in general that we had a thorough discussion of it. But there was a complaint that the people in the area had not had a direct opportunity for hearings, and so you have satisfied that.

Senator HASKELL. That is right, Mr. Chairman.

Mr. MELCHER. And we feel, I think, in this subcommittee that now we should be in a position of reading our hearings of the last Congress, reading your hearings in Glenwood Springs, reading and assembling our hearings today. We should be in a position for this subcommittee to act upon it.

Senator HASKELL. Right.

Mr. MELCHER. I am very thankful to you for your appearance here today, and for your hearings in Glenwood Springs.

The gentleman from California.

Mr. JOHNSON. I do not really have any questions. I think Senator Haskell has pretty much expressed his sentiments as they relate to his bill and to the other bill. I understand that there was a difference of opinion, as to 25,000 acres, and you claim——

Senator HASKELL. Well, Mr. Quarles has informed me that if you just look at the map, something is wrong. There are not that many acres difference. The difference is in the neighborhood of 3,000 to 5,000 acres. This is something that will have to be determined, I guess, either determined to be right or wrong, by a closer look at the acreage.

Mr. JOHNSON. Well, they were not excluded for any certain purpose. Senator HASKELL. No.

Representative Johnson, it is a minor exclusion, for the purpose mentioned, by Mr. Quarles and I have no objection to that.

Mr. JOHNSON. That is all.

Mr. MELCHER. Thank you very much.

Senator HASKELL. Thank you very much, and I hope I will be over here shortly on Eagles Nest.

Mr. MELCHER. Without objection, the statement by Congressman Johnson, our colleague on the committee, will be made part of the record at this point.

[Prepared statement of Mr. Johnson follows:]

Statement of Honorable James P. Johnson
on H.R. 3864
before the Subcommittee on Public Lands,
House Committee on Interior and Insular Affairs

April 17, 1975

Mr. Chairman, for the benefit and convenience of this hearing, I am presenting a brief statement which will serve the purpose of identifying the general scope and intent of H.R. 3864, the bill I have introduced to designate the Flat Tops Wilderness in the Routt and White River National Forests in the State of Colorado.

H.R. 3864 can generally be described as identical to that on which I testified before this Subcommittee on September 19, 1974. On that occasion, I urged the designation of an area matching the boundaries depicted on a map entitled "Flat Tops Wilderness - Proposed," dated December 20, 1972, with several changes designed to exclude certain reservoirs, headgates and irrigation ditches that would have been encompassed by the original boundary.

A further identification of H.R. 3864 is to state that it follows the boundary of S. 702 -- as passed by the Senate on October 30, 1973 -- with the following exceptions: depart from the S. 702 boundary in the areas numbered 1; 2; 4; 8; and 11 on the U.S. Forest Service Advisory Map of July 1974, wherein the Forest Service depicted the most troublesome administrative areas and its recommendations for avoiding them.

At this point, it should be emphasized that I fully understand that what has been referred to as the "Forest Service Advisory map," of July 1974, is not the official proposal of the United States Forest Service, and is used in this instance only as a point of reference and identification.

On the so-called advisory map, the Forest Service identified a total of twelve administrative problem areas and, beyond the five mentioned above which are included in H.R. 3864, I am neutral on the remainder -- with this important exception. I oppose the exclusion of the South Fork of the White River area that is variously identified as Number 3 and/or G-1.

Mr. Chairman, over the past two and a half years, I have been candid in my remarks concerning the relationship between proposed wilderness boundaries and water resource development. While remaining consistent in my position on such matters, I do not want it to obscure the fact that I believe the area known as the South Fork of the White River deserves to be included on the basis of its wilderness qualities. As I stated in testimony of September 19, 1974: "In my view, the area along the South Fork of the White River from the South Fork Campground up through the area known as the Meadows may be the most beautiful of the entire area."

"It is true that there are some cabins under special-use permits at the western end of the South Fork area, but there is no motorized access allowed. I favor the inclusion of this area in the wilderness as proposed in S. 702."

Mr. MELCHER. And also a statement by Congressman Timothy Wirth will be made a part of the record at this point, and a statement submitted by the Federal Timber Purchasers Association.

[The prepared statements of Congressman Wirth and of the Federal Timber Purchasers Association follow:]

Statement by Congressman Timothy E. Wirth (Democrat, Colorado)
Public Lands Subcommittee of Committee on Interior and Insular
Affairs

Supporting H.R. 3864 - Flat Tops Wilderness Proposal

I would like to urge the immediate support of H.R. 3864 by the Public Lands Subcommittee of the Committee on Interior and Insular Affairs. As this subcommittee knows, Mr. Johnson's bill would designate as wilderness the entire 212,716 acres of the Routt National Forest known as the Flat Tops area. This is a scenic area located in Rio Blanco and Garfield Counties of Northwest Colorado.

I support this bill based on the following important considerations:

1. The larger acreage proposal includes the lower and richer life zones, as well as volcanic escarpments, which would offer a more varied and accessible wilderness experience for persons visiting the area.
2. The South Fork of the White River is one of the strongholds for the cut throat trout, a species which is rapidly disappearing from Colorado's waters. The South Fork is also the one remaining habitat of the Rocky Mountain Whitefish in Colorado. It is my understanding that neither of the above fish species can propagate in artificial water environments. Also of importance, the South Fork is a calving ground for a herd of about 2,000 elk and a home for both golden and bald eagles.

3. Timber is not an issue in consideration of Flat Tops as a wilderness area. In the early 1950's a spruce beetle epidemic destroyed most of the Engleman Spruce.
4. The designation of Flat Tops has already received the support of both Rio Blanco and Garfield Counties.
5. Water rights are a consideration in this bill. A dam and reservoir have been proposed for the South Fork of the White River area by the Colorado River Water Conservation District. However, I understand that water rights are available downstream for these projects.

In summary, after conversations with concerned groups of Colorado, I have concluded that H.R. 3864, designating Flat Tops as a wilderness area, is necessary if this scenic section of Colorado and the wildlife it supports are to be properly preserved. I strongly urge the quick approval of this important legislation by this subcommittee.



**Federal Timber
Purchasers Association**

Statement of Federal Timber Purchasers Association
on the
Proposed Flat Tops Wilderness, Colorado - H. R. 3507 and H. R. 3864
before the
Subcommittee on Public Lands, Committee on Interior and Insular Affairs
House of Representatives
Washington, D. C. - April 17, 1975

The Federal Timber Purchasers Association is a trade association staffed by professional foresters. We are headquartered in Denver, Colorado, and our membership is comprised of forest products manufacturers from the Rocky Mountain States, South Dakota, Arizona, New Mexico, and Oregon, who are dependent upon federal lands for their raw material supply.

Due to the short notice for this hearing, we find it impossible to attend and request that the record remain open so that we might provide detailed input.

We must support the proposal for a Flat Tops Wilderness of 142,230 acres embraced by H. R. 3507. This proposal portrays the best balance of objective land management.

As proponents of objective multiple use land management, we must respectfully object to the legislation proposed in the form of H. R. 3864, and all other proposals which suggest expansion over the acreage contained in H. R. 3507. The acres included in the expanded proposal are ethically, legally, and economically unacceptable. They violate the spirit and integrity of the Wilderness Act; they reduce an already limited manageable land base; they propose questionable boundaries for enforcement purposes; and they preclude coordinated management with the state and private lands as provided for in recent Colorado land use legislation. Your respectful and careful consideration of these facts will be appreciated.

We encourage you to support H. R. 3507.

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[Discussion off the record.]

Mr. JOHNSON [presiding]. Our next witness is Mr. Gary Hart, Senator of Colorado. I am sure your testimony will be read by many. Members of our committee are quite familiar with this, because they did hold complete hearings last year on the two wilderness areas that were somewhat controversial at the time. Since that time, there have been hearings held in Glenwood Springs. I presume you testified there, and your testimony was put into the record?

Senator HART. Mr. Chairman, I submitted a statement there. I was not able to go out myself, but we did have a staff member there.

Mr. JOHNSON. Well, fine. Go ahead. Give us the benefit of your statement.

STATEMENT OF HON. GARY HART, A U.S. SENATOR FROM THE STATE OF COLORADO

Senator HART. Thank you very much. I have a very brief statement that I would like to submit. I appreciate the opportunity of appearing before this committee today, especially to testify in favor of what I feel is very important legislation, on this, my first visit in this capacity to the House of Representatives.

I would like to take advantage of this forum of having conferred with Senator Haskell on the content of the hearings of his Subcommittee on Public Lands, held in Glenwood Springs, Colo. I have decided to cosponsor his legislation to designate both the Flat Tops and the Eagles Nest areas as true wilderness. I feel that it is important that both Houses act as rapidly as possible to approve the inclusion of these two areas in the provisions of the Wilderness Act.

I have personally flown over and driven around to many passes, valleys, and mountains which comprise both the areas proposed under this legislation. For those who have not had this opportunity, I would like to tell you that this is some of the most beautiful country any of us will ever see. We talk about establishing these wilderness areas in Colorado. It is important to realize that we are legally preserving some of the few remaining lands in this country untouched by the intrusions of civilization. These areas are part of our natural heritage which belong to all of the people of our Nation, and not just those who are fortunate enough to live in the State of Colorado. What this legislation symbolizes we are putting in trust lands in which those of us have immersed modern society, and occasionally walk into, and reestablish a communion with nature which has too often been dulled by the reminders of modern society.

Boundaries included in the Haskell bill, and the almost identical boundaries of the House bill, are a small step in the direction of providing for ourselves and future generations areas representative of our primitive past, which will offer us a respite from the persistent pace of the future. We in Colorado are fortunate to have these beautiful lands within our boundaries. It is areas like this diminishing, the lands we set aside for wilderness, will grow in importance for the people of our Nation and for future generations.

I am impressed with the time and effort, and the legal consistency, shown by both Senator Haskell and Congressman Johnson in their

efforts to draw a meaningful boundary for the two proposals. I am pleased to see that you, Mr. Chairman, holding these hearings early in the session in hopes of resolving an issue which has been before both Houses in many different forms for a long while.

Again, I would like to stress my support of the boundaries as outlined in Senator Haskell's bills. I wish you the best of luck in your deliberations in this committee. Thank you.

Mr. JOHNSON. Thank you for a very precise, well-said statement. We are glad that you made your first visit to this committee on the House side.

Senator HART. It was my pleasure.

Mr. JOHNSON. We do not have much of a committee here, but I am sure you have many friends in the House, and we want to welcome you here, and hope you come back many times.

Senator HART. Thank you. I hope so, too.

Mr. JOHNSON. We will come before some of your Senate committees before too long to see the new Senators who are serving on the committees. We have many new faces in the House of Representatives to get acquainted with, too, because we had quite a new freshman class come in, they are now working very hard on committees. But there are so many committee meetings going on in the House side that it is hard to get anyone to show up for a hearing. This particular week, there is this committee, and other Interior meetings today, and there are two rump sessions of the committee that are taking place on other legislation, where people are in attendance. But your statement that was just read into the record here will be made available to all of the members and staff here.

Some of this information—I was wondering if you have any statement in regard to the number of people who are using some of the wilderness areas which we think may be excessive to proper protection of the area; and I know in your statement there, you relate to true wilderness areas. We find that in many of our areas, we have as many as 200 and 300 people going in at one time, 200 or 300 coming out at one time, and for the most part the traveled areas in the wilderness areas seemingly are pretty much overtaxed. There are some problems concerning the Forest Service, and I presume the Park Service too, about what to do about letting a limited number go or a restricted number go in on a permit basis. Some of our smaller wilderness areas that we are creating become more or less recreation areas, the boundaries set aside by the Congress of the United States, administered by the Forest Service and the National Park Service. What are your sentiments on that?

Senator HART. Well, I know in the experience—they are somewhat removed from the highly urbanized areas of our State, the so-called Front Range. I know the experience with the Park Service, particularly in recent years with more leisuretime available to people, particularly working people, weekends and so forth; and greater demands on the recreational areas, that the parks are beginning to be strained, particularly the popular parks and those closest to urbanized areas. I know that this is of great concern to the Park Service. What the proper recreational use patterns should be for the wilderness areas, I really do not know, and I have no statistical basis for forming a conclusion there.

It is certainly something that we would want to look into in our office, and provide some opinion on. But I would rely quite heavily on the experts, the people that make it a living, either in the Park Service and the Forest Service or administering these wilderness areas as to what judgment is in terms of usage and in terms of impact in the quantity of people, and still retain the wilderness character. I think it is going to be a difficult question.

Mr. JOHNSON. As soon as we point up and provide for another wilderness area, this is made known to people throughout the United States. That seems to create a new interest, and they want to go there and visit the new wilderness area. Sometimes they come in great numbers. We are finding out now, in our State at least, where there are organizers who organize groups and move those groups into various wilderness areas on a pretty regular basis, which I do not think was the concept of the true Wilderness Act that was passed a few years ago. So I imagine that your wishes there, that the Forest Service, Park Service, take a very careful look at this. As to what they are going to recommend, I do not know, and Mr. McGuire will testify. I will ask him that question as to what the Service will do in certain areas.

Senator HART. Well, my recollection, having worked in the Interior Department in the midsixties, when this legislation was I think, first passed, or shortly thereafter—that is 10 years ago or so, but my recollection is that there was not very much contemplation on the part of Congress at that time of organized sorties into the wilderness areas by groups. I think it was the feeling that this was a spontaneous individual participation. But times have changed.

Mr. JOHNSON. Well, there are outfitters, and guides, and guide service, and mobile equipment to get them to the area. And then, some use pack animals to take the bulk of the equipment in, or what have you. Others walk in. But an organized effort to bring people in as a—we used to call them packers in the old days, organizers—it was a fairly lucrative business for a few of them. Most of them are licensed—in our area, at least, they were licensed. But that has been expanded now, and there are a number of organized efforts to bring people into the wilderness areas. That was not the concept put into the original Wilderness Act. They do not think how far that is being extended is known to the Park Service and the Forest Service, of course, and the number of packers that are there with animals to take the heavy supplies in. They are all ages—I have seen them organized with all ages; children, small children, teenagers, and elderly people, too.

Thank you for your testimony. I am sorry there are not others here to question you.

Senator HART. Not at all. I am on my way back to an Armed Services meeting, anyway, so I appreciate being here.

Mr. JOHNSON. Our next witness scheduled—I do not see either one of the other Congressmen, Johnson, or Steiger have not arrived yet—our next witness will be John R. McGuire, the Chief of the Forest Service, U.S. Department of Agriculture.

If you will introduce the gentlemen with you, Mr. McGuire, we will have a better understanding of who is before us.

STATEMENT OF JOHN R. McGUIRE, CHIEF, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE, ACCOMPANIED BY THOMAS C. EVANS, FOREST SUPERVISOR, WHITE RIVER NATIONAL FOREST, GLENWOOD SPRINGS, COLO.; AND THOMAS ROEDERER, U.S. FOREST SERVICE, WASHINGTON, D.C.

Mr. McGUIRE. Thank you, Mr. Chairman.

For your information I have with me Tom Evans, who is the Supervisor of the White River National Forest, which contains most of the Flat Tops in the Primitive Area; and on my left is Tom Roederer of our Forest Recreation staff. Tom will handle the pointer here to discuss the map.

Mr. JOHNSON. I will be glad to have the gentlemen here. I do not think you are doing much traveling in your primitive areas. The last time I crossed the Rockies, it looked like you had a good cover of snow over everything. I presume Flat Tops had a mantle. It was one of the most beautiful sights because we were flying pretty low and gliding down. All I could see was a winter wonderland there. It was snow-covered and looked like it was pretty deep.

Mr. McGUIRE, we are glad to have you here before the committee. You testified last year for the record. We are ready to hear your testimony this year concerning this particular problem that confronts this committee.

Mr. McGUIRE. Thank you, Mr. Chairman. I am glad to be back again to discuss the Flat Tops wilderness proposal.

With your permission I could brief my prepared statement and then get to the details of the map.

Mr. JOHNSON. Your full statement will be placed in the record as if read in full, and you may summarize.

[The prepared statement of John R. McGuire follows:]

STATEMENT OF JOHN R. McGUIRE, CHIEF, FOREST SERVICE,
U. S. DEPARTMENT OF AGRICULTURE, BEFORE THE SUBCOMMITTEE
ON PUBLIC LANDS, COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
U. S. HOUSE OF REPRESENTATIVES, ON LEGISLATION TO DESIGNATE
THE FLAT TOPS WILDERNESS IN COLORADO, ON APRIL 17, 1975.

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

Thank you for this opportunity to again participate in your consideration of proposals to designate the Flat Tops Wilderness in Colorado.

The Administration proposal for a 142,230-acre Flat Tops Wilderness is embodied in section 2(b) of H.R. 3507. This proposal resulted from our study of the Flat Tops Primitive Area and contiguous undeveloped areas, in accordance with the procedures set forth in the Wilderness Act. The President transmitted his recommendations to the Congress for designation of the Flat Tops Wilderness on March 29, 1968.

A second proposal before the Committee, H.R. 3864, would designate a Flat Tops Wilderness of about 212,106 acres. H.R. 3864 would exclude some of the most serious nonconforming features contained in another still larger proposal which was considered by the Committee during the 93rd Congress. However, we still strongly recommend adoption of the Administration proposal.

We included within our proposal those lands which, in our judgment, are most highly suitable for wilderness as characterized by their primeval character, free of the influences and signs of man's activity. The boundaries we recommended would facilitate management and protection of the area by utilizing topographic features easily recognizable to the public. We also evaluated areas where wilderness values conflicted with other values, and on a case-by-case basis made a judgment whether wilderness or some

other resource value was greater. For example, we did not include certain areas with a high potential for water resource development. We also did not include areas where the exercise of existing private rights would severely limit our ability to maintain a wilderness resource. For example, we attempted to exclude concentrations of private lands.

Private groups, individuals, and government agencies were given an opportunity to comment on preliminary proposals. These comments were considered in arriving at a final recommendation for presentation to the President and the Congress.

With the aid of the display map, we will review the major features and issues relating to the various Flat Tops Wilderness proposals.

The Flat Tops area is about 170 miles west of Denver, within the Routt and White River National Forests. It is characterized by an abrupt, irregular border of lava rock which outlines a broad plateau known as the "Flat Tops". Our proposal, as contained in H.R. 3507, utilizes the rim rock as a natural boundary for a major portion of the proposed wilderness.

On the display map, the white central area and the red shaded areas make up the present Flat Tops Primitive Area. The heavy solid line represents our proposed wilderness boundary. The green shaded areas are areas outside the primitive area which we recommend for inclusion in the wilderness. The small red shaded areas are parts of the primitive area which we recommend not be designated as wilderness.

The first overlay shows the boundary proposed in H.R. 3864. This proposal contains a number of drainage basins adjacent to, but below, the primary "Flat Tops" area. The second overlay shows the various nonconforming features within the additional areas.

The study report which accompanied the President's 1968 recommendation to the Congress describes and evaluates those areas not recommended for inclusion in the Flat Tops Wilderness but which would be designated as wilderness by H.R. 3864. In our testimony before this Committee on November 8, 1973, and September 19, 1974, we discussed the nonconforming features, conflicting resource values, boundary problems, and other concerns we have within areas outside our proposal. In addition, maps and descriptions of the nonconforming features contained in the proposed additions to our proposal have been provided to the Committee staff.

However, we would like to briefly highlight our most serious continuing concerns within the boundary proposed by H.R. 3864.

Beginning on the east side, Areas O and P contain about 42,000 acres. Of this acreage, there are about 10,650 acres of commercial forest land and 14,840 acres of rangeland proposed for intensive management. Wilderness designation would preclude full development and use of these resource values.

As shown on the overlay, there are also several developed reservoirs which are served, in some cases, by 4-wheel drive roads that have been partially constructed.

H.R. 3864 would exclude the access roads to and the major developments at Stillwater Reservoir, Mackinaw Lake, and Crescent Lake. We agree with the exclusion of these nonconforming features, but the two narrow, finger-like boundary adjustments would make it difficult to manage and protect the surrounding area as wilderness.

We did not include any of the additional areas on the east side in our proposal because of the need to manage them for other resource uses and because of the evidence of man's activity.

On the south side in Area R, H.R. 3864 would exclude three irrigation ditches. We agree that these ditches should not be included in the Flat Tops Wilderness. However, the boundary we proposed on the Flat Tops rim would be more manageable.

On the southwest side, the proposed additions in the South Fork of the White River (Areas G-1 and S), include about 21,000 acres. They contain important potential water impoundment sites as well as several nonconforming features, including 6½ miles of primitive road and 195 acres of private land on which several cabins are located. Access to this private land is now by foot or horseback, however future owners might seek improved access. These two areas also contain about 5,600 acres of commercial forest land. While portions of these areas are suitable for wilderness, we did not include them within our final proposal because they are needed for other resource uses, because they contain several nonconforming features, and because they are outside the main "Flat Tops" area. We urge that this large southern area not be included in the wilderness.

On the northwest side, the proposed additions in the headwaters of the North Fork of the White River (Areas T and N), include about 36,000 acres. They contain about 25,000 acres of commercial forest land, and management for the development and use of this forest resource is desirable. The area north of Trappers Lake receives moderate snowmobile use which would be foregone if the area is designated as wilderness. There are also reservoirs requiring access and maintenance and other evidences of man's activity. Areas T and N are outside what we consider to be a natural boundary for the Flat Tops Wilderness.

In summary, we do not recommend that any of the additional areas be designated as wilderness. We believe the Administration proposal for a 142,230-acre Flat Tops Wilderness includes those lands most suitable for wilderness designation within manageable natural boundaries while giving appropriate recognition to other resource values and opportunities.

We urge the Congress not to designate as wilderness areas where the evidence of man's activity is clearly apparent. We also urge the Congress to carefully consider the resource trade-offs between wilderness values and other resource values and uses within the additional areas which would be designated as wilderness by H.R. 3864. We believe public needs can be better met through the planned development and wider use of these additional areas than through management as wilderness.

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

Mr. McGUIRE. The administration proposal, as contained in H.R. 3507, resulted from our study of the Flat Tops primitive area and contiguous undeveloped areas, in accordance with the procedures set forth in the Wilderness Act. The President transmitted his recommendations to the Congress in 1968.

In developing this proposal we were concerned primarily about two aspects. One is the manageability of the area. We sought out topographic features such as rim rock, for example, trying to find places topographically that would make good boundaries from an administrative point of view.

Second, we looked at the alternative uses of the land, and we tried to summarize in our report and in our previous testimony to the committee, what the alternative uses might be. I think we may have given the impression in earlier testimony that because we had cited opportunities for timber production and range management and so on that our intention was to exploit these particular resources to the maximum extent.

I want to take this opportunity to assure you that that is not our intention. There are indeed alternative uses of these lands which are more difficult to quantify than acres of commercial forest land or acres of range land.

In your earlier dialog with Senator Hart, I think you touched on a point that I would like to emphasize. We now have in the United States about 50 million acres of land that is being managed as wilderness; 12 million of that is in the Wilderness System; the rest of it is in the process of consideration, but being managed as candidate wilderness in the national forests, in the national parks, and in the wildlife refuges.

We think this is a very important resource. I am not sure whether 50 million is even enough. But another problem that you referred to and that I would like to mention is the problem of handling the great numbers of people that we anticipate in the future who will be attracted to wilderness areas. We think there is much need to provide for dispersed outdoor recreation, outside of wilderness areas, otherwise our wilderness areas are going to be heavily overcrowded. We are going to have to do more rationing of their use.

Many of the areas around the Flat Tops are the kinds of areas that can provide dispersed outdoor recreation.

A second alternative use of the land that I think we have underemphasized in the past is wildlife habitat. The largest elk herd in Colorado uses the Flat Tops for part of the season. We believe that it is going to be important in the future to provide adequate forage for elk and other species below the rim of the Flat Tops, and we think it will be necessary in the future, if we are going to maintain the elk and other species, to treat the vegetation to some extent; for example, to retain aspen or to retain forbs and other ground cover vegetation, which, under wilderness conditions, may eventually be crowded out due to natural succession.

So these alternative uses, in addition to those that we mentioned in the statement, are also important. The second proposal before the committee, H.R. 3864, would designate a Flat Tops wilderness of about 212,000 acres. This would exclude some of the most serious non-

conforming features contained in the still larger proposal which was considered by your committee during the 93d Congress.

We can go through the proposals and discuss their differences with the aid of this map and overlay.

On the map, the white central area and the red shaded areas make up the present Flat Tops primitive area. The heavy solid line represents the administration's proposal. The green shaded areas are areas outside the primitive area which we recommend for inclusion, and the red areas are those we recommend for exclusion.

The overlay shows the boundary proposed in H.R. 3864. This proposal contains a number of drainage basins adjacent to but below the primary Flat Tops area, and it shows the various nonconforming features within the additional areas.

The study report which accompanied the 1968 recommendation describes and evaluates the areas considered but not recommended for inclusion, and we discussed in earlier testimony nonconforming features, conflicting resource values, boundary problems, and so forth.

We might highlight briefly our most serious concern with the areas between the administration proposal and the boundary proposed by H.R. 3864.

Beginning on the east side, areas O and P contain about 42,000 acres. It is true there is timber and there are range resources in this area, but again, I would suggest that area O, and to some extent area P as well, provide opportunities for dispersed recreation and for wildlife habitat management. They are not going to be clear cut. Those opportunities would not be provided if the areas are included in the wilderness. For example, there are some excellent fishing lakes in area P and area O which provide opportunities for fishermen to hike in and to get a fishing experience.

Some of the congestion that will inevitably develop in the future cannot be prevented under the wilderness classification. I think we could provide better fishing opportunities if these areas are left out of the wilderness.

On the south side in area R, H.R. 3864 would exclude three irrigation ditches. We agree that these ditches should not be included in the wilderness. Here the problem is simply one of planning a more manageable boundary. The alternative is not to overdevelop area R.

On the southwest side, in areas G-1 and S, the proposed additions in the south fork of the White River include about 21,000 acres. It is true that they contain potential water impoundment sites as well as several nonconforming features, including 6½ miles of primitive road and 195 acres of private land on which several cabins are located. These are rather expensive lots and the cabins on them are valued, I suspect, up to \$20,000. While there is no road access to these cabins, it is possible that some future owner might demand access to his property, and the Wilderness Act, as you know, removes our authority to condemn private property.

In an earlier day, we had extended the boundary in G-1 farther to the south; we removed that extension in our final recommendation at the urging of Governor Love. So, there is a possibility for moving that boundary farther south, excluding the private land, and still retaining the Rim Rock as a boundary.

On the northwest side, the proposed additions in the headwaters of the north fork of the White River, areas T and N, include about 36,000 acres. Here again there are commercial forest resources. There is snowmobile use; there are reservoirs which require some access and maintenance. But again, I think the principal alternative use of these areas is dispersed outdoor recreation and wildlife habitat management. We do not foresee the time when we will fully develop either the timber or the range resources. But we do think that both of these resources could be used consistent with outdoor recreation and wildlife.

In summary, we do not recommend that any of the additional areas be designated as wilderness. We believe the administration proposal includes those lands most suitable and most manageable for wilderness. We believe that the contiguous areas can be managed in a manner that complements the wilderness resource and still provide other opportunities for citizens.

We urge the Congress not to designate as wilderness areas where the evidence of man's activity is clearly apparent. We also urge the Congress to consider the resource trade-offs between wilderness values and other resource values. We are going to need in the future, both wilderness and other kinds of areas for outdoor recreation. We also hope that the wilderness designation will not be used to achieve other ends such as to block some kind of undesired development. We hope that there will be other legislative ways found to direct the kind of development that you desire. We think that is not the way to use the Wilderness Act, to achieve ends other than wilderness preservation.

That concludes my testimony, Mr. Chairman.

Mr. JOHNSON. Thank you.

I have read through your statement, and your brief summary that you gave us with the maps and the overlays pretty much pointed this up.

There are a few questions I would like to ask here.

How much in the way of acreage is there in the primitive area at the present time?

Mr. MCGUIRE. 102,000 acres.

Mr. JOHNSON. And your proposed wilderness would include all of that?

Mr. MCGUIRE. It would include almost all of it. The portions not included are those in red.

Mr. JOHNSON. But you do recommend the green areas coming in?

Mr. MCGUIRE. Yes; we do.

Mr. JOHNSON. And that builds it up to an administration supported wilderness area of 142,230 acres?

Mr. MCGUIRE. That is correct, Mr. Chairman.

Mr. JOHNSON. Now, in the management of the other areas that you spoke about for the various purposes, that would entail or necessitate the use of vehicles and what not to manage those areas?

Mr. MCGUIRE. It might to some extent. We are not thinking of roads, and I might ask Mr. Evans to give you his thoughts on that, how some of these areas could be managed; for example, there may be some places where we would like to go in and make openings for wildlife. Maybe stock some of the lakes with fish. We do have some impounded waters where the dams may require maintenance.

Mr. JOHNSON. How do you handle a recreation area. I understood you to say that it would be compatible to have recreation uses made along with your management of land from the standpoint of fish and wildlife, and also from the standpoint of the lands that you are probably going to manage as timberlands, as I understand it. But you do not anticipate clear cutting or any regular timber management prices there.

Mr. MCGUIRE. That is right, Mr. Chairman. We have many areas, we call them special areas or marginal areas, that are principally valuable for nontimber resources such as scenery. We have streamside zones, roadside zones; these we manage to maintain as scenic vistas. Occasionally we thin them out. We remove dead trees that might be hazardous to visitors.

Mr. EVANS could tell you a little more about this.

Mr. EVANS. In areas like area T on the east side, we might go in with a temporary road and we might remove from certain areas about 30 percent of the volume. When we are through we move out and we close the road. We think that with this type of management we can preserve the dispersed recreation potentials in the area; we can maintain the scenic beauty of an area like this; we can make sure that there will be green, healthy trees; we can keep the stands open in areas where we have to maintain forage for wildlife or domestic livestock. A lot of the area is in aspen type, and conifers are coming in under the aspen. If we are going to maintain wildlife species, we do have to do some management, and some cutting in those areas.

Mr. JOHNSON. As I understand it, that approximates 42,000 acres of O and P.

Mr. EVANS. We can say the same thing about area N or area T. We also find that areas like these provide a place that we can put people. We can harden sites, that is put a fire ring, put toilet facilities in et cetera. We will get a lot of people in the area who can go backpacking and who can use the area and enjoy it without needing the solitude that is part of the wilderness. You do not have much solitude on some of these lakes when there are 100 people camped around a lake, or where you meet 50 people a mile. But there are a lot of people who do not mind that experience. They enjoy it very much. There are a lot of these areas that would provide that recreation. So, the wilderness and the solitude could be preserved in the upper areas.

Mr. JOHNSON. That recreation area that you speak about here, acreages there, they would necessitate facilities, some?

Mr. EVANS. Primitive facilities.

Mr. JOHNSON. Primitive facilities, but facilities.

Mr. EVANS. Which we would not put in the wilderness area.

Mr. JOHNSON. Now then, you people must anticipate that if these be set aside, they would be used for recreation purposes fairly heavily.

Mr. EVANS. Basically, the major use of these areas would be recreation use; yes.

We have three reservoirs in area N, as an example, that will require, as far as we can tell at this time, machine maintenance occasionally. They are strictly reservoirs built for fisheries. If their use gets very heavy, one of the ways to control the use and keep it from becoming overused is just not to stock the lakes; then you would lose the fisheries in a situation like that.

Mr. JOHNSON. There was a mineral survey made on all of the properties.

Mr. McGUIRE. That is correct, Mr. Chairman.

Mr. JOHNSON. And there was no appreciable amount of minerals found anywhere near there?

Mr. McGUIRE. That is correct.

Mr. JOHNSON. Mr. McGuire, I wonder if you can give us your idea on how you control visitations to wilderness areas that are now in the wilderness system?

Mr. McGUIRE. We are beginning to get some experience with that problem, Mr. Chairman. As you know, our California region has been using a permit system; but we have not in most places yet rationed the number of permits. The principal exceptions are the trails on Mount Whitney. We found that on holidays weekends we were getting so many people on this trail in the wilderness that we had intolerable conditions. It was not just solitude; it was sanitary problems. So, we rationed the number and we allow only what we think the trail can carry at any one time.

We are approaching this kind of problem in desolation wilderness near Lake Tahoe. We are going to have to do something there. One of the newer developments, by the way, is a trend for winter use of the wilderness. We are finding fairly large numbers of parties going into desolation; for example, in the wintertime. So we expect that in many places we will have to ration. That is why we are so concerned about the manageability of the area. We need to have boundaries that can be easily identified on the ground by the visiting public. We need to reach this visiting public when it enters the area and attempt to disperse it.

One of the possible solutions of the problem of overcrowding in our view is to try to disperse the use over the area, because frequently people tend to concentrate along the trails or at trail junctions.

Mr. JOHNSON. Does this have any effect upon the wildlife found in the wilderness areas, that is, an overabundance of people using the wilderness?

Mr. McGUIRE. Well, it could have. Of course the sheer numbers of people will tend to disturb wildlife. But beyond that, use by recreationists, pack stock, and horses will utilize more and more of the forage, on which wildlife depends.

So, while we have not had very many problems of this kind yet, we anticipate we could have.

Mr. JOHNSON. How about the Rock Creek area there on the east side of the Sierra? That is an area where many people use that as a takeoff place into the High Sierras Wilderness, and there are organized trips in there.

Do you people deal with any of these so-called outfitter organizers? Do you have any controls? Do you watch their activities?

Mr. McGUIRE. Yes; we do. Let me ask Mr. Roederer to speak to that.

Mr. ROEDERER. Many of the outfitters and guides that you see in the National Forest Wilderness System are under special use permits.

Mr. JOHNSON. You people actually issue the permits?

Mr. ROEDERER. Yes; and those permits have specific conditions under which they may operate.

Mr. JOHNSON. Well, I have witnessed a few of them outfitting their people and the type of equipment they use to transport, and the use

they make of a pack train when they hit the top of the trail and they enter the wilderness areas, just before they load up. The outfitter and the packer had to regulate their operations. So, they bring one out or take one out. They are on the road most of the time. The pack animals look like they are used pretty heavily. This is getting to be quite a problem, I would say. I do not know how you are going to limit the special use permits; because if they are limited, it is a fairly lucrative business.

Mr. McGUIRE. We are well aware of that, Mr. Chairman. Most of the packers and outfitters have been most cooperative. We have been able to work out various problems such as limiting the number of animals or the number of people in a party. We have been attempting to get the packers and outfitters to disperse their parties over the area and to cut down on the number of group campsites that they utilize continuously; that is, with corrals and tent frames and so forth.

Mr. JOHNSON. I suggest that that be watched very closely if we are going to have a true wilderness area.

Mr. McGUIRE. I fully agree, and I think that most packers and outfitters also agree, because they do not want to depreciate the resource on which their own livelihood depends.

Mr. JOHNSON. Very good. Mr. Steiger?

Mr. STEIGER. Thank you, Mr. Chairman.

Chief, a couple of points. I think that this bill, or this proposal, of both the gentlemen from Colorado, but particularly Mr. Johnson's bill—and you touched on it just in the close of your statement—it is clear that these additions are designed in the minds at least of the author and most of the supporters of the bill, is to block the transfer of water from the west slope to the east slope. Now, I do not know anything about the merits of that, I really do not. But it just seems to me that if we condone, if the Congress condones that—and I am not naive enough to think that the Wilderness Act has no served other purposes in the past, but this is the clearest example, at least in my memory, of proposed additions designed, not to protect wilderness under the act, but to prevent another act.

I guess what I had hoped was that you would—maybe there is no need for you to point that out. I guess you believe that the committee would understand that, but if it does, I would hope that you would be able to resist whatever pressure you are under to accept that expansion in light of this, and not let the Wilderness Act be used to resolve or forestall or whatever—delay the solution of whatever is going to happen. Because it really seems to me that it is a treacherous use of the act; and while I recognize the political problems of the people involved, it just is an improper use of the act.

Mr. McGUIRE. As you know, this is a problem in many areas. I do not know the details or the reasoning behind all of the additions by any means. Water is, of course, one concern; but there is also a fear that if land is not put into wilderness, it will somehow be clearcut or extensively eroded, or something horrible will happen. Where there is such concern, I hope we can deal with that problem, but without getting tangled up in utilizing the Wilderness Act to prevent it.

Mr. STEIGER. Because, really, Eagles Nest is the real guilty number in this bill, but Flat Tops has at least two sites I know are dam sites that are involved in this situation.

The other specific question I have is, if my memory serves, there are at least three power sites within the Forest Service proposal, and you, of course, took that into account; and they would require, again if my memory serves me correctly, some Presidential action to commit them to be used as power sites in the future. Is it your opinion—is there some reason, since they are all three near the boundary—is there some reason that you did not exclude them, because you felt that they are not likely to be needed? Or was that kind of a judgment made?

Mr. McGUIRE. At the time we filed our report, there were no power site withdrawals, no form 1 withdrawals, for example. And in our judgment, this kind of development was likely to be way in the future. So we felt that, in view of the discretion given to the President by the Wilderness Act—it is really safe to leave them in. So we did include those particular sites.

Mr. JOHNSON. As I understand it, after your recommendations and after all the surveys that otherwise had been made, the White House accepted your recommendations and proposed this wilderness area of 142,230 acres. Does that waive those sites that are being considered?

Mr. McGUIRE. That was not our view. The White House did accept our recommendations, but I am sure that the folks who reviewed it in the White House were well aware of the Presidential discretion, and were not waiving it.

Mr. JOHNSON. What I would like to find out—when the President makes his recommendations, and certifies this as being a wilderness area to be enacted, seemingly that would preempt any power of withdrawal in there, in my imagination. Now, how do you look at it?

Mr. McGUIRE. I have never looked at it that way, Mr. Chairman. I think that the discretion is spelled out in the act, and our view has always been that that discretion still continues with the President; that it was sort of a provision that if we need it sometime in the future, he would permit orderly development.

Mr. JOHNSON. Well, that would be done by legislation, I presume. He would recommend legislation, and then it would be up to Congress to—well, for certain emergency purposes. But I think that would be up to the House.

Mr. McGUIRE. As I interpret the act, he has complete discretion. I do not believe that he would have to come back to Congress.

Mr. JOHNSON. Through an Executive order, he could nullify it.

Mr. STEIGER. He has that opportunity. You are right. But I find myself in complete accord with the Chair, as a practical matter. If he does it at all, there are two chances of that happening—slim and none. But if he should do it, I suspect he would want the Congress to bear the burden, share the burden of the blame.

Mr. McGUIRE. I think he would also have to make sure that he had quite an unusual case.

Mr. STEIGER. Just one other point, Mr. Chairman. Chief, do you have any idea of how many ongoing studies there are of roadless areas over 5,000 acres that you are preparing for inclusion in the wilderness?

Mr. McGUIRE. We looked at all of our roadless areas, and selected 274 areas for study. A few of those have been encompassed in wilderness proposals that are now before the Congress, and we have about 60 studies now underway. We plan to get to the remaining areas over the next decade or so.

Mr. STEIGER. You have an acreage figure as to what is in the 210—or actually, it is about 270 in all. I gather—60 ongoing, and 200-plus. Do you know what kind of acreage?

Mr. McGUIRE. The total study list was 274 areas which contain about 12 million acres. There are about 50 million acres now being managed as wilderness candidate areas in the parks, forests, and refuges. These include about 12 million acres already in the system, 12 million acres of National Forest study areas, and about 26 million acres of land that are contained in administration proposals now before Congress.

Mr. STEIGER. Well, are all of the 12 million acres that the Forest Service is either studying or going to study—are they being managed as primitive areas now?

Mr. McGUIRE. They are being managed so as not to preclude wilderness designation.

Mr. STEIGER. In other words, no permanent—but you are permitting vehicles, if that is the custom?

Mr. McGUIRE. Well, it would not be vehicular use. But if we had a blowdown on a trail, for example, we could go in with chain saws and clear it up. But we could not do that in a wilderness.

Mr. STEIGER. Chief, what is the mandate for the 50 million, or at least for the Forest Service's portion of the 50 million acres, other than the Wilderness Act?

Mr. McGUIRE. The Wilderness Act, of course, accounts for all but 12 million of this.

Mr. STEIGER. What about the 12 million?

Mr. McGUIRE. The 12 million, we feel, is mandated under the Multiple Use and Sustained Yield Act, which recognizes wilderness as being one of the uses of the National Forests. We have not, with most of these areas, yet decided whether or not to recommend them for wilderness. But we felt until we had studied them—

Mr. STEIGER. Are there any permits on these 12 million acres now, of any kind?

Mr. McGUIRE. Yes; I think—

Mr. STEIGER. Commercial timber raising?

Mr. McGUIRE. Grazing and mining. We have not looked at them carefully enough. You see, all we know—

Mr. STEIGER. How did you pick them up? Out of a map?

Mr. McGUIRE. Because they are roadless. We started with maps. We looked at areas of 5,000 acres or more in size that are now roadless, and then we said before we put in roads or cut timber, we ought to decide whether some of these areas should be looked at more intensively with wilderness as the possibility.

Mr. STEIGER. When did we decide this, Chief?

Mr. McGUIRE. About October of 1973.

Mr. STEIGER. Is that right? Where are most of them? Is there any—obviously they are in the West.

Mr. McGUIRE. They are in the West. There are only three areas in the East.

Mr. STEIGER. Yes; I know.

Mr. McGUIRE. Most of them are, I think, in the Rocky Mountain regions, because those are the areas that are chiefly unroaded.

Mr. STEIGER. Is it your philosophy or policy that particularly those areas which are receiving the most people pressure are the ones that you are handling this way?

Mr. McGUIRE. No, sir.

Mr. STEIGER. You are basing it, then, just on the geographic and ecological makeup of the areas in question?

Mr. McGUIRE. We had a number of criteria. First, we asked if the area was suitable for wilderness, and we asked is it needed for wilderness. Then we asked, are there other values likely to be there that might preclude wilderness designation? In other words, we were trying to set aside temporarily those areas where we felt we had better not go in without further study, so that we could concentrate our development efforts on areas that were less likely to qualify for wilderness status. Otherwise, we might have found ourselves proceeding into planning and making development plans in areas that needed a more careful look. So I think this is rather an efficient way to approach the problem of where to permit development next. You can look at it that way as well as where to add wilderness.

Mr. STEIGER. The Gila is the oldest wilderness, is it not?

Mr. McGUIRE. Yes.

Mr. STEIGER. Would you have any visitation records on the Gila? Are they available?

Mr. McGUIRE. In 1974, we counted 76,000 visitor-days.

Mr. STEIGER. And the acreage in the Gila is what, now?

Mr. McGUIRE. About 150,000.

Mr. STEIGER. Is that list a list of the visitor-days to the wilderness areas?

Mr. McGUIRE. Yes, it is, sir.

Mr. STEIGER. Mr. Chairman, I think that would be a valuable part of the record, if the Chair would not have any objection.

Mr. JOHNSON. Without objection, it will be inserted in the record. Without objection, it is so ordered.

[The material referred to follows:]

USE OF NATIONAL FOREST UNITS
NATIONAL WILDERNESS PRESERVATION SYSTEM
CALENDAR YEAR 1974

<u>Wilderness</u>	<u>Visitor-Days</u>	<u>Primitive</u>	<u>Visitor-Days</u>
<u>ARIZONA</u>			
Chiricahua	4,200	Blue Range 1/	5,000
Galiuro	300	SUBTOTAL	5,000
Mazatzal	7,900		
Mt. Baldy	3,100		
Pine Mountain	3,300		
Sierra Ancha	6,600		
Superstition	37,600		
Sycamore Canyon	10,300		
SUBTOTAL	73,300		
<u>CALIFORNIA</u>			
Caribou	23,100	Aqua Tibia	40,500
Cucamonga	15,500	High Sierra	4,100
Desolation	308,400	Salmon Trinity Alps	188,300
Dome Land	8,800	SUBTOTAL	232,900
Emigrant Basin	139,200		
Hoover	141,500		
John Muir	1,179,300		
Marble Mountain	83,500		
Minarets	212,200		
Mokelumne	38,500		
San Gabriel	37,800		
San Geronio	173,100		
San Jacinto	88,500		
San Rafael	31,000		
South Warner	39,000		
Thousand Lakes	7,300		
Yolla Bolly-Middle			
Eel	23,400		
Ventana	113,000		
SUBTOTAL	2,603,100		
<u>COLORADO</u>			
La Garita	22,100	Flat Tops	36,600
Maroon Bells Snowmass	79,800	Gore Range-Eagle Nest	53,900
Mount Zirkel	29,000	San Juan	132,500
Rawah	23,400	Uncompahgre	35,300
West Elk	13,600	Upper Rio Grande	36,900
SUBTOTAL	167,900	Wilson Mountain	12,000
		SUBTOTAL	307,200

1/ Use of Blue Range is in Arizona and New Mexico.

<u>Wilderness</u>	<u>Visitor-Days</u>		<u>Primitive</u>	<u>Visitor-Days</u>
<u>IDAHO</u>				
Sawtooth	47,000		Idaho	113,200
Selway-Bitterroot 1/	<u>76,800</u>		Salmon River Breaks	<u>33,200</u>
SUBTOTAL	123,800		SUBTOTAL	146,400
<u>MINNESOTA</u>				
Boundary Waters Canoe Area	<u>1,073,700</u>			
SUBTOTAL	1,073,700			
<u>MONTANA</u>				
Anaconda-Pintlar	30,900		Absaroka	15,600
Bob Marshall	89,300		Beartooth	82,100
Cabinet Mountains	18,900		Mission Mountains	22,600
Gates of the Mountain	1,400		Spanish Peaks	<u>12,700</u>
Scapegoat	19,700		SUBTOTAL	133,000
Selway Bitterroot 1/	<u>69,900</u>			
SUBTOTAL	230,100			
<u>NEVADA</u>				
Jarbridge	<u>6,100</u>			
SUBTOTAL	6,100			
<u>NEW HAMPSHIRE</u>				
Great Gulf	<u>27,700</u>			
SUBTOTAL	27,700			
<u>NEW MEXICO</u>				
Gila	76,000		Black Range	16,700
Pecos	103,100		Blue Range 2/	1,800
San Pedro	22,600		Gila	<u>13,500</u>
Wheeler Peak	7,700		SUBTOTAL	32,000
White Mountain	<u>18,300</u>			
SUBTOTAL	227,700			

1/ Use of Selway-Bitterroot is in Idaho and Montana.

2/ Use of Blue Range is in Arizona and New Mexico.

<u>Wilderness</u>	<u>Visitor-Days</u>	<u>Primitive</u>	<u>Visitor-Days</u>
<u>NORTH CAROLINA</u>			
Linville Gorge	21,800		
Shining Rock	<u>12,400</u>		
SUBTOTAL	34,200		
<u>OREGON</u>			
Diamond Peak	12,200		
Eagle Cap	89,000		
Gearhart Mountain	1,200		
Kalmiopsis	8,700		
Mountain Lakes	8,000		
Mount Hood	51,800		
Mount Jefferson	108,400		
Mount Washington	110,700		
Strawberry Mountain	23,300		
Three Sisters	<u>109,000</u>		
SUBTOTAL	522,800		
<u>UTAH</u>			
		High Uintas	<u>129,200</u>
		SUBTOTAL	129,200
<u>WASHINGTON</u>			
Glacier Peak	85,500		
Goat Rocks	51,700		
Mount Adams	49,600		
Pasayten	<u>43,500</u>		
SUBTOTAL	230,300		
<u>WYOMING</u>			
Bridger	184,800	Cloud Peak	38,000
North Absaroka	15,900	Glacier	28,900
Teton	44,800	Popo Agie	<u>29,000</u>
Washakie	<u>35,400</u>		
SUBTOTAL	280,900	SUBTOTAL	95,900
TOTAL, ALL STATES	5,661,600		1,081,600
GRAND TOTAL--NATIONAL FOREST WILDERNESS AND PRIMITIVE AREAS			6,743,200

Mr. STEIGER. It obviously has—I assume it has been your experience that in those areas that are within a reasonable proximity of urban areas, you get heavier visitation. Is that fair?

Mr. McGUIRE. That is correct; and also, in selecting the study areas, we tried to give some geographic dispersion. In other words, in a part of a State where there was already quite a bit of wilderness, we were less inclined to pick a study area there. We are trying to get these areas spread around, to see if we can provide more opportunities to disperse people.

Mr. STEIGER. Are you still going to recommend that the Blue Range—

Mr. McGUIRE. We already have made that proposal on the Blue.

Mr. STEIGER. You are staying with that, in spite of my silver tongue? Are there packers and outfitters in most of the established—by established, I mean wilderness areas which have been around long enough to attract packers and outfitters?

Mr. McGUIRE. Most of the Western wildernesses do have established packers and outfitters.

Mr. STEIGER. Does the Gila?

Mr. JOHNSON. The gentleman from Massachusetts, Mr. Tsongas.

Mr. TSONGAS. Tell me; the land in question—who owns that land at this point?

Mr. McGUIRE. The land within the heavy black line is entirely Federal ownership. The land within the exterior line, which is the other bill, has 195 acres of private land divided into eight house lots, seven of which have cabins on them.

Mr. TSONGAS. Now, what happens to the private ownership? Are they given a life estate, or is it taken over, or what exactly takes place?

Mr. McGUIRE. The Forest Service has general authority to condemn private property rights and thereby acquire them. Under the Wilderness Act, that authority has been removed, and Federal acquisition would only be possible if the private owner were voluntarily going to sell.

Mr. TSONGAS. Do you have maps of the areas that we are now looking at that you can make available?

Mr. McGUIRE. Yes, sir, we do. We have maps, we have reports, and we have some photographs which might be of interest to you to show the nature of this plateau and the rim that designates the Flat Tops themselves.

Mr. TSONGAS. The other study areas that you were referring to, do you have maps of those as well?

Mr. McGUIRE. No, sir. We can show a map of the national forests of the United States and show where they are located.

Mr. TSONGAS. That is what I mean.

Mr. McGUIRE. We would be glad to provide that, but we have not surveyed them enough to establish specific boundaries on the ground.

Mr. JOHNSON. If the gentleman will yield?

The information he is asking for, would you supply that for the file?

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

Mr. TSONGAS. Where are the three study areas in the East that you referred to?

Mr. McGUIRE. In our inventory we were looking for lands that had maintained their primitive characteristics in the language of the act. Most of the Eastern national forests were acquired from private owners, and in private ownership they had been logged, farmed, roaded, what have you. So, we found only three areas where we could not detect any signs of previous disturbance. One was in Puerto Rico; in North Carolina; the other was in Florida.

Two of these have now been added to the wilderness system, by the way.

Mr. TSONGAS. A final question by the way. In terms of the nominal visitation to wilderness areas, what does that consist of?

Mr. McGUIRE. Well, wilderness area attract all kinds of people. Some go in groups arranged by packers and outfitters, or by conservation organizations such as the Wilderness Society and the American Forestry Association. They may walk or ride or go by canoe or boat. Many of the visitors are family groups just out for back-packing trips; many are fishermen or hunters who think that the fishing and hunting opportunities are better in the wilderness. So, it is a cross-section of Americans. Of course, most of them are young and physically fit to get into the wilderness. We do have older people, but their numbers are not as well represented as the young people.

Mr. STEIGER. Will the gentleman yield?

Mr. TSONGAS. Yes.

Mr. STEIGER. So that the list might be complete, at least in one wilderness area in Arizona, the Enchantment people estimated there were 600 one day, which they uncharitably described in their reports as hippies living, in which they were stashing again uncharitably, grass for resale outside the wilderness area, and their attempts to cultivate it inside the wilderness area were found to be fruitless because of the lack of mechanical contrivances to grow it, which is very unfortunate.

I think that your statement that it is used by a wide variety of people is a very fair statement, and I suspect that when the 600 hippies are included in visitors day, they add up pretty fast, because that is a lot of visitors in a day.

I tried to get in myself, but I flunked the physical.

Mr. TSONGAS. Some uses are more primitive than others.

Mr. STEIGER. That is true.

[General laughter.]

Mr. McGUIRE. I think I might, if I can, add that the wilderness values, however, are rated rather highly by many people who do not visit the wilderness, but who have the satisfaction of knowing wilderness is there.

Mr. JOHNSON. Chief, I would like to ask you about another subject matter while you are here. There has been a decision reached within the Forest Service on a use plan for certain areas that do not give any forests, and that is beyond or it could be in the roadless category as well. I think it did include our State with our two roadless areas within the land use plan.

That was mandated by your office or by the Secretary.

Mr. McGUIRE. The review of all roadless areas is being carried on under an agreement we made with one of the courts in the West.

The complaint was made that we were going into roadless areas without an environmental impact statement, and we agreed with the court that we would not enter any roadless area until we had prepared an environmental impact statement for a unit of land.

Now, this does not mean that we are going to prepare a statement for every roadless area; but we will prepare environmental impact statements for units of land for which we prepare land use plans, including roadless areas. So this is one of the reasons that we are proceeding in this direction. We find that in involving the public in our planning process, it seems to work best to have a plan for a large tract of land, to put that out for public review along with the environmental impact statement.

Mr. JOHNSON. That would include the roadless areas in many instances, too, I presume.

Mr. McGUIRE. Yes; it always would.

Mr. JOHNSON. I know that there are at least two underway in my own congressional district. I do not know how many more there are, but the land use unit on Plumas National Forest is one.

Mr. McGUIRE. That would be a typical unit of land for planning. In many of these units, as you say, you do have roadless areas in them. So, at that point we must consider the alternative uses of all the land, including the roadless portions.

Mr. JOHNSON. Any further questions from the staff?

Mr. SHAFER. I have some, Mr. Chairman, if I may.

Chief, on those in-holdings, particularly the six or seven cabins, down in G-1 area, what type of access do they have in there now? If they attempted to get a different type of access such as a road or an improved trail, would you grant it to them?

What is the situation there now?

Mr. McGUIRE. The current access is by foot trail, and we know that there is no intention on the part of the owners to seek some other kind of access. But it is conceivable in the future that the owner might wish to have some other access such as a road. At that time we would have to consider whether his request is reasonable. We are required to grant reasonable access. If the owner disagrees with our decision, of course, the courts would have to decide the question.

Mr. SHAFER. Now, at the present time, because it is outside the primitive area and it is outside your proposed wilderness area, they could go in by snowmobile in the wintertime or by other mechanical means at the present time?

Mr. McGUIRE. That is correct. In fact, if there is winter use, maybe Mr. Evans would comment on that.

Mr. EVANS. We closed the South Fork Trail to motorized travel; administratively we did that.

Mr. SHAFER. Where is the South Fork Trail?

Mr. EVANS. Through the campground, up through the canyons.

Mr. STEIGER. So they cannot use snowmobiles to get there?

Mr. EVANS. No; nor motorcycles. Physically they could; administratively they cannot.

Mr. SHAFER. What about these other roads that you have designated in red, and you have designated them as suitable for four-wheel drive. You say spot constructed. What do you mean by spot constructed? Just over ditches and streams, or culverts. How extensive are they?

Mr. EVANS. Usually it is a road where there is just a set of jeep tracks going down a ridge, and at some place they would get a little side hill and they would have to move some earth to go around a hill. Those we would use just to get around the side hills.

Mr. SHAFER. You would close those?

Mr. EVANS. Yes.

Mr. SHAFER. If it was designated as wilderness?

Mr. EVANS. Yes.

Mr. McGUIRE. We could close some of them now.

Mr. SHAFER. I may have misunderstood you, Chief. When we were speaking of these power site withdrawals, I got the impression that you said that these power site withdrawals were made after your report.

Mr. McGUIRE. No, sir. The way it went—we checked with the Federal Power Commission back in 1966 at the time we were preparing our report, and the FPC advised us that it knew of no current plans to utilize these withdrawn lands for power development.

Mr. SHAFER. But the withdrawal itself predated your report. It was in existence.

Mr. McGUIRE. That is correct.

Mr. SHAFER. All right. That clears that up.

The other point on these reservoirs—and I think it was up in the northern points, in A and some of the others—you said were valuable for fishing, and I assume they are more than a stock watering pond or something like that.

Now would you have to abandon those if you could not maintain them with mechanical means?

Mr. EVANS. There is a very good possibility that this would be the case.

Mr. SHAFER. They are large enough so that you could not go in with a pair of mules and a fresno or something like that and maintain them.

Mr. EVANS. They would be high-hazard reservoirs. You would have to get equipment in.

Mr. SHAFER. And your fear would be that the dam would breach, or something like that, unless you could go in with mechanical means to maintain it, and it could cause downstream damage?

Mr. EVANS. We might have to breach it if we cannot get mechanical means in there. Any such action would have to be done very carefully.

Mr. STEIGER. Would you breach it mechanically?

Mr. EVANS. No.

Mr. STEIGER. That is good.

Mr. SHAFER. Your plan would contemplate the possible abandonment or destruction of these present reservoirs if the area is made wilderness?

Mr. EVANS. Yes.

Mr. STEIGER. All right.

Are explosives considered in violation of the Wilderness Act?

Mr. McGUIRE. Not unless they are carried in by mechanical means. [General laughter.]

Mr. SHAFER. One last question, Chief. You mentioned, I believe—I believe it was Ki-Bab Industries, was interested in or had some interest in the timber. Where is that timber located? Maybe it was Senator Haskell that mentioned it. I think it was.

Mr. EVANS. The largest timber areas would be in parts of S—I guess it is the lower part of S—in that area [indicating], in T, in N.

Mr. SHAFER. Do you consider those areas commercial? That is, do you consider the timber there commercial timber?

Mr. EVANS. Not right now.

Mr. McGUIRE. The land is of commercial timber quality, but the present timber is not.

Mr. EVANS. This was part of the beetle epidemic in the 1940's, and the problem is right now it is full of dead trees. But in the future it will have commercial timber in it.

Mr. SHAFER. Then you would not necessarily be foregoing an immediate decrease in the allowable cut, is that correct?

Mr. EVANS. Yes, it is correct; we would not be foregoing.

Mr. STEIGER. How about utilizing—I have forgotten what you call your trash contract—dead and down, salvaged?

Mr. EVANS. We are salvaging a minor amount all around the edges.

Mr. STEIGER. Is not that the kind of situation for which the salvage contracts were designed—to serve a dual purpose of cleaning up as well as providing a resource? Now is there an opportunity for that kind of a contract in that area, or is that not reasonable?

Mr. McGUIRE. That is not the best opportunity; of course, it is a possibility, and I think if it is not in the wilderness we would want to do something like that in order to get the regeneration started and make some wildlife openings and this sort of thing. But we would do it not primarily for timber reasons, but for wildlife habitat and for dispersed recreation.

Mr. TSONGAS. What is a wildlife opening? You are speaking to someone who has about 3 square feet of wilderness in his district.

Mr. McGUIRE. Many kinds of wildlife require forbs and undergrowth, or grasses, as part of their diet. With many wildlife species, it is desirable to have a great deal of edge. By that I mean a place between the dense forest and the open area because then the species can feed in the open area and retain cover on the other side of the edge. The requirements vary with the species. Now, under natural conditions, the wildlife would find a variety of feeding opportunities because of insect epidemics, fires caused by lightning and this sort of thing. The problem arises that in the wilderness area you have to rely on nature providing enough of those opportunities. Also, you cannot always allow the fires to burn under natural conditions.

So, it is a typical effort in managing wildlife, to try to optimize the habitat conditions for the species. This may require making some openings.

Mr. JOHNSON. Are there any further questions?

Mr. ROCK. Chief, you say in here that there are collector ditches. Could you point these out?

Mr. McGUIRE. This is one of the adjustments that we made in drafting this map for Congressman Johnson to make sure that collector ditches were outside the boundaries.

Mr. STEIGER. Excuse me, Chief; on page 4, though, you do refer to the bill 3864, which would exclude three irrigation ditches. Where are they exactly?

Mr. McGUIRE. The boundaries involved in H.R. 3864, if this is one of the items that Senator Haskell referred to earlier regarding this

bill, would exclude irrigation and stock water ditches on the south side of area R in Sweetwater Creek and Turret Creek.

Mr. JOHNSON. We thank you, Mr. McGuire, and your people here for the benefit of your statement and in your responses to our questions and your expertise and your maps have been of great assistance to us in pointing out various aspects of the problems as you see them.

Mr. McGUIRE. Thank you very much, Mr. Chairman.

Mr. JOHNSON. Would you gentlemen like to have the maps?

Mr. SHAFER. If we could get it back from our markup, that would be sufficient for our purposes, unless some of the following witnesses would like to refer to it.

Mr. JOHNSON. Our next witness will be Mr. Harry Crandell, representative of the Wilderness Society.

Mr. Crandall, we are very glad to have you here. You were here last year on this problem, as I remember.

Mr. CRANDELL. Thank you, Mr. Chairman.

Mr. JOHNSON. You are always a good witness. We are glad to be able to hear you out this morning.

Mr. CRANDELL. Mr. Chairman, this is essentially the same statement that I have made twice before.

Mr. JOHNSON. Would you want to have it read into the record in full, and then you may summarize it any way you see fit?

We have a new member on the committee here. You may want to give a pretty fair summary of your remarks.

Mr. CRANDELL. All right, fine.

[The prepared statement of Mr. Harry Crandell follows:]

The Wilderness Society
1901 Pennsylvania Avenue, N.W.
Washington, D.C. 20006

STATEMENT OF HARRY B. CRANDELL
DIRECTOR OF WILDERNESS REVIEWS, THE WILDERNESS SOCIETY
BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS
THE HOUSE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS
ON H. R. 3507 (Sec. 2(b)) TO ESTABLISH
FLAT TOPS WILDERNESS, COLORADO

April 17, 1975

I am Harry B. Crandell, Director of Wilderness Review for The Wilderness Society, with headquarters here in Washington, D.C. Founded in 1935, The Wilderness Society is a national non-profit conservation organization involved in educational programs to acquaint Americans with the need to preserve the Nation's dwindling wilderness resource.

On behalf of The Wilderness Society, I am pleased to join with representatives of environmental organizations from Colorado and throughout the country in enthusiastic support of reclassifying the Flat Tops Primitive Area as a Wilderness Area. As a native of western Colorado, I am generally familiar with the Flat Tops and other spectacular Primitive Areas and Wilderness Areas in the western part of the State.

The Flat Tops encompasses nearly a quarter-million acres of magnificent mountain wilderness in Colorado's Routt and White River National Forest. Few sights match the undisturbed scenic beauty of Trappers Lake and the spectacular 12,000 flat-topped mountains beyond. In the Flat Tops, signs of man's influence are extremely rare. Even the most discerning wilderness user may revel in solitude amid the natural scenery of snow-capped peaks, rushing streams, tranquil lakes and meadows resplendent with wildflowers.

Some of the largest deer and elk herds in the United States use the Flat Tops as irreplaceable summer range, and the area provides high quality wilderness hunting in season, as well as unexcelled opportunities to observe a wide variety of wildlife in undisturbed, natural settings. Here, too, high in the major tributary drainages of the Colorado River, is found one of the main sources of the vanishing native cutthroat trout. The elk is, ecologically, a wilderness animal. The cutthroat trout requires essentially an undisturbed natural habitat to survive. Both species, as well as other wildlife found in the Flat Tops area, would benefit substantially from the protection that wilderness classification would provide.

The Wilderness Society endorses the objectives of H.R. 3507 to establish the Flat Tops Wilderness. However, as with the other groups, we have reviewed this wilderness proposal and have found it

too limited, excluding too much superb wild country from wilderness status. Therefore, we support H.R. 3864 as introduced by Mr. Johnson as the best of the two measures even though it, too, does not go quite far enough, being a bit short in acreage.

Let me try to put this assertion in proper perspective.

In 1932, the Department of Agriculture established the Flat Tops Primitive Area to consist of 117,800 acres. Subsequently, more advanced Forest Service mapping techniques disclosed the correct figure to be 102,124 acres.

In 1966, the Forest Service held a public hearing at Glenwood Springs, Colorado on its proposal to establish a Flat Tops Wilderness of 153,000 acres. This proposal received general support from Colorado citizens, but there was strong sentiment expressed also for including more of the contiguous national forest wild lands in a wilderness of some 230,000 acres.

Despite strong public support for a Wilderness Area of 153,000 acres or larger, the Forest Service in 1968 proposed through the President to Congress the establishment of an even smaller, 142,230 acre Flat Tops Wilderness which dropped from protection virtually the entire reach of the wild South Fork of White River and adjacent undeveloped lands. Although this latest Forest Service proposal included several small but valuable additions under the high volcanic escarpment which has served largely as the Primitive Area boundary, it, in fact, inconsistently and shortsightedly left out a total of 92,000 acres of contiguous undeveloped lands below the escarpment that are of high wilderness value. This is essentially the proposal embodied in H.R. 3507 before you today.

To get back to the difference between the Forest Service and the conservationists' recommendations for the proposed Wilderness, we emphasize that it is not an issue of just more or less acres. Our cooperators and field staff in Colorado have studied the Flat Tops in detail. Many visits were made to the area. Views were exchanged with representatives of the Forest Service, and all the information obtained was carefully analyzed. As a result of these efforts, we agreed with the Colorado Open Space Council that other outstanding national forest lands of high wilderness value should be included in the Forest Service Wilderness proposals. Virtually all of these areas have been included in Mr. Johnson's bill.

H.R. 3507 would place only a small part of the undeveloped national forest lands just below the Flat Tops escarpment under wilderness protection. Numerous beautiful natural lakes and streams in these excluded lands offer excellent wilderness camping and fishing. Also, major elk migration routes and calving grounds could be jeopardized in the future if these units are not given wilderness protection. The Colorado Game, Fish and Parks Division has pointed out that the areas should receive wilderness status to perpetuate some of the State's finest quality hunting areas. The free-flowing South Fork of the White River is one of the last truly wild rivers in Colorado. It is among the best trout fishing streams in the State. It deserves wilderness protection. These beautiful wild places under the high volcanic escarpment can be reached easily in an hour or two by foot or horseback and enjoyed by family groups on weekends. The Nation

needs to preserve more of these precious wild places where family groups can easily enjoy a weekend wilderness experience.

In short, Mr. Chairman, we feel that wilderness protection should be given to all the primitive headwater valleys and lakes immediately below the Flat Tops escarpment, as recommended by the Colorado Open Space Council.

We are aware that the Forest Service objections to adding these contiguous undeveloped wild lands to its wilderness proposal include the following: presence of some harvestable timber, a few unimproved jeep trails, proposed water diversion on the South Fork of White River, and one or two unobtrusive ditches.

However, we agree with the Colorado Open Space Council that the amount of operable sawtimber which would be foregone with the inclusion of these additional areas in the Flat Tops Wilderness is very limited. In numerous other instances, the Forest Service has not considered unimproved jeep roads as preventing a wilderness classification. The scarcely noticeable ditches are allowed under the Wilderness Act and Department of Agriculture regulations. We also believe that preservation of one of Colorado's few remaining reaches of wilderness river on the South Fork of White River is of major importance.

The Forest Service has delineated a wilderness boundary, as embodied in H.R. 3507, that is located on the high ridges, peaks, and escarpment. It apparently feels that these boundary lines are more enforceable. Yet, in regard to other areas which it has proposed for wilderness status, it has found lower ridges, streamside, and even section lines acceptable as wilderness boundaries.

The Wilderness Society believes that the matter of more enforceable boundaries should not allow major areas of superb wilderness, such as I have just mentioned, to be excluded from a wilderness classification. In the future, these magnificent wilderness areas will be cherished as natural shrines -- and the local citizens will help enforce the wilderness boundaries.

I would like to point out that in 1971 the Colorado Game, Fish, and Parks Commission and its professional staff of wildlife biologists and recreation authorities went on record in support of the citizen conservationists' recommendations for a 235,000 acre Flat Tops Wilderness.

No mining activity or mineralized zones of consequence exist within the area that we have recommended for wilderness. Other than wilderness, water is by far the most important natural resource in the Flat Tops, as the Forest Service has pointed out. Wilderness classification is compatible with watershed protection and may in fact be the most single important reason for maximizing wilderness boundaries.

Grazing of cattle and sheep within the proposed wilderness is a traditional and important use which would not be affected by inclusion of the area in the National Wilderness Preservation System.

Two small tracts of private land totaling 195 acres along the South Fork of the White River within the area that we have recommended for wilderness serve no commercial or agricultural purpose. Access to both tracts is by trail. The Forest Service should negotiate for the acquisition of these lands by exchange

^{purchase}
or ~~purpose~~, as it originally proposed.

Many Colorado citizens and visitors are now using the contiguous undeveloped national forest lands, as well as the Primitive Area itself, for wilderness purposes. Approximately fifteen commercial guides and outfitters serve the entire area, and their local industry generates approximately \$200,000 worth of business each year.

The Wilderness Society strongly commends Representative Jim Johnson for sponsoring H.R. 3864 which would establish a Flat Tops Wilderness of 212,106 acres, as opposed to the Forest Service proposal of only 142,000 acres. We would urge, however, that H.R. 3864 be amended to include a more accurate acreage of 237,500 acres. A 237,500 acre area, with the boundaries that we and the Colorado Open Space Council have recommended, is eminently qualified for a wilderness designation. In our opinion, wilderness represents the highest and best use of this area. We therefore, respectfully urge that H.R. 3507 and H.R. 3864 amended to provide for the establishment of a magnificent and viable 237,500 acre Flat Tops Wilderness.

Thank you for the opportunity to present our views on this matter.

**STATEMENT OF HARRY B. CRANDELL, DIRECTOR OF WILDERNESS
REVIEWS, THE WILDERNESS SOCIETY**

Mr. CRANDELL. I am Harry B. Crandell, director of the Wilderness Society here in Washington, D.C. I am here to represent not only the Wilderness Society but also the Colorado Open Space Council.

There are citizens in Colorado who perform the field studies in this particular wilderness area. We do support Senator Haskell and Congressman Johnson of Colorado in their efforts to maximize the wilderness boundaries of the Flat Tops area. I believe that earlier Senator Haskell stated that we had no particular hangup with the difference in the boundaries with Mr. Johnson's bill, which excluded some irrigation structures and ditches. We do not have any particular problem with that either.

However, I would like to point out that the Wilderness Act itself does not necessarily preclude existing conforming structures of this nature. However, if it is in the wisdom of Mr. Johnson and Senator Haskell, why we are very happy to support both of those gentlemen.

The Flat Tops is quite an area. As a very young boy I used to traverse this country with my father, who was a Government trapper, and I have some very fond remembrances of this particular area.

I would like to point out that I think one of the problems that the Forest Service has with this is trying to define boundaries, trying to locate boundaries and areas where they think the public would know that the wilderness begins and where it ends. The escarpment of this country is a big kind of flat area with lakes, a kind of place with a volcanic escarpment all around it. If you climb up on top of it, it is kind of a big, flat country.

The Forest Service would like to leave the boundary around this escarpment essentially atop the bottom of it. What the citizens have proposed is to take in some of the areas below the escarpment in order to better preserve the water resources, the wildlife resources of the Flat Tops area.

This is kind of my personal opinion, but I think it is an official one too. I think the real value of this Flat Tops Wilderness is in its watershed protection value, water yield values. One of the major sources of water for the Upper Colorado River Basin, for example, or the White River, which is a tributary of the Green River, which is in turn a tributary of the Colorado River, which in turn feeds Arizona and California. But this is an understated value of this area.

It is maintained in as a pristine state as possible for this purpose water yield. The Colorado Division of Wildlife has consistently supported maximizing the boundaries of this area in order to provide the natural wilderness conditions that the resident wildlife requires.

I would like to point out that it is the Colorado Division of Wildlife in the State of Colorado that actually manages wildlife resources in this area—of course their management of the land, and management of the water. So any plans, trade openings in this county would have to be cleared with the State of Colorado wildlife people.

But since they have supported and maintained the area and maximized the conditions, as natural conditions as possible for the wilderness critters that are there, we think that the Forest Service may be groping a little bit here.

I believe that is about all I have to say in summarizing my statement. I will be happy to answer any questions.

Mr. JOHNSON. Thank you for your brief summary of your statement here.

Thumbing through your statement, I can see that it is pretty much the same as you testified to last year.

As I understand it, you say that your view and your organization's view in supporting H.R. 3864 or S. 267, the modest differences between the two do not bother you either, or the exclusions that were made by Congressman Johnson which were not in the Senate version.

Mr. CRANDELL. That is correct.

Mr. JOHNSON. As far as the so-called Flat Top area of the plateau up there, are all the green areas that the Forest Service recommended as being additional area to the primitive area there in that type of terrain; or does some of their green, shaded areas there move off into the plateau, or found in lower elevations?

Mr. CRANDELL. I am not sure, Mr. Johnson, but I believe that there is some—

Mr. JOHNSON. You see the primitive area only had about a little over 100,000 acres. This here, as proposed by the Forest Service, with the green added, would be about 142,000, and the Johnson bill and the Haskell bill were something like 230,000 acres.

Mr. CRANDELL. Yes.

Mr. JOHNSON. Now do you people then figure that all of the lands would be better managed under the Wilderness Act over the presentation of the Forest Service made as far as the limited management for recreation, official lands purposes?

Mr. CRANDELL. Yes, we believe the bill and this act would give the Forest Service the mandate to manage the area and the wilderness conditions for the values I mentioned earlier, as well as the recreational values.

Mr. JOHNSON. Well, there is going to be heavier recreation use made. I think it has been my observation of the wilderness areas that I am familiar with in my own State because I was involved in them when they were put through under the original act. That was put in and then those that were added since—as the Forest Service stated, there were higher recreation uses made of certain areas. They would need limited facilities, and I can readily agree with that, if you are going to let people in in those numbers.

Now, when the original Wilderness Act was reported to Congress, we had a very long and tedious trail, as you recall, when it was sent to the House, and we finally came up with what we thought were the true wilderness areas. But at that time the testimony and everything led to a more or less true wilderness area, one that would have, it was pointed up, a very limited use. But it would be in pristine character as it was for all times, and it would be visited by people, but not by organized groups.

We are experiencing now the outfitters and packers and the people who come in are not those who are here testifying back in the days when the Wilderness Act was perfected. It was a little bit different testimony than what is taking place at the present time, as far as those who use the wilderness. We watch them drive up in buses where they unload 150 to 200 people. They have their guides, their equipment;

most of it is packed in by pack horses; and they go back into the wilderness areas. They use the same trails, and I am glad to hear that the Forest Service is starting to disperse some of those organized packers and outfitters so that they are not all found in the same places; because there again, I think there is a need for certain limited facilities that are going to keep the areas sanitary and otherwise protected from the overuse of a limited area.

Are you people following that, too, very closely?

MR. CRANDELL. We are, Mr. Johnson. I am not personally, but I am aware of the problem that Mr. Steiger raised also, of the packer and the actual use of horses in areas, in the same area by different groups, all one summer. They have considerable impact.

We are pleased that the Forest Service is attempting to disperse them, too. But I really do believe that the Forest Service and other land management agencies are going to have to face up to the fact that with the increase in population, the increase in leisure time, the interest generated in the great outdoors, we are going to have to limit this as well, eventually. It should be pointed in this direction in planning today.

I know the Forest Service and the Park Service are, in order to protect the area, and not so much to restrict people, but in order to protect the area from over-population.

MR. JOHNSON. We used to have some fairly remote areas in California, but very little of it is remote any more. But the 21 million people there, the visitors that would come to the West—tourism is a big business in our State. We are finding out now that hardly any places promote because they find ways to get them to the outer boundaries, and then they move in. I think we have to really take care of some of this high recreation use on areas outside the wilderness, really. I really think so.

MR. CRANDELL. I think that there may be a slight misconception as far as the Flat Tops is concerned here. I mean, it is understandable because we are focusing only on this area and areas immediately adjacent to it. But that is not all of it. The white area before, within the black line, the areas outside of that, too.

Is there not, Mr. Roederer, quite a bit of country in that area?

I believe there is ample opportunity.

MR. JOHNSON. As I understand the Forest Service to say here that they are thinking professionally that this type of area should be provided outside of the wilderness area to take off a good deal of that recreation uses and be satisfied some of these groups and organized people coming up, besides taking them into the wilderness.

Now, if they could station a good number of them outside of the wilderness, and then there may be a few that want to hike into the wilderness and get the real wilderness experience. To me, I think they have a logical argument there.

I know in our own State we are worried about it. We are bringing in some more wilderness areas. We figure we are going to set them up and make them recreation areas.

MR. CRANDELL. Mr. Johnson, I think that one of the changes that has occurred in the last 10 years is in the minds of at least some people, myself included, that the Wilderness Act is not necessarily a recreation kind of act.

The Forest Service administers the wilderness as a recreational resource. The wilderness program is handled in with recreation. We have no argument with that at all. But I do think that the changes occurring, that there are more people becoming more interested in preserving wilderness for its own sake, and that more people get so-called enjoyment out of the simple knowledge that the wilderness is there.

Mr. JOHNSON. That is one concern of mine.

If we are going to set up a wilderness area, I would like to protect that as such and have it there. That would satisfy those who want to have a wilderness area but would never visit it; and it would satisfy those few who would want to take advantage of the wilderness experience.

But when you move into a 300-person sized group, I think it ceases to be a wilderness.

Mr. JOHNSON. The true concept of the Wilderness Act, when they perfected that in the midsixties, and had quite a time with it—

Mr. CRANDELL. Yes, sir. I would like to make this observation. I think I know whereof you speak, Mr. Johnson. I was up at the law library in Alaska summer before last, and at one campsite, there were leftover packets of Morton frozen turkey dinners—little aluminum trays and all this kind of thing. So people are going to get into these areas and use them, regardless.

Mr. JOHNSON. Well, Alaska is pretty remote at the present. But I presume that with the development that is taking place, and statehood up there—well, Alaska is going to be a different country, too, before too long; and they are setting aside a lot of it now for various purposes to the State, as well as to the Federal Government. We hope that they will protect it. A good deal up there is the natural state, but here again, if a person wants to go in the country, they are going to get there, and come right up to where access is provided. Before long, they will be in great numbers there, too.

Mr. CRANDELL. Yes, sir.

Mr. JOHNSON. Mr. Steiger?

Mr. STEIGER. Yes, Mr. Chairman. Thank you.

Harry, it is nice to see you. I would hate for the record to go sterile and barren when you have got this great verbiage, and while I realize this would be included in the record, I think it deserves extra emphasis, because you have not lost your touch. Even the most discerning wilderness user may revel in reverent solitude amidst the natural scenery of snow-capped peaks, rushing streams, tranquil lakes, and meadows resplendent with wildflowers. That is good, Harry, and I am just sorry I cannot do it justice, but it is very good. And I recognize that is the concept with which you sincerely pursue this ever-expanding acreage; and I am glad it is you, because at least I feel that while you may never agree with me, at least you will listen, and weigh what some of us have to say.

Has it ever occurred to the Wilderness Society, as a society, that with this emphasis on ever-expanding wilderness, the Forest Service apparently now willing to join the race to see how many acres we can include in the wilderness; that the one inevitable result of that, beside all the positive points—the one inevitable result is to concentrate on

exactly what the chairman is talking about, the increased recreation activity, in what is left, thus absolutely certifying its destruction, or certainly accelerating it? Now, it seems to me that the Wilderness Society could do well to consider either middle category, as we have discussed before, in which you allow partial development in order to better handle the kind of groups that the chairman was talking about; in which you recognize that the recreation pressure is a very real pressure, in which, in spite of what I consider rather impressive visitation figures of the Forest Service, the total of them do not scratch the recreation needs of the country quantitatively.

It would seem to me that you would join with us in an attempt to come up with—really, I do not think we need a new legislative designation. But if we have to, to ease the minds of the people who are never going to visit any of it, but are going to feel better—and frankly, I have never been able to understand that—that is fine.

It occurs to me that we had better get about it, because otherwise, we are just going to end up in a situation in which only the very few people who are concerned about it are going to press for the ever-expanding wilderness. The few people who resist do so for crass commercial reasons, and of course they are never very satisfactory. We are going to end up destroying, hastening the destruction of some other very valuable areas, which are going to receive increased pressure as a result of being denied access to what I agree are the very unique areas; and I wonder—has the Wilderness Society ever considered that approach from a middle ground?

Mr. CRANDELL. Yes, we have, Mr. Steiger. It is usually a dangerous thing to play about with nature, but we do look at the 180 million acres in the national forests as an acreage figure, and say to the Forest Service in this area, we are considering something like 20 to 25 million acres as potential wilderness; that this is a certain percentage of the total, and so therefore that is not too much.

On the other hand, we would like to see a more balanced Forest Service program; not only wilderness, but the staffing and manpower and money to really have a bill, or a multiple use program, of the national forests.

We are unable to do it at this point in time, but we do think that there are opportunities for immediate recreation areas, I guess you would call them, developed recreation areas outside the areas that the Forest Service itself has chosen for the wilderness. I had in mind perhaps Rock Creek Canyon. I have not been there for a number of years, but I imagine that is terribly overused now.

Mr. STEIGER. It certainly is.

Mr. CRANDELL. We like to think there are a lot of opportunities for that kind of thing or that kind of area, with certain limitations. Forests have not been touched yet where timber harvest practices could continue, where the developed areas—grazing and water development, and so forth. We have been lately looking into the opportunities of this kind of approach, and the so-called Humphrey-Rarick bill, which requires the Forest Service to come up with some long-range planning objectives in the plans; and we are hoping that we will get a chance to participate in that kind of planning process, because we do want to help.

Mr. STEIGER. Just in one specific area—on page 7 of your statement, you refer to H.R. 3864, which I believe is Congressman Johnson's bill, as containing 212,106 acres. We are advised that that figure ought to be nearer 235,000. Are you aware of that?

Mr. CRANDELL. I only learned that this morning.

Mr. STEIGER. You accept that? So the record can stand corrected without any dispute over it?

Mr. CRANDELL. Yes.

Mr. STEIGER. Thank you, Mr. Chairman.

Mr. JOHNSON. The gentleman from Massachusetts?

Mr. TSONGAS. I would only take, perhaps, some exception to the statement that it is not likely that people would have a sense of pleasure knowing that a wilderness exists, even though they are unlikely to ever get there. I come from Massachusetts, and there are a lot of people in my district who I think qualify under that category.

I would just like to say that I commend your society, what you are doing. I am glad there is someone out there who is taking the time to invest the effort to bringing this kind of awareness to us. I do think it is the kind of thing that if we do not act we will eventually get to the point where you simply cannot.

I was intrigued by your use of the word "critter." The first live human being that I had ever been exposed to, outside of Gene Autry and Roy Rogers, to use that word—so I find this committee assignment very intriguing.

Mr. JOHNSON. I might say, in answer to the gentleman from Massachusetts, from way back when, the Congress went out to set aside the great Federal forest reserve that we have now, that we are talking about; which encompasses 80 million acres of the United States and Puerto Rico. They too wanted a forest; they wanted a Federal reserve set aside, and this was spearheaded by very few people. But it expanded into 180 million acres of land held by the Forest Service or by the Bureau of Land Management. And the National Park Service came into being at about the same time, I presume.

I think by and large they have done a pretty fair job protecting that, what we have today. I have lived all my life in the forests of California, and they were there when I was a teenager, fishing and hunting, running through the forests in the summertime—I did not get through in the wintertime; the roads were closed with snow, and nobody used the forests in the wintertime. But today, it is a different story. It is a year-round recreation area now. They have stood the test of time, and I think the expertise that has helped the Forest Service at the present time—they are very dedicated to their job of watching over those vast holdings that we have. By and large, they do a pretty fair job, and I know that in California, we have got timber, and put all of our forests that exist there in the State ever since they were set aside, and there is still a very large use made of the forests for lumbering, grazing, recreation, fish and wildlife, watershed management—a little of everything.

I think it is very healthy. Many of those forests were worked the heaviest—when I was a kid—and it has been a long time ago—I think we have to give them credit, that set this aside. They wanted a Federal forest reserve, and they did that a long, long time ago. Some of them

have never visited these forests. But now we have the masses out there, too. God help us, we have some place for them to go and seek their recreation.

So I think that they will be able to work out a reasonable wilderness system. I think the Forest Service does a good job, by and large. We have a lot of people complain to us that they are restricted from doing this, doing that, doing other things. But I think it is all for the better.

Mr. CRANDELL. Yes, sir.

Mr. JOHNSON. Are there any more questions?

Mr. TSONGAS. Just a final point. This weekend, I attended a conference in which they were discussing the food basket, if you will; and the statement was made that the United States has done more to preserve its farm belts than any other country, in terms of the restoration of the soil. Do you find that to be the case?

Mr. CRANDELL. Well, compared with 1934, I think we were the first country to get involved, to have a soil conservation service. I do not know whether it is best or not.

Mr. STEIGER. Volumewise, but not qualitative.

Mr. CRANDELL. I am not that familiar with the agricultural problems of the country.

Mr. JOHNSON. We want to thank you, Mr. Crandell, for coming here and giving us the benefit of your testimony and your expertise in answering questions this morning.

The next witness will be Christopher D. Williams, Colorado River Water Conservation District.

Mr. Williams, you were here with us last year?

Mr. WILLIAMS. Yes, in September, or earlier.

Mr. Chairman, members of the subcommittee, I am appearing today for Mr. Raleigh C. Fisher, the secretary and engineer of the Colorado River Water Conservation District who was unable to appear.

Mr. JOHNSON. Did he have a prepared statement or do you have one?

Mr. WILLIAMS. No, sir.

I would like to make some oral comments and request that the record remain open.

Mr. JOHNSON. The record will remain open so that you may put a written statement in if you so desire.

[The following prepared statement was subsequently submitted for the hearing record.]

THE COLORADO RIVER WATER CONSERVATION DISTRICT

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STATEMENT OF

THE COLORADO RIVER WATER CONSERVATION DISTRICT

BEFORE THE SUBCOMMITTEE ON PUBLIC LANDS

OF THE UNITED STATES SENATE COMMITTEE

ON INTERIOR AND INSULAR AFFAIRS

HEARINGS ON

SB 268

TO DESIGNATE EAGLES NEST WILDERNESS

ARAPAHOE AND WHITE RIVER NATIONAL FORESTS

EAGLE AND SUMMIT COUNTIES, COLORADO

AND

SB 267

TO DESIGNATE FLATTOPS WILDERNESS

ROUTT AND WHITE RIVER NATIONAL FORESTS

GARFIELD AND RIO BLANCO COUNTIES, COLORADO

Glenwood Springs, Colorado

April 3, 1975

Submitted for the Record on HR 3864, A Bill to Designate Flattops Wilderness

Submitted May 16, 1975

Mr. Chairman Haskell, Congressman Johnson, Congressman Steiger and Members of the Subcommittee:

The Board of Directors of The Colorado River Water Conservation District has directed that this statement be submitted to the Subcommittee for inclusion in the record of this hearing and that Mr. A. Allen Brown, President of the District, Mr. Hugh Caldwell, Rio Blanco County Director of the District, and Roland C. Fischer, Secretary-Engineer of the District, appear at this hearing to testify concerning SB 267 and SB 268, (94th Congress, 1st Session) bills to designate two wilderness areas in Colorado, the Flattops and Eagles Nest, respectively. We understand that the original intention was for this to have been a joint hearing with the House Public Lands Subcommittee to consider the companion House Bills (HR 3864 and HR 3863, respectively) but official joint hearings did not materialize. Although this statement and the associated oral testimony must be directed to the Senate Bills, we have taken some liberty and included comments on the House Bills.

First, the Board and staff of this District wish to express appreciation and thanks to the Subcommittee for the opportunity to submit this statement and present the associated oral testimony, and especially to thank Senator Haskell, Chairman of the Senate Public Lands Subcommittee, and Congressman Johnson for holding this hearing in western Colorado, the area in which the two wilderness areas would be established. The Members of the Senate and House Subcommittees present have made a special effort to meet and hold this hearing during the Congressional Easter recess and take time from their own vacation. We appreciate this very much.

This District has previously submitted statements and presented oral testimony on the proposed establishment of these two wilderness areas, but for the record and ease of reference for the Subcommittees staffs, we will briefly repeat some of the background information.

The Colorado River Water Conservation District (often called the River District) was established by the Colorado General Assembly in 1937 (CRS 1973, Title 37, Chapter 46, Section 101) and is governed by a Board of 15 Directors who are appointed by the Boards of County Commissioners of the 12 counties and parts of 3 counties included within the District. Both the Eagles Nest and Flattops proposed wilderness areas are wholly within the River District's boundaries.

The River District is charged with certain responsibilities concerning Colorado's water resources and some of the District's general responsibilities are found in CRS 1973, 37-46-101, "Legislative declaration".

"37-46-101. Legislative declaration. In the opinion of the general assembly of the state of Colorado the conservation of the water of the Colorado River in Colorado for storage, irrigation, mining and manufacturing purposes and the construction of reservoirs, ditches and works for the purpose of irrigation and reclamation of additional lands not yet irrigated, as well as to furnish a supplemental supply of water for lands now under irrigation, is of vital importance to the growth and development of the entire district and the welfare of all its inhabitants and that to promote the health and general welfare of the state of Colorado an appropriate agency for the conservation, use and development of the water resources of the Colorado river and its principal tributaries should be established and given such powers as may be necessary to safeguard for Colorado, all waters to which the state of Colorado is equitably entitled under the Colorado river compacts". (Emphasis added).

Map 1 attached shows the River District, the 1975 Directors, their respective counties and the relative locations of the proposed Flattops and Eagles Nest Wilderness Areas.

The River District is the primary western Colorado water policy and resource body and the principal headwaters of the Colorado River originate within its boundaries. Approximately 53% of the gaged flow and 62% of the calculated undepleted or virgin flow at Lees Ferry, Arizona (the 1922 Compact dividing point between the Upper and Lower Colorado River Basins) originate within the boundaries of the District. However, because of two Congressionally-ratified compacts (1922 and 1948) the entire State of Colorado may use only about $\frac{1}{4}$ of the scarce Colorado River water and it can be used anywhere in the state. (The River is also the subject of a treaty with Mexico creating a recognized obligation of the Federal Government).

The State of Colorado straddles the Continental Divide with most of the water on the western slope and most of the population on the east slope. Because the waters of the state may be used anywhere in the state, between 450,000 and 500,000 acre feet per year of the very high quality Colorado River headwaters are currently being transverted to eastern Colorado; there are plans to significantly increase these transversions. Salinity of the Colorado River is a serious problem and certainly the taking of this high quality water has a measurable detrimental effect on dissolved solids concentration in western Colorado, and, indeed, in the entire Colorado River Basin. Additional specific comments on salinity are included below.

The Subcommittees and their staffs are aware of several of the many schemes to transvert to the metropolitan eastern slope of Colorado even more water from western slope Colorado River Basin streams. Two of these schemes involve streams within or near the proposed Flattops and Eagles Nest Wilderness areas. One of the proposed transversions would affect the Flattops Wilderness by taking the headwaters of the South Fork of the White River at the Meadows into the Colorado River as partial replacement for the transversion of about 133,000 acre feet per year out of the headwaters of the Colorado River. The other proposed transversion involves the taking of about 160,000 acre feet per year from streams of the proposed Eagles Nest Wilderness.

We have heard comments to the effect that the water resources controversies that surround these two wilderness proposals are not legitimate questions to be considered in the process of determining wilderness boundaries. This may be true in the abstract and philosophical intent of the 1964 Wilderness Act, but the controversies have been part of the issues and probably can not be ignored. The final boundaries could either help safeguard the rivers while establishing the wilderness values and permitting beneficial use of water in the basin where it can be efficiently managed and used by downstream Colorado River Basin States or could encourage transversion out of the basin and the loss of even more water from the already critically short Colorado River.

The Subcommittees and their staffs are well aware of the pressure by special interests during the 93d Congress to modify the Flattops and Eagles Nest

boundaries to permit easy gravity transversions of wilderness area streams. The District's own proposed water resources development on the South Fork of the White River has been modified to accomodate the Flattops boundaries and specifically the Forest Service's July 1974 "Management Line". The water resources question, therefore, is not easily separable in establishing these two wilderness areas.

At its July 16, 1974 meeting the Board of Directors of this District passed the following motions:

"To vigorously pursue and urge the revision of the boundaries of the proposed Flattops Wilderness area as those boundaries are currently drawn in Senate Bill 702, 93d Congress, passed by the U. S. Senate, now being considered by the U.S. House of Representatives, and urging boundaries for a Flattops Wilderness area similar to those boundaries drawn on a map in July 1974 by the U. S. Forest Service."

"If there are additional hearings on the bill pending in Congress to create the Eagles Nest Wilderness area, a statement shall be submitted and oral testimony shall be presented supporting the original boundaries proposed by Congressman Jim Johnson in his November 1973 testimony."

These two motions are still the policy of the River District.

PROPOSED EAGLES NEST WILDERNESS AREA

As the River District understands the history, the Eagles Nest boundaries originally introduced in the 93d Congress were modified in the Senate Public Lands Subcommittee to exclude 3 parcels of private land which did not meet a strict test as wilderness, one small parcel including an existing road, and a larger parcel of approximately 3800 acres. The larger exclusion also accomodates a potential revision of a section of the collection system and west portal of the proposed Vail

Pass Tunnel features of the Denver Water Board's proposed Eagle-Piney transversion. The small parcel including the existing road may also not meet a strict test of wilderness but is the location of the east portal of Denver's Vail Pass Tunnel which would take Eagles Nest Wilderness waters under the Continental Divide to Dillon Reservoir and on to Denver and surrounding suburbs.

There appears to be an inconsistency between the Senate and House Bills as to total acres in the proposed Eagles Nest Wilderness Area. The Senate Bill (S 268) calls for 128,374 acres. The House Bill (HR 3863) calls for 125,000 acres. We are told that the acreage in the House Bill should be 135,000 acres. This can probably be resolved in conference and by the respective staffs. However, for clarity, the River District requests that the Subcommittees (both Senate and House) report to their respective bodies an Eagles Nest Wilderness Bill with boundaries as urged by Congressman James P. Johnson of Colorado's 4th District, the District in which the Eagles Nest area is located, in his statements of November 8, 1973 and September 19, 1974. This boundary would probably contain approximately 135,000 acres. Congressman Johnson urged the adoption of the Eagles Nest boundary in HR 8843 (93d Congress) partly to help reduce the chances of hasty construction of the new transversion from Eagles Nest Wilderness area streams by the Denver Water Board. The HR 8843 boundary was suggested in part to provide a reasonable amount of time to study and determine the water requirements and potential future use of a portion of Colorado's share of scarce Colorado River water resources in western Colorado, and the impact of this massive potential new transversion on the critical question of the salinity of the Colorado River.

Certainly western Colorado is aggressively pursuing its present and future irrigation projects, but the greatest near-term increase of Colorado River water use in western Colorado will very likely be energy-associated, particularly related to the development of shale oil and coal for the benefit of the entire United States. The President's budget for Fiscal Year 1976 (and Transition Quarter) requests funds for construction starts on the Dallas Creek, Fruitland Mesa, West Divide and Savery-Pot Hook Projects in the Colorado River Basin. These projects are all senior in priority to the Denver transversion. Further, there are about 700 cfs of energy-associated water decrees in the Colorado River Basin that are senior to Denver's transversion proposal. The Eagles Nest boundaries should not be modified to encourage the transversion out of the basin by a junior claimant who has the money for crash water grab construction programs to attempt to override the priority system when the President and Congress intend that the water be used by the senior in-basin projects that are to be built by the means of Congressional appropriations.

As previously mentioned, the matter of dissolved solids concentration (salinity) in the Colorado River Basin is important. The seriousness of Colorado River problems caused by out of basin transversions of high quality water is emphasized in a July 8, 1974 letter from John A. Green, Region VIII EPA Administrator, to Mr. James M. Ingles, Regional Director of the Lower Missouri Region of the Bureau of Reclamation. The Environmental Protection Agency's letter comments on the Draft Environmental Statement for the Extension of the western Colorado collection system of the Fryingpan-Arkansas transmountain diversion.

The EPA letter discusses two subjects pertinent to these hearings: water supply and the effect on water quality by the transversion of high quality water out of the basin. On page 2 the letter states that "A possible conclusion is that the river may not, in the future, provide sufficient water to meet FAP (meaning Fryingpan-Arkansas Project) diversions and maintain existing water compacts". The EPA letter says that the annual cost from salinity increase contributed by the FAP diversion taking high quality water out of the Colorado River Basin is \$920,000 (page 3). Newer, more reliable data indicate a higher cost due to salinity increase. This will also apply to the diversion from the Eagles Nest Wilderness proposed by Denver, of course.

The EPA notice in the December 18, 1974 Federal Register (pp 43721-43723) speaks to salinity control policy and standards procedures for the Colorado River System. One page 43722 is found the language:

"The Environmental Protection Agency (EPA) will require that the standards and implementation plan consider the impacts of basinwide uses, e.g., transmountain diversions on salinity effects in the System..."

Salinity of the Colorado River is also the subject of intense Congressional interest. On June 24, 1974 the Colorado River Basin Salinity Control Act (PL 93-320) was enacted. This Bill authorized the total expenditure of \$280,600,000 in both the Upper and Lower Colorado River Basins. Of this amount \$125,100,000 will be expended in the Upper Colorado River Basin. The Grand Valley of western Colorado produces the highest per acre irrigated crop values in the State of Colorado.

(Governor Lamm has recently been quoted as wanting to protect the State's agricultural base). The Bureau of Reclamation tells us that approximately \$60,000,000 will be spent in the Grand Valley in the Grand Valley Salinity Control Program. The potential transversion of an additional 160,000 acre feet to the metropolitan eastern slope of Colorado, which would be made easier by Eagles Nest Wilderness boundaries other than those urged by Congressman Johnson and the River District, would essentially negate the \$60 million salinity control measures in the Grand Valley.

Assuming that the 160,000 acre feet of water has an average dissolved solids concentration of 50 parts per million (ppm), and most of this water is of higher quality, that is less than 50 ppm, the dissolved solids concentration at the State Line near the Grand Valley will be raised by 24 ppm. This is equivalent to dumping 132,000 tons of salt per year into the Colorado River at that point.

The Bureau of Reclamation estimates that it costs \$25 per ton to remove the salts from the River in the Grand Valley. At 132,000 tons equivalent, the annual salinity cost to accomodate Denver's transversion from the Eagles Nest is \$3,300,000 (132,000 tons x \$25). We urge the Subcommittees consider these costs.

Water resources developed and applied to beneficial use in the Colorado River Basin can be managed and used by the other Colorado River Basin states. Water taken out of the basin is lost to the entire basin.

The River District respectfully urges the Subcommittee to recommend the Eagles Nest Wilderness Area boundaries (approximately 135,000 acres) as recommended by Colorado's 4th District Congressman Jim Johnson's HR 3863, 94th Congress, 1st Session.

PROPOSED FLATTOPS WILDERNESS, COLORADO

There also appears to be an inconsistency between the Senate (S 267) and House (HR 3864) Bills in the 94th Congress as to total acres in the proposed Flattops Wilderness area. Again, this can probably be resolved in conference and by the respective staffs.

The Subcommittee is aware of the problems maintaining existing reservoirs, ditches and headgates in wilderness areas where the use of machinery is restricted. The District requests that the Flattops Wilderness boundaries be set to leave existing water resource facilities out of the wilderness. The boundary on the map we submit will do this.

In setting Flattops Wilderness area boundaries we request that the Subcommittee give consideration to Ripple Reservoir, a feature of the Yellow Jacket Project to be built on the North Fork of the White River. We ask that the boundary be set in that area to permit construction and operation of the reservoir. The boundary should be no lower than the 8800 feet contour line.

The District has previously submitted statements and presented oral testimony to the Subcommittees on the proposed Flattops Wilderness. In the 1973 testimony we attached a copy of the complete Federal Power Commission Preliminary Permit (FPC #2647). The permit describes the District's proposed multipurpose water resources project on the South Fork of the White River. Since the earlier testimony, the District has continued work under the preliminary study permit and at this time has invested approximately \$189,000 in work under the permit. This work includes the study of alternatives and environmental assessments.

Our environmental team was in the field in February and early March 1975.

The Federal Power Commission permit, as issued, included a reservoir in the Meadows area and a pumped storage hydropower facility utilizing the natural Crater Lake and an afterbay in the South Fork Canyon. The District, as applicant, is specifically required under Article 12 of the Permit to "...make a thorough analysis of his need for the proposed Crater Lake pumped storage forebay and shall determine whether satisfactory alternative forebay sites exists". The District has met with the U. S. Forest Service and conducted field investigations and believes that a satisfactory alternative to Crater Lake, as a pumped storage forebay, can be located. At this time, subject to more detailed investigations, it appears that there is an alternate in the Corral Creek drainage on the rim to the south and above the South Fork dam site. Water storage and conventional hydropower will be combined into the South Fork Reservoir, which will also be the afterbay for the approximately 525 megawatts of pumped storage hydropower.

The South Fork Reservoir could be controversial, but has the advantage of leaving untouched some 10 miles of upstream river. It is located in a canyon which is partially in its natural state and partially disturbed with approximately 10 cabins on private land. However, a reservoir at this location has several advantages and the River District is charged with the responsibility of studying the effects and alternatives. As a water resource facility it will provide gravity flow for municipal, industrial and agricultural uses downstream and it will not inundate any presently irrigated land. It will be an energy producing facility through conventional hydroelectric generation and pumped storage peaking power.

In July 1974 the U. S. Forest Service, at the request of the House Subcommittee, drew lines departing from the Senate passed Flattops Wilderness boundary (S 702, 93d Congress). That Forest Service line was to delete areas where the Forest Service would probably experience the greatest problems in managing a Flattops Wilderness having a boundary proposed by the Senate. The Colorado River Water Conservation District has modified and compromised its proposed project to accomodate the Forest Service's "management line". The boundary suggested by the River District is the Forest Service Management Line. It is one that will permit a Flattops Wilderness area having true wilderness boundaries that can be optimumly managed by the Forest Service concurrently with the utilization in western Colorado of water resources and energy producing facilities. Although the District's permit includes a reservoir at the Meadows, our investigation indicates that the Meadows has wilderness value and should be included in the Flattops Wilderness.

Environmental work is being conducted under the direction of Dr. John Marr of the University of Colorado, and has been on-going since 1973 and is still continuing. If the River District applies for an FPC license, an Exhibit W (environmental assessment) must be filed and there will be opportunity for comment by State and Federal agencies and the public. The environmental work is, of course, not completed at this time, but the River District is the only responsible agency or group that has or is actively making an objective assessment and/or inventory of the environment of the South Fork of the White River and that is

preparing unemotional data on the potential effects of the proposed water resource facility. Just reading about the area or cursorily looking at it does not do the job.

We understand that there has been some claim that the River District need not use the South Fork site at all, that there are alternative sites that are just as good. So far as we can determine, the claim of alternate sites has been made without responsible investigation to back it up. The River District has investigated alternative sites and so far has not found any with the cumulative advantages of the South Fork site.

There are really only a few really viable dam sites ⁱⁿ western Colorado and the South Fork dam site is one of them. Additionally, there are other reasons that the alternatives are not desirable.

The South Fork site is an energy producer and the South Fork Dam and Reservoir can produce about 17 million kilowatt hours per year of conventional hydropower and the facility will have about 525 megawatts of installed pumped-storage peaking power. South Fork Reservoir can serve Colorado-Federal Oil Shale Tracts Ca and Cb by gravity. Other downstream alternatives would inundate productive irrigated land and/or would require pumping into and out of offstream sites, or would have other disadvantages. One alternative offstream site that requires pumping would result in a negative equivalent of electrical energy difference of 155,600,000 kilowatt hours per year compared to the South Fork site. This includes the loss of 17,300,000 kilowatt hours annually of energy if the South Fork site is not built. This alternative is a massive energy

consumer and it must be assumed that the pumping energy would be from coal-fired thermal power plants and that about 78,000 tons of strip-mined coal per year will be required. Even with the best emission controls available, the pumping energy requirement will result in 31 tons of annual particulate discharge and 300 tons annually of SO₂ emissions.

The White River, as a water source, is also of interest to the Department of Interior. A June 20, 1974 Interior Department press release stated that the Secretary of Interior has asked Congress to authorize the study of 32 rivers in 24 states to determine their suitability for addition to the National Wild and Scenic Rivers System. "In the case of rivers where energy-related development is likely, such as the Sweetwater, Little Missouri, White and Yellowstone Rivers, the studies would be carried out within one year of authorization". The Department proposes to study the entire White River in Colorado and Utah. The Bureau of Reclamation has issued a report dated September 1974, "Alternative Sources of Water for Prototype Oil Shale Development, Colorado and Utah", which discusses White River water resources. Literally all of Colorado's oil shale occurs within the boundaries of the River District, as shown on map 2.

The "Report on Water for Energy in the Upper Colorado River Basin" by the U. S. Department of Interior Water for Energy Management Team discusses (pages 68-70) oil shale related to the White and Yampa Rivers in western Colorado:

- "1. Much of the projected water demands will be dependent on surface storage. This is especially true in the White River and Yampa drainages of Colorado where

"90 percent of the oil shale deposits and much potential coal development are located. (Emphasis added)

"Construction of this storage, if developed to optimize multiple water use of objectives, must be scheduled so as to meet the energy development time table.

"This means that storage projects capable of providing industrial water should be placed under construction as soon as possible. Potential storage in the White and Yampa River drainages such as the Yellow Jacket and Lower Yampa Projects, should be evaluated along with the wild and scenic river potentials and environmental values and the selected plan implemented as quickly as possible. The alternative is to rely on private sector construction which would result in single-purpose water developments".

As the Subcommittees are well aware, there is a deep concern over wilderness areas, the esthetic values of western rivers and the environment in general; and properly so. However, there is also just as deep a concern over water availability for power, agriculture, municipal and energy-associated uses. The South Fork of the White River is like all snow-fed western rivers in that some storage will be necessary to supply these uses. The River District is the only responsible organization that has the capability and is actively studying the relationship of the potential beneficial use of a portion of the South Fork of the White River and wilderness values and can present an objective comparative analysis in the relatively near future.

The River District respectfully requests the Subcommittees to designate the boundaries of the proposed Flattops Wilderness as they are suggested by the River District on the map submitted with our oral testimony. The boundary requested by the River District would leave 2% of the lands in the S 267 as we understand the boundaries of the Flattops Wilderness out of the final boundaries. The River District's preliminary study permit was issued by the FPC before the Flattops Wilderness legislation was introduced in the 93d Congress. In light of today's critical water-energy-wilderness questions and choices, the River District should not be precluded from continuing its objective study. We request that the lands from approximately Park Creek downstream along the South Fork of the White River be left out of the Flattops Wilderness and under the continuing jurisdiction of the Federal Power Commission.

If, however, the Subcommittees should prefer to conditionally include these lands into the Flattops Wilderness at this time, we request that they be left under the jurisdiction of the Federal Power Commission until an objective decision can be made by the River District about applying for an FPC license.

We have prepared suggested language as an amendment to the Bills proposed to designate the Flattops Wilderness area. This language is suggested for Section 4, with Section 4 to be renumbered Section 5.

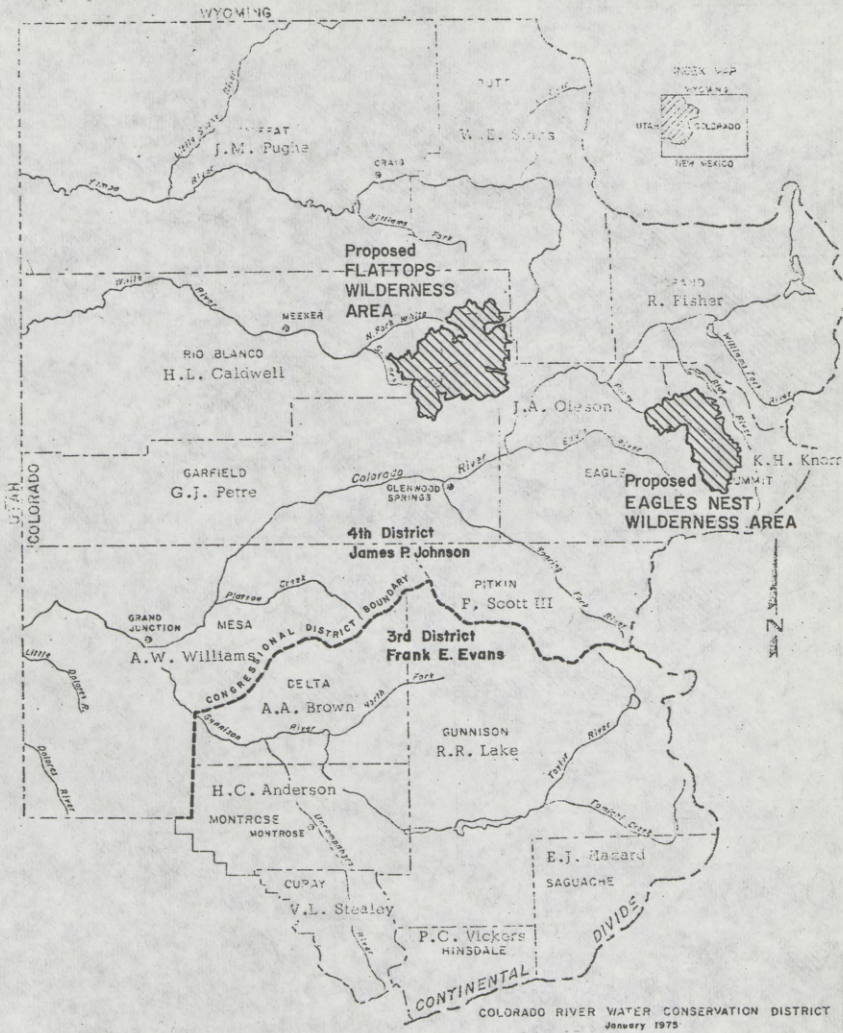
"Section 4 - Nothing contained in this Act shall be construed to supersede, repeal, modify or impair the existing jurisdiction of the Federal Power Commission over that portion of the South

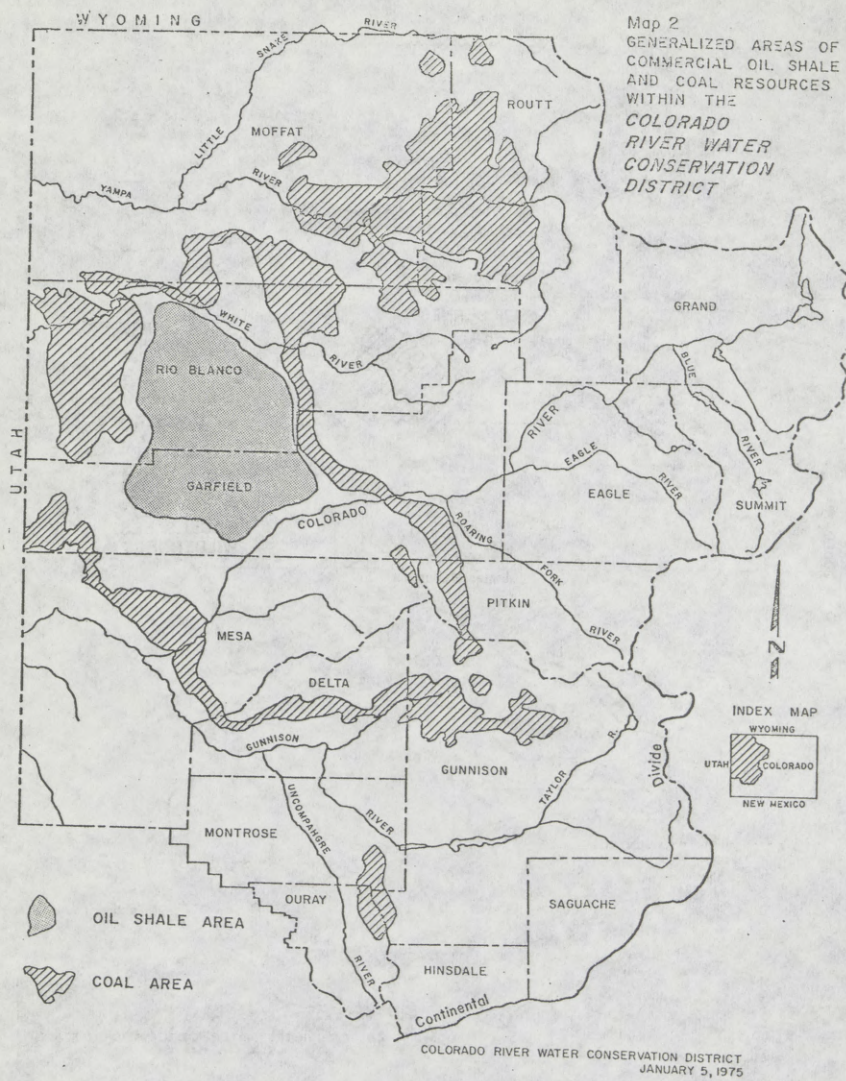
"Fork White River Basin from and including the confluence of Park Creek downstream for a period of ten years from the date of passage of this act."

CONCLUSION

The River District observes that if modification of the proposed Eagles Nest Wilderness boundaries permitting a water resource development that will transvert high quality water out of the Basin is proper, it is consistent and equitable that the Flattops boundary be modified slightly to permit a water resource development for use in the Colorado River Basin. We ask that the Subcommittee set Flattops Wilderness boundaries as requested by the River District.

Map I





**STATEMENT OF CHRISTOPHER D. WILLIAMS, COLORADO RIVER
WATER CONSERVATION DISTRICT**

Mr. WILLIAMS. The Colorado River Water Conservation District is composed of 12 counties in Colorado and parts of three others, and it has been conducting a study pursuant to a Federal power permit which it received—actually a preliminary permit from the Federal Power Commission—that it received in December of 1972.

These studies have indicated to the district the desirability and feasibility, at least to date, of going ahead with the project near the area of the south fork. This area would comprise approximately 5,500 acres. The project that is currently being studied will be a multi-purpose water development facility that would provide water by gravity flow for municipal irrigation and industrial uses. It would also provide power in the form of conventional hydroelectric generation and pump storage for peaking power.

The district respectfully urges that that area, from Parker Creek downstream along the south fork of the White River be excluded from the wilderness proposal. The district has also made studies of another area pursuant to its permit; that is, an area further to the east, and it is really the area upstream from Parker Creek, commonly known as the Meadows Area. Based on the studies that it has made, it feels that that particular area could be and should be included within the Wilderness Act.

Mr. JOHNSON. That area in red, there on the map?

Mr. WILLIAMS. Yes, sir.

The river district would like to emphasize that they are sensitive to the esthetic and environmental values of the western lands and the western rivers; but they are also deeply concerned about the future availability of sufficient water for agriculture, for industry, for municipal and energy-related uses.

The proposal for the boundaries that the district urges would result in the exclusion of about 2 percent of the lands that are now proposed for inclusion in the wilderness under the Johnson bill. What we would urge at this time is that the lands from Parker Creek downstream, along the south fork of the White River be excluded, and that the continuing jurisdiction of the FPC over that area, so that the district can complete its studies under its permit of the hydroelectric and the water potential in that area.

Mr. JOHNSON. Very good.

Are there two separate considerations in there?

Is there someone else concerned with a development in there besides yourself?

Mr. WILLIAMS. I am admittedly a poor substitute for Mr. Fisher on some of these points.

Mr. JOHNSON. Does your preliminary permit cover the two areas?

Mr. WILLIAMS. Yes, sir, it covers part of that area. The permit is 2647, it covers the project in that area called Rio Blanco.

I understand that there are some competing interests.

Mr. JOHNSON. Mr. Steiger.

Mr. STEIGER. No questions.

Mr. JOHNSON. We want to thank you for appearing here for Mr. Fisher. As I say, the record will be held open for any further written statement by either Mr. Fisher or yourself.

Mr. WILLIAMS. Thank you.

Mr. JOHNSON. If there are no further witnesses to come before the committee, the committee stands adjourned.

[Whereupon at 12:05 p.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

[Additional material submitted for the hearing record follows:]

HOUSE SUBCOMMITTEE ON PUBLIC LANDS
House Office Building,
Washington, D.C.

BOULDER, COLO., April 23, 1975.

THE HONORABLE JOHN MELCHER: I'm in favor of the Conservationist's proposals for the two bills that are presently in Congress for the preservation of wilderness in Colorado. These two bills being Senator Haskell's S. 267 Flat Top and S. 268 Eagles Nest.

I feel the Forest Service is taking a much stricter interpretation of the Wilderness Act than is necessary. The development in these areas are virtually unnoticeable. The timber value is tremendously outweighed by the need of wildlife for these areas and as far as the development of water in connection with Flat Top, I'm in favor of Senator Haskell's proposals. I would like this letter to be made part of the hearing records. Thank you.

Very truly yours,

LYNN RAMONDO.

APRIL 14, 1975.

DEAR REPRESENTATIVE MELCHER: The Enos Mills Group (Denver) of the Sierra Club continues to support a maximum wilderness area for the Flat Tops. We strongly urge that the area, including the Meadows and South Fork, be designated wilderness as defined in S 267 and HR 3864.

This area is unique in Colorado. Development of the South Fork is not desirable since alternates are available. Further, the South Fork is an important Native Trout river and elk migration route.

I urge you to act on these bills as written so that congressional action can proceed.

Please include this letter in the House Subcommittee on Public Lands hearing record.

Thank you.

ROLAND L. STEWART,
Chairman, Sierra Club Wilderness Committee.

APRIL 22, 1975.

THE HONORABLE MR. JOHN MELCHER: I am writing to let you know how I, a citizen of Colorado and the U.S., feel about the two bills concerning the Wilderness status of the Flattops and Eagles' Nest areas. I feel that boundaries proposed by conservation groups are the ones that deserve your support as a representative of the American people. Our wilderness areas are a priceless national resource which belong to all of us. To enact the boundaries as proposed by the Forest Service mean the destruction of some beautiful areas—just so that small amounts of marginal timber may be harvested.

The question is whether a logging company should gain short term benefits from exploiting the land or whether the American people should use and enjoy these wilderness areas for generations to come. The answer is obvious. It is in the best interests of the American citizenry that the larger boundaries as proposed by conservation groups be included in the Flattops and Eagle's Nest Wilderness areas.

I would like this letter to be made part of the hearing record.

Thank you,

STANLEY L. GOODWIN.

APRIL 19, 1975.

DEAR REPRESENTATIVE MELCHER: Please include this letter in the April 17th record of the House Subcommittee on Public Lands meeting.

I strongly OPPOSE dams for the creation of reservoirs in the Colorado River Water Conservation District, specifically on the South Fork of the White River.

I know there are alternatives for water outside the wilderness area. Your committee and everyone could "have their cake and eat it, too" with both water and an unchanged wilderness area.

I heartily SUPPORT Representative James Johnson's Bill (HR-3864) to establish the much needed Flattops Wilderness Area while I am AGAINST Arizona representative Sam Steiger's bill (HR-3507) which the Forest Service endorses.

I would appreciate your thoughtful consideration of my letter.

Yours truly,

MARY J. VAN DYKE.

4748 South Washington Street
Englewood, Colorado 80110

April 21, 1975

Representative John Melcher, Chairman
Subcommittee on Public Lands
House Interior and Insular Affairs Committee
House Office Building
Washington, D. C. 20515

Dear Congressman Melcher:

Would you please include this letter in the record of the April 17 hearing by your Subcommittee on H.R. 3864 and H.R. 3507 on the Flat Tops Wilderness?

I strongly support passage of H.R. 3864 by Representative Jim Johnson to establish the Flat Tops Wilderness. Favorable action on this matter is long overdue. I have visited the Flat Tops on many occasions and I am thoroughly familiar with its outstanding wilderness characteristics.

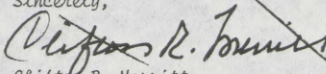
The provisions of H.R. 3507 by Steiger of Arizona pertaining to the Flat Tops represent the totally inadequate Forest Service proposal. The Flat Tops provisions of H.R. 3507 are unacceptable to me, as well as to the Governor of Colorado, the two previous Governors, the Colorado Division of Wildlife, some 45,000 Colorado conservationists, and many other citizens.

H.R. 3864 reasonably and properly protects lower undeveloped zones important to wildlife, such as major elk calving grounds, as well as the wild South Fork of White River. This beautiful undisturbed river is one of the few Colorado strongholds of the vanishing indigenous cutthroat trout and perhaps the last known source in the state of the Rocky Mountain Whitefish. These species require an undisturbed aquatic habitat for survival. Also, H.R. 3864 encompasses some of the more gentle terrain which is easily accessible and heavily used by thousands of citizens each year for weekend, family-type wilderness experiences.

The wilderness boundaries of H.R. 3864 are similar to those of S. 267 by Senator Haskell, except for four minor administrative boundary adjustments in H.R. 3864 which are acceptable.

Please approve H.R. 3864 promptly.

Sincerely,


Clifton R. Merritt

cc: Representative Jim Johnson
Representative Bill Armstrong
Senator Floyd Haskell

April 22, 1975

Honorable John Melcher;

The purpose of this letter is to convey my concern over the present debates dealing with the controversy of designating the Eagles Nest and Flattops region in Colorado wilderness areas. There are two bills that I wish to espouse, numbers (S.267) & (S.268), the passage of these bills would ensure the protection of vital wild forest resources such as the water-shed, wildlife and recreational attributes. I am employed by the U.S. Forest Service and I sincerely believe that a reassessment of the Forest Service policies should be made. In this day and age where outdoor recreation is augmenting more wilderness areas are needed because large densities of people will eventually affect them adversely regardless to how vigilant their camping and hiking practices may be. There should also be a substantial addition of lower elevation acreage included in these wilderness areas because we now have an over abundance of Alpine Tundra protected but not enough trees and lakes. I respectfully request that my letter be made part of the hearing record on this subject.

Sincerely yours,
Paul A. Mattingly
Paul A. Mattingly Jr.

2600 South Sherman Street
Denver, Colorado 80210

April 21, 1975

Honorable John Melcher, Chairman
Subcommittee on Public Lands
House Interior and Insular Affairs Committee
House Office Building
Washington, D. C. 20515

Dear Congressman Melcher:

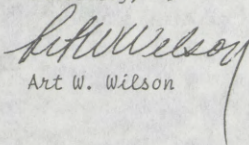
Please make this letter a part of the official record of the April 17 hearing by your Subcommittee on H.R. 3864 and H.R. 3507 on the Flat Tops Wilderness.

The provisions of H.R. 3507 by Steiger of Arizona are totally inadequate.

I strongly support passage of H.R. 3864 by Representative Johnson to establish the Flat Tops Wilderness.

Thank you.

Sincerely, /


Art W. Wilson

cc: Haskell
Johnson

2600 South Sherman Street
Denver, Colorado 80210

April 21, 1975

Honorable John Melcher, Chairman
Subcommittee on Public Lands
House Interior and Insular Affairs Committee
House Office Building
Washington, D. C. 20515

Dear Congressman Melcher:

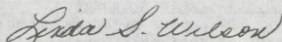
I strongly support passage of H.R. 3864 by Representative Jim Johnson to establish the Flat Tops Wilderness. I have visited this beautiful area many times and feel that it deserves wilderness protection.

H.R. 3864 would properly protect lower undeveloped zones important to wildlife, as well as the wild South Fork of White River. The inadequate provisions of H.R. 3507 by Representative Steiger are yet another example of the Forest Service's "wilderness-on-the-rocks" concept. The lower and more gentle terrain encompassed in H.R. 3864 provides excellent weekend, family-type wilderness experiences.

Please see that the Flat Tops gets the protection it deserves -- please approve H.R. 3864 promptly.

Would you include this letter in the record of the April 17 hearing by your Subcommittee on H.R. 3864 and H.R. 3507 on the Flat Tops Wilderness?

Sincerely,



Linda S. Wilson

cc: Representative Jim Johnson
Senator Floyd Haskell

STATEMENT OF FEDERAL TIMBER PURCHASERS ASSOCIATION
ON THE
PROPOSED FLAT TOPS WILDERNESS, COLORADO, H. R. 3507 AND H. R. 3864
BEFORE THE
SUBCOMMITTEE ON PUBLIC LANDS, COMMITTEE ON INTERIOR AND INSULAR AFFAIRS
HOUSE OF REPRESENTATIVES, WASHINGTON, D. C. - APRIL 17, 1975

The Federal Timber Purchasers Association is a trade association staffed by professional foresters. We are headquartered in Denver, Colorado, and our membership is comprised of forest products manufacturers from the Rocky Mountain States, South Dakota, Arizona, New Mexico, and Oregon, who are dependent upon federal lands for their raw material supply.

There are several critical points which must be considered before a Flat Tops Wilderness area is established on the Routt and White River National Forests in Colorado. The potential consequences of changing management patterns must be seriously considered before a wilderness area is created that includes land currently managed effectively under the multiple use concept.

1. The state of Colorado has recently passed land-use legislation which provides an opportunity to resolve current and future conflicts by means other than through wilderness designation.
2. Economics and feasibility of wilderness boundary administration are major factors to consider. The Forest Service currently faces personnel ceilings and inadequate budgets for handling its normal work load. In addition, there are the substantial additional burdens of candidate study area reviews, roadless area studies, environmental studies and statements, and court actions. Establishment of the wilderness area boundaries on obvious land forms will be less likely to generate additional administrative costs. This should be a major concern of this subcommittee in light of the nation's current economic conditions.
3. Stability in a manageable national forest land base is extremely important. The number of acres annually put under timber management has been reduced on national forests in Colorado over the past ten years as acreages available for multiple use management have diminished. If all acres now under study in Colorado are incorporated into the National Wilderness Preservation System, or similar systems, we will set aside 22 percent of the land area of the entire state. A more vivid expression of the loss comes when the status of the national forest system is analyzed and it is realized that approximately 40 percent of the entire national forest system in Colorado will be set aside for single-use management.
4. Wilderness designation of lands suited for the application of multiple use management eliminates management flexibility. The nation foregoes the opportunity to increase livestock carrying capacities through range improvements; the opportunity to expand wildlife herds

through manipulation of habitat types is lost; and additional costs in maintaining existing water control and transportation facilities are experienced.

It is estimated that 50 percent of the use of wilderness areas consists of single-day expeditions. By expanding the boundaries, it becomes more difficult for the day-user to reach the spectacular country previously available to him. Wilderness designation reduces the carrying capacity of an area by limiting the ability of the Forest Service to provide facilities to accommodate more people.

5. We submit that the intent and integrity of the Wilderness Act itself is the major issue and perhaps the most important issue involved in your deliberations as to the future classification of the Flat Tops area. This committee has the potential of recommending precedent-setting legislation which could destroy the integrity of the Wilderness Act and drastically limit future resource management opportunities. Final congressional action will provide us with an interpretation of the previously enacted wilderness legislation by including these obvious intrusions. In the expansion areas included in H. R. 3864, the Wilderness Act loses its true value.

With these considerations so obvious, we see no alternative but to support the Flat Tops Wilderness area proposal of approximately 142,230 acres contained in Congressman Steiger's H. R. 3507. There are major and unacceptable differences between H. R. 3507 and H. R. 3864.

-- H. R. 3864 represents a greatly expanded proposal of this wilderness area; H. R. 3507 provides adequate flexibility to enable coordination of land use planning with private land owners and the state of Colorado. The expanded proposal, H. R. 3864, eliminates much of this flexibility and causes the government to impose upon adjacent land owners its role as a giant neighbor with extremely limited management potential.

-- H. R. 3507 places the wilderness boundaries on locations which the Forest Service has determined will create the least administrative difficulty and expense. The expanded proposal, H. R. 3864, places the boundaries on locations which, because they lack field identity, hold promise for creating potential administrative confusion and cost.

-- H. R. 3507 expresses a realistic approach to human material needs as well as philosophical wilderness needs. The expanded proposal, H. R. 3864, pads the Flat Tops Wilderness with approximately 90,000 additional acres and approximately 131 million board feet of timber considered to be merchantable and manageable under today's standards. Both the land and timber resource can better serve public interest under multiple use management. To include these acres would increase by 31 percent the amount of manageable timber already included in H. R. 3507.

H. R. 3507 protects the spirit and integrity of the Wilderness Act by eliminating the areas where major evidence of man's intrusions exists. The Wilderness Act contains the philosophy that wilderness is "where the earth and its community of life are untrammelled by man," and "affected primarily by the forces of nature with the imprint of man's work substantially unnoticeable." H. R. 3864 contains acres that include such obvious evidence of man's activities that much of the area in the expanded proposal is rendered unacceptable within the framework of the Wilderness Act.

It appears that the true purpose of the expanded proposal is to maximize acres for the benefit of a relatively small group of backpackers with little regard to the quality of the country to carry the proud name of "WILDERNESS." We also find the Wilderness Act being used in an attempt to stall water projects already on the drawing boards. This use of the Wilderness Act was certainly not the intent of Congress. The Flat Tops Wilderness should be designated for its true wilderness character and not for other political reasons.

Manmade structures, such as roads, dams, water transmission systems, cabins and fences are identified on the attached map. The intrusions are clearly substantial.

Exhibit A (line of sight marked on map) shows massive acreages included in the proposed expansion that are in need of timber management and would also provide ideal snow machining near spectacular country. The viewed area includes intrusions: #5 - Slide Mandall Dam and Weir; #6 - Causeway Dam and Reservoirs; and #7 - Mosquito Lake Reservoir and Dam.

Exhibit B (line of sight marked on map) shows a portion of proposed Expansion Area S-G-1 containing intrusions 23-29 shown on the area map. This area would provide high country snow-machining, four-wheel drive and trail bike recreation opportunities and back country pickup-camper recreation. These are all established uses that will be eliminated by the proposed expansion.

Your decision carries the burden of potentially altering the value of the Wilderness Act. We urge you to protect the intent and integrity of this prior legislation.

The Administration's proposal for the Flat Tops area (H. R. 3507) expresses a truly realistic approach to the balanced needs of man and his environment.

Respectfully submitted,

Stuart W. Teubner

Stuart W. Teubner, Manager
Rocky Mountain Forest Resource Affairs

(Because of its size, the map referred to in the above statement has been placed in the committee files.)

SIERRA CLUB

324 C Street, S.E.
Washington, D. C. 20003
(202) 547-1144

Statement of Charles M. Clusen, a Washington Representative of the Sierra Club Before the Subcommittee on Public Lands of the House Committee on Interior and Insular Affairs on H.R. 3507 (Sec. 2(b)) and H.R. 3864 to Establish the Flat Tops Wilderness in Colorado, April 17, 1975.

Mr. Chairman, members of the Committee, I am Charles M. Clusen, a Washington Representative of the Sierra Club, on whose behalf I make this statement. Since its founding in 1892, by John Muir, the Sierra Club has advocated the preservation of our nation's magnificent natural and wildland heritage. We appreciate this opportunity to inform you of our enthusiastic support for reclassifying the Flat Tops Primitive Area as a unit of the National Wilderness Preservation System.

The Flat Tops area is located in the Rout and White River National Forests and encompasses almost a quarter-million acres of spectacular mountain country. The area serves as a critical summer range for some of this nation's largest elk and deer herds, and its streams provide the habitat for the vanishing native cutthroat trout. Both the elk and the cutthroat trout in addition to other wildlife found in the area require the maintenance of its wild character; and therefore would benefit from wilderness designation.

The Sierra Club commends the objectives of H.R. 3507, but we find its 142,230 acre size woefully inadequate. We strongly commend Representative Jim Johnson for sponsoring H.R. 3864 which would establish a Flat Tops Wilderness of 212,106 acres.

We support the Johnson bill as introduced as the preferable measure of the two even though it, too, does not quite include all of the suitable acreage. We urge the Committee to use H.R. 3864 for mark-up purposes. We do urge further, however, that H.R. 3864 be amended to include a 237,500 acre wilderness. This area strongly supported by the Sierra Club, the Colorado Open Space Council, the Wilderness Society and others is eminently suitable for wilderness designation.

Many citizens locally and nationally including the operation of 15 commercial guides and outfitters are already using this entire area for wilderness purposes.

Our members are very familiar with the area having studied it extensively for a long period of time. The significance of the difference between the Administration's proposal and ours are much more than additional acreage. All the lands within our proposal are of high wilderness value and have outstanding quality. Numerous scenic and ecologically significant natural lakes and streams, major elk migration routes and calving grounds, the free-flowing South Fork of the White River, a truly great wild river and one of the best trout fishing streams in the State of Colorado, are not included in the Administration's proposal thereby possibly jeopardizing them. The Colorado Game, Fish, and Parks Division has indicated that these additional areas should receive wilderness designation to protect important hunting areas. They are on record for the citizen conservationists 235,000 acre proposal. Even with all this natural beauty and wilderness, parts of the Flat Tops are easily accessible.

Although the latest Forest Service proposal as embodied in H.R. 3507 includes several small additions under the high volcanic escarpment which served as the Primitive Area boundary, it leaves out some 92,000 acres of contiguous undeveloped land below the escarpment of high wilderness value.

The Forest Service objects to the inclusion of certain areas because of the existence of some harvestable timber. Yet, the amount of operable timber is very limited indeed. The Forest Service also has used the existence of unimproved jeep trails and two unobtrusive ditches as justification for not expanding the area. The ditches are allowable under the Department of Agriculture's own wilderness regulations and numerous examples of similar jeep trails exist in other wilderness areas. Diversion of the South Fork of the White River has also been proposed which we strongly oppose on the basis that it is one of Colorado's finest sections of wilderness river. The Forest Service by and large has located its recommended boundaries on the high ridges, peaks and escarpment arguing that they are more enforceable. We take issue with this approach in this area for it excludes large areas possessing significant wilderness quality.

No mining activity or mineral values of significance exist within our 237,500 acre proposal. The grazing of cattle and sheep within the area can continue unaffected as a traditional use. Only 195 acres of private land in two tracts exist within our proposal which has no commercial or agricultural value. This land should be acquired through exchange or purchase. The Flat Tops area is critically important as a water source. This is all the more reason to dedicate the larger proposal to provide watershed protection.

Mr. Chairman, thank you for the opportunity to present our views.



ESTABLISHED 1892

EDWARD HINES LUMBER CO.

P. O. BOX 191

LARAMIE, WYOMING 82070

TELEPHONE 307/742-6653

May 7, 1975

The Honorable John Melcher
 Chairman, Subcommittee on Public Lands
 Committee on Interior and Insular Affairs
 Longworth House Office Building, 1224
 Washington, DC 20515

Dear Mr. Melcher:

We would like to go on record as supporting H.R. 3507, establishing the Flat Tops Wilderness Area on the boundaries proposed by the US Forest Service.

We believe that in this particular case, the integrity of the wilderness concept is at stake in that a number of the additions include manmade modifications to the landscape, and we believe that this is contrary to the wilderness intent.

We also believe from other reports and research that expanded wilderness areas do not tend to provide the wilderness experience for proportionately greater numbers of people in that most wilderness users spend a relatively short time in the wilderness, and this indicates to us that they primarily use the perimeter areas. By expanding the wilderness area and providing a large interior, we would in effect, be locking up large portions of the land even from those who make a great deal of use of the wilderness.

In addition, we feel that it is extremely important to maintain flexibility in making management decisions for the future, and designation as a wilderness area would destroy that flexibility.

The Forest Service boundaries are set in such a way that the feasibility of administration would be the most economical, and we believe that this too is an important factor to consider.

In summary, we urge that you support H.R. 3507 in establishment of the Flat Tops.

Thank you.

Sincerely,

James R. Craine
 JAMES R. CRAINE
 Forester

km

cc: Subcommittee members

CHARLES F. BRANNAN
ATTORNEY AT LAW
12025 E. 48TH AVE.
DENVER, COLORADO 80239

May 1, 1975

AREA CODE 303
~~XXXXXX~~
371-4290

Honorable John Melcher
Chairman, Public Lands Subcommittee
Committee on Interior and
Insular Affairs
U.S. House of Representatives
Washington, D.C. 20515

In re: Flat Tops Wilderness

Dear Congressman Melcher:

You have recently held hearings on bills to create the Flat Tops Wilderness. Rocky Mountain Power Company, which has a vital interest in this legislation, was not advised in sufficient time to request an opportunity to appear. I assume you considered this unnecessary, inasmuch as all of the evidence taken last year with respect to almost identical bills is available to your Committee.

I wish, therefore, only to summarize the clear and indisputable evidence on the record with respect to that portion of the area on the South Fork of the White River commonly known as the "Meadows", which is proposed by Mr. Johnson's Bill to be added to the Flat Tops Wilderness as scientifically and professionally defined by the Forest Service.

1. The Meadows, consisting of some 2,000 acres and less than one percent of the area as defined by Congressman Johnson's Bill, is a site accepted by the Federal Power Commission as the reservoir for a highly efficient hydroelectric project which will produce a large amount of electric energy without polluting the air or the stream or consuming a natural resource. Senator Haskell's report even admits this.

2. A reservoir at this site would provide a highly desirable recreational facility and help regulate the stream below for improved fishing and other uses.

3. There is no professional or competent evidence that the "Meadows" is in anywise like the area comprising the Flat Tops. It is 1,500 feet below the elevation of the escarpments which clearly define the Flat Tops and is crossed and recrossed with roads and trails. Congressman Johnson admitted this last year after he became aware that a large colored photograph of the area was before you.

4. A group of decent, well-intentioned Colorado citizens have spent about \$3,000,000 on plans to build a very sophisticated pumped storage hydroelectric project at this site which is recognized as a potentially substantial contributor to the energy requirements of the West and Northwest by the Bureau of Reclamation, Bonneville Power and Southwest Power Administration. The opposition of a major oil company and power company had been overcome and construction was about to commence when Senator Dominick threatened to deny them the reservoir site by including it in the Flat Tops.

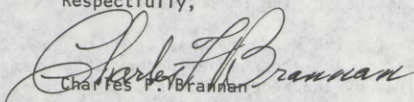
5. The proponents of the project own a valuable water right which for all practical purposes will be lost to them if this reservoir site is taken away. There is no reasonable comparable reservoir site on the South Fork of the White River. Thus, to destroy a valuable water right or cause it to be transferred to others by use of the Wilderness legislation constitutes the taking of private property without due process of law and a violation of the intent of the Wilderness legislation.

6. The power which can be generated at this site is greatly needed at this time and will be more so in the immediate and foreseeable future.

There are no environmental characteristics to the "Meadows" by acceptable standards but even if there were, higher and greater use is for the production of power.

I respectfully submit that the "Meadows" should be omitted from the boundaries of the Flat Tops Wilderness: (a) in the highest and best public interest not alone for Colorado but the entire West; (b) to avoid the misuse of the Wilderness legislation; (c) to avoid taking private property without due process of law; and (d) to do simple justice.

Respectfully,


Charles F. Brannan

CFB:ddc

75 South 35th Street
Boulder, Colorado 80303
April 22, 1975

The Honorable John Melcher, Chairman
House Subcommittee on Public Lands
House Office Building
Washington, D.C. 20515

Dear Representative Melcher:

I would like to present my support for Senator Haskell's Bill (S.267) concerning the Flattops Wilderness Area. The boundary proposal by the Forest Service seems unsatisfactory as it omits land that is imperative in making the Flattops Wilderness Area a more complete environment of greater value as a wilderness area. An extremely strict interpretation of the Wilderness Act might disqualify some of this land because of pre-existing man-made structures and jeep trails. I feel that the imprint of man's work is still substantially unnoticeable on such land and that its wilderness qualities are dominant.

Senator Haskell's proposal includes land at lower altitudes that not only is a winter grazing ground for elk and an eagle habitat, but also is more accessible and contains an ecosystem not often preserved in wilderness areas. The greater accessibility of this land would allow those who enjoy less strenuous hiking to be able to benefit from the Flattops Wilderness Area. For such reasons, the South Fork of the White River should be included in the wilderness area. I respectfully urge you to support Senator Haskell's Bill (S.267), and may I request that this letter be made part of the hearing record.

Sincerely,

Constance M. O'Brien
Constance M. O'Brien

PATRICIA SCHROEDER
1ST DISTRICT, DENVER, COLORADO

DISTRICT OFFICE:
DENVER FEDERAL BUILDING
1737 HIGH STREET
DENVER, COLORADO 80218
(303) 837-2354

WASHINGTON OFFICE:
1131 LONGWORTH HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515
(202) 225-4431

ARMED SERVICES COMMITTEE
POST OFFICE AND CIVIL
SERVICE COMMITTEE

Congress of the United States
House of Representatives
Washington, D.C. 20515

April 30, 1975

Congressman John Melcher, Chairman
Public Lands Subcommittee
1522 Rayburn

Dear Mr. Chairman:

I would like to take this opportunity to express my support for the 237,500 acre Flat Tops Wilderness proposed by Representative Johnson in H.R. 3864.

The Flat Tops is characterized by spectacular flat-topped volcanic peaks, tranquil lakes, rushing streams, and lush meadows. The area contains some of Colorado's largest deer and elk herds which summer in the area. Representative Johnson's bill would give wilderness protection to such important areas as The Meadows, Patterson Creek, Trout Creek, and the wild South Fork of the White River, which were all excluded from the 142,000 acre Forest Service proposal. H.R. 3507, introduced by Representative Steiger, incorporates the Forest Service proposal and seriously neglects wilderness values in favor of minimal development opportunities.

Portions of the magnificent South Fork of the White are also threatened by two proposed water projects. One is proposed for The Meadows area by the Rocky Mountain Power Company; the other is a dam and reservoir planned by the Colorado River Water Conservation District on a site below The Meadows.

The Rocky Mountain Power Company project would divert water from The Meadows to the Colorado River near Gypsum, Colorado, to replace an equal amount of water which it wants to divert from the Colorado to the Eastern Slope for sale to citizens north of Denver. Diversion of this water would destroy The Meadows, a verdant grass and sedge valley nestling below the rim of the Flat Tops, and would nearly turn the South Fork of the White below The Meadows into a dry cobble-bed. It would be an extraordinary public loss if Rocky Mountain Power were to profit from the destruction of the water, wildlife, and wilderness in The Meadows.

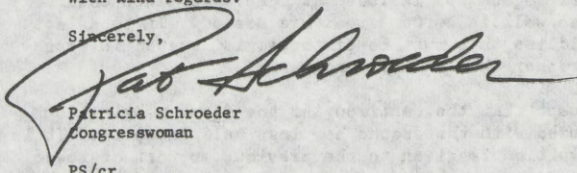
The Colorado Water Conservation District project would not only destroy the aesthetic beauty of a magnificent canyon that is an integral part of the proposed wilderness, but would also pose a serious threat to the largest single migration corridor for the White River Elk herd. Every spring and fall, over 2,000 elk use the canyon to reach calving and wintering areas. The proposed reservoir would inundate a major

portion of the South Fork wintering area and would affect migration routes and movement patterns. According to the Colorado Division of Wildlife, the entire stretch of the South Fork within the proposed wilderness in H.R. 3864 cannot winter any more elk than it now accommodates. The wild waters of the South Fork also spawn native cut-throat trout and Rocky Mountain white fish, which can only survive in undisturbed waters. Development would also threaten the habitat of the endangered bald eagle.

Several alternative sites to the proposed reservoir exist downstream, sites that are not economically prohibitive, and which are equally suitable to the purposes of the Colorado River Water Conservation District. Thus, we can have both the water and the wilderness for a small additional cost to the developers. I urge that such an alternative be sought and that H.R. 3864 be passed in its entirety.

With kind regards.

Sincerely,

A handwritten signature in cursive script, appearing to read "Pat Schroeder". The signature is written in dark ink and is positioned above the typed name.

Patricia Schroeder
Congresswoman

PS/cr

2126 Wood Avenue
Colorado Springs, CO 80907
April 22, 1975

Representative James Johnson
House Office Building
Washington, D. C. 20515

Dear Representative Johnson:

Please include this letter in the Hearing Record for S 257 and S 268,
and HR 3864 and HR 3863.

We support S 257, S 268 and HR 3864, HR 3863. It is imperative that
more than just tundra regions be included as a more complete balance
in the environment as well as buffer areas are needed. It is a fact
that much of the wildlife that must be protected is located in areas
of lower elevation rather than on the tundra.

We respectfully request that the testimony of the first hearings on
these areas be included with the second hearings held in April. It is
important that recognition be given to the previous support of these
Wilderness areas.

Sincerely,

Sally Ann Sorensen
Sally Ann Sorensen

Benjamin H. Sorensen
Benjamin H. Sorensen

cc. Chairman John Melcher, House Subcommittee on Public Lands.
House Office Building, Washington, D. C. 20515

1830 W. Colorado Ave.
Colorado Springs, Colo. 80904
April 21, 1975

Representative James Johnson
House Office Bldg.
Washington, D. C. 20515

Dear Representative James Johnson:

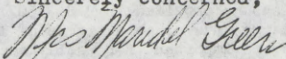
Please enter this letter in the hearing record in support of HR 3864 and HR 3863.

Since there was a majority in favor of these Bills in the first hearing it is very unethical to hold a second hearing completely disregarding the testimony from the first hearing. It would appear that this second hearing is just to allow the opposing monied interests to bring more pressure to bear on the committee members to defeat the Bills. This procedure must not be allowed to become a precedent for future hearings. There ought to be some decency left in the United States Government. It makes one wonder if the only value left is money.

There must be a decision without delay that recognizes the majority support that was given these bills the first time.

Don't let them sell out our precious wilderness areas for mere money. Wilderness can never be replaced once it is commercialized.

Sincerely concerned,



Mrs. Maridel Green

cc. Chairman John Melcher
House Subcommittee on Public Lands



WILDERNESS WORKSHOP of cosc

April 17, 1975

The Honorable James Johnson
514 Cannon Office Building
Washington, D.C. 20515

Dear Rep. Johnson:

The Colorado Open Space Council (COSC) and the Wilderness Workshop of COSC fully supports H.R. 3864 to establish an approximate 237,500 acre Flat Tops Wilderness.

COSC is a state-wide coordinating council of some 40 environmental, civic, and professional groups with a cumulative membership of approximately 25,000 citizens. Member organizations of COSC represent a broad spectrum of environmental concerns, including clean air, water quality, wildlife, recreation, wilderness, highway planning, urban design, mining, and many more. Within COSC are several standing committees, called workshops, which deal with specific arenas of the environment. Each workshop functions as a state-wide coordinator for diverse member organizations that share common goals. The Wilderness Workshop, for example, works closely with the Sierra Club, Colorado Mountain Club, Audubon Society, and many other groups and individuals throughout Colorado that have an interest in wilderness.

H.R. 3864 serves most adequately to protect the many varied resources within the Flat Tops. This is emphatically untrue of the Forest Service wilderness recommendations as provided in H.R. 3507 by Steiger of Arizona. H.R. 3507 leaves out large and valuable tracts of lower-elevation wilderness that, among other things, is important for easily accessible weekend wilderness experiences.

A barometer of public support for the immediate and swift establishment of a Flat Tops Wilderness as provided in H.R. 3864 is the fact that Senator Floyd Haskell's companion Flat Tops bills have passed the Senate four times in the last two Congresses. But for a precise reading, one need only consult the various Forest Service hearing records, Congressional hearing records, and treatment of the issues by the press since 1966. All sources reveal that an overwhelming and consistently expanding majority of the public has voiced its desire in the best of democratic traditions for the larger conservationist wilderness boundaries. That support now includes virtually unanimous support from the Colorado Congressional Delegation, Governor Richard Lamm, the Colorado Division of Wildlife, Club 20, the local counties of Rio Blanco and Garfield, every major conservation group in Colorado, and thousands of citizens.

An unfortunate obstacle to the passage of the Flat Tops proposals has been the misleading, or at worst, incorrect, information provided to Congress by the

Forest Service concerning non-conformities in the South Fork of the White River and other areas of the conservationists' boundaries.

The Forest Service states that the South Fork of the White River (unit G-1) contains nine cabins on two parcels of land, and two special use cabins, and that the owners of the cabins may demand improved access at any time.

The original Forest Service recommendations for a Flat Tops Wilderness included this magnificent 5,000 acre stretch of the South Fork of the White River canyon. At that time, these possible non-conformities did not seem to be of any concern to them. However, this was before the Colorado River Water Conservation District made public its plans for a dam and reservoir on this part of the South Fork of the White River.

The cabins are allowable under the 1964 Wilderness Act because they are a pre-existing use. Since they were constructed with only foot and horse access to the builders, it is difficult to conceive a demand by them for improved access in the future. In addition, the Forest Service definitely has the management option of determining the type of access to be allowed and could justifiably deny improved access. The special use cabins are for hunting. When the Forest Service originally recommended inclusion of this area into the Wilderness, they expressed a desire to purchase and remove the cabins.

A new non-conformity question raised by the Forest Service concerns the inclusion of the Marvene Lakes area into the Flat Tops Wilderness. The Forest Service states that this area should be excluded because the lakes need periodic machine maintenance. It is our understanding that the 1964 Wilderness Act would allow this service if it were done by the Forest Service as a continuance of a pre-existing use. However, it is questionable as to whether or not the lakes cannot be serviced by hand and horse power. This type of activity has already been preceded in the Sycamore Canyon Wilderness Area of Arizona.

The dam and reservoir proposed in the stretch of the South Fork of the White River canyon within the boundaries of H.R. 3864 by the Colorado River Water Conservation District is absolutely unacceptable to the Colorado Open Space Council. The wild water, wildlife, recreation, and other wilderness values of the canyon are vital to the integrity of the proposed Flat Tops Wilderness. The canyon provides a protective habitat to over 2,000 elk, native cutthroat trout, and the bald eagle, all of which require or are enhanced by a wilderness condition.

This is not an out-of-hand rejection of the possible future needs for the District's water. The District knows of environmentally superior downstream sites for the proposed reservoir near Bufford, Colorado, that are neither economically nor structurally prohibitive. In light of the strong local support for these alternative sites by the Rio Blanco and Garfield Counties, we hope that the Colorado River Water Conservation District will support the Johnson measure.

The swift establishment of a Flat Tops Wilderness as embodied in Rep. Johnson's bill, H.R. 3864, will be a rewarding end to the long years of citizen and Congressional efforts. The wide support behind the conservationist boundaries reveals the kindred spirit which exists among diverse interests in Colorado for

the preservation of the Flat Tops Wilderness for generations to come.

Sincerely yours,

Bonnie F. McCune *John Retrum*

Bonnie McCune, for
Chuck McAfee, President
Colorado Open Space Council

John Retrum, Chairman
Wilderness Workshop of COSC

April 23, 1975

Chairman John Melcher
House Public Lands Subcommittee
Washington, D. C. 20515

Dear Mr. Melcher:

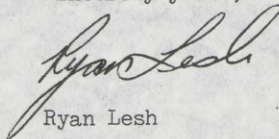
Please include this letter as part of the House Subcommittee on Public Lands April 17, Eagles Nest--Flattops Hearing Record.

When reading Congressman Johnson's proposal for the conservation of eagles nests and flattops, I was very pleased. We do need areas to be kept a wilderness for some of the dying animal species.

As a Colorado citizen, I was quite pleased to see that Congressman Johnson was doing something about the industrialization that is so quickly trying to take over our beautiful wilderness area. It is about time that we begin to pay a little respect to the beautiful animals that were here a long time before we were.

Again I would like to thank Congressman Johnson for his concern of our natural wildlife.

Sincerely yours,



Ryan Lesh

rel

The Honorable Representative John Melcher
House Office Building
Washington, D.C.

Allen Price
955 University
Boulder, Colorado

April 22, 1975

Dear Representative Melcher,

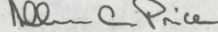
As a concerned citizen and resident of the State of Colorado, I would like to express my opinion on the pending wilderness designations of the Eagles Nest(S268 and H.R.3863) and Flat Tops(S267 and H.R.3864) areas here in Colorado. The protection of both these areas from the threat of future developement is of vital importance to the preservation of the few remaining natural habitats of a number of species.

On both of these matters, the Forest Service proposals are grossly insufficient. The Forest Service recommendation (1971) for the Eagles Nest area fails to include lower elevation levels which, beside their aesthetic beauty and accesability, are important winter habitats for Elk, Bighorn Sheep, deer and others. The Forest Service wants to give this up in order to retain rights to economically marginal stands of timber. The main area of opposition in the Flat Tops region is the South Fork of the White River canyon. This canyon provides protection for over 2,000 Elk, cutthroat trout (endangered), and bald eagle, as well as being easily accessable for family weekend wilderness experiences.

I thank you for your kind consideration on this matter of prime importance to all of us in Colorado.

Finally, I would like to request that this letter be included as part of the hearing record, Thank you again.

Sincerely,



Allen C. Price

The Honorable Representative John Melcher
House Office Building
Washington, D.C.

Beth Bollinger
359 Nichols
Boulder, Co

April 22, 1975

Dear Representative Melcher,

As a concerned citizen and resident of the State of Colorado, I would like to express my opinion on the pending wilderness designations of the Eagles Nest(S268 and H.R.3863) and Flat Tops(S267 and H.R.3864) areas here in Colorado. The protection of both these areas from the threat of future development is of vital importance to the preservation of the few remaining natural habitats of a number of species.

On both of these matters, the Forest Service proposals are grossly insufficient. The Forest Service recommendation (1971) for the Eagles Nest area fails to include lower elevation levels which, beside their aesthetic beauty and accessibility, are important winter habitats for Elk, Bighorn Sheep, deer and others. The Forest Service wants to give this up in order to retain rights to economically marginal stands of timber. The main area of opposition in the Flat Tops region is the South Fork of the White River canyon. This canyon provides protection for over 2,000 Elk, cutthroat trout (endangered), and bald eagle, as well as being easily accessible for family weekend wilderness experiences.

I thank you for your kind consideration on this matter of prime importance to all of us in Colorado.

Finally, I would like to request that this letter be included as part of the hearing record, Thank you again.

Sincerely,

Beth Bollinger

Beth A. Bollinger

2377 So. Locust, Apartment A
Denver, Colorado 80222
April 22, 1975

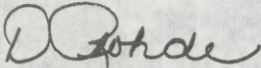
Representative John Melcher
House Office Building
Washington, DC 20515

Dear Representative Melcher:

Please submit my name to the hearing record as fully supporting Representative Johnson's bill, H.R. 3864, on the Flat Tops Wilderness. I definitely oppose Representative Steiger's bill H.R. 3507, as it provides inadequate protection.

Thank you very much.

Sincerely,

A handwritten signature in dark ink, appearing to read "D. Rohde". The signature is fluid and cursive, with the first letter "D" being large and prominent.

Deb Rohde

cc: Representative Jim Johnson

21 April 1975

J Howard Hoffer
2119 East 21st Ave
Denver, Co. 80205

Representative James Johnson,
House Office Building
Washington, D.C. 20515

Dear Representative Johnson,

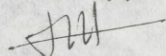
I am writing you to express a few brief thoughts on the sudden 17 April, 1975, House Public Lands Subcommittee hearing on the Flat Tops Wilderness proposal. Please include these comments in the official hearing record.

I strongly support your Flat Tops Wilderness bill H.R. 3864 [1975] that provides for a 237,500 acre addition to the National Wilderness Preservation System. Thank you again for your leadership in helping Colorado preserve some of its last remaining wilderness areas.

I am very much opposed to Mr. Stieger's bill, H.R. 3507 [1975], which would cheat Colorado out of 100,000 acres of its prime wilderness lands. Mr. Stieger would do well to give more attention to the affairs of the state he represents.

H.R. 3864 has the enthusiastic support of Colorado's entire Congressional delegation, Governor Dick Lamm, the Colorado Division of Wildlife, the county governments of Rio Blanco and Garfield counties and all Colorado citizen-conservation organizations. I am very pleased to be counted amongst this large group of wilderness supporters.

Sincerely yours,


J. Howard Hoffer

cc: Representative Pat Schroeder
Representative John Melcher ✓
Representative Sam Stieger

1113 Wood Avenue
Colorado Springs, Colorado
80903

22 April 1975

The Honorable Floyd Haskell
United States Senator
Senate Office Building
Washington, D.C. 20510

Dear Sir:

I am writing to heartily support your bills S 267 and S 268 with reference to the Eagles Nest and Flat Tops Wilderness Areas. And I request that the testimony from the first hearing be recognized for the majority support which it was given.

What does a hearing mean if it can be so easily set aside for a second hearing?

Please enter my letter in your hearing record. We have many citizens in Colorado Springs who support this position.

Once lost, these wilderness areas will never be reclaimed.

Respectfully yours,

Helen B. Thurlow

Mrs. M. M. Thurlow

cc. Representative James Johnson
House Office Bldg.
Washington, D.C. 20515

Chairman John Melcher,
House Committee, Subcommittee on Public Lands
House Office Bldg. 20515

Bemis Hall, Colorado College
 Colorado Springs, Colorado 80903

April 21, 1975

Representative James Johnson
 House Office Building
 Washington, D.C. 20515

Dear Representative Johnson,

This is to bring to your attention that I support senate bills 5267 and 5268 and house bills HR 3864 and HB 3863. I am saddened that large parts of the proposed Eagles Nest and Flat-Tops Wilderness areas are in danger of being excluded. I believe that this country needs wilderness to survive (I need wilderness to survive) and a lot of other people think so too, as the testimony of the first hearing indicated. I believe that it is very unethical to hold a second hearing on the wilderness areas and exclude the testimony from the first.

I would appreciate that this letter be entered in the hearing record.

Most sincerely,
 Lawin J. Fredrick

c.c. John Melcher, House Subcommittee on Public Lands

G. A. R.
GENERAL HEADQUARTERS

BRANCH: Executive Committee
DATE: April 21, 1975
PAGE:
TO: Representative John Melcher
House Office Building
Washington, D. C.
20515

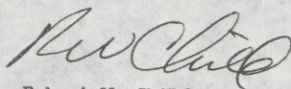
Dear Representative Melcher:

The Executive Committee of the G. A. R. wishes to reaffirm, for the committee record, our support of the larger acreage for the Flat Tops wilderness area as represented by H.R. 3864 as introduced by Representative James Johnson.

At the same time the Executive Committee wishes to express its opposition to the Forest Service proposal as contained in H.R. 3507 and introduced by Representative Steiger.

The Executive Committee is comprised of representatives from the League of Women Voters, Trout Unlimited, the Sierra Club, the Environmental Task Force, local businessmen, high school students, local ranchers, and the general public at large. The representative for the ranchers abstained from the vote on this subject.

Thank you for the opportunity to express ourselves in this most important matter.



Robert W. Child
Chairman

cc: Repr. James Johnson



FRIENDS OF THE EARTH, INC. 529 COMMERCIAL SAN FRANCISCO CALIFORNIA 94111

April 1, 1975

Representative John Melcher
House Office Building
Washington, D.C. 20515

Dear Representative Melcher:

Friends of the Earth is an organization committed to the preservation, restoration and rational use of the Earth. Our organization represents some 25,000 individuals in this country and is affiliated with sister organizations throughout the world.

Our organization strongly supports the bills introduced by Senator Haskell, S.267 and S.268, and also the bills introduced by Representative Johnsoo, H.R.3864, and H.R.3863 to establish a 237,500 acre Flat Tops Wilderness and a 133,000 acre Eagles Nest Wilderness, respectively. These proposals establish the minimum acreage necessary to protect these outstanding wilderness resources.

Forest Service proposals for a 142,000 acre Flat Top Wilderness and an 87,775 acre Eagles Nest Wilderness are totally unacceptable to the concept of responsible natural resource management, and should be rejected. These proposals would sacrifice the integrity of these significant wilderness resources in order to allow questionable water diversion projects and marginal timber cuts.

The Flat Tops and Eagles Nest de facto wilderness areas represent some of the most outstanding untrammelled natural wildlands left in this country. Their inclusion in the National Wilderness Preservation system will represent a significant contribution towards an enduring resource of wilderness.

Please include this letter as part of the official hearing record.

Sincerely,

Gordon Anderson
Gordon Anderson, Field Representative
Friends of the Earth

UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
Washington, D.C. 20250

APR 25 1975



Honorable John Melcher
Chairman, Subcommittee on Public Lands
Interior and Insular Affairs Committee
House of Representatives

Dear Mr. Melcher:

Here are several copies of wilderness and primitive area use statistics for 1974 as requested during the April 17 hearing on the Flat Tops Wilderness proposal.

Sincerely,

John R. McGuire
JOHN R. MCGUIRE
Chief

Enclosure

USE OF NATIONAL FOREST UNITS
NATIONAL WILDERNESS PRESERVATION SYSTEM
CALENDAR YEAR 1974

<u>Wilderness</u>	<u>Visitor-Days</u>	<u>Primitive</u>	<u>Visitor-Days</u>
<u>ARIZONA</u>			
Chiricahua	4,200	Blue Range 1/	5,000
Galiuro	300	SUBTOTAL	5,000
Mazatzal	7,900		
Mt. Baldy	3,100		
Pine Mountain	3,300		
Sierra Ancha	6,600		
Superstition	37,600		
Sycamore Canyon	<u>10,300</u>		
SUBTOTAL	73,300		
<u>CALIFORNIA</u>			
Caribou	23,100	Aqua Tibia	40,500
Cucamonga	15,500	High Sierra	4,100
Desolation	308,400	Salmon Trinity Alps	<u>188,300</u>
Dome Land	8,800	SUBTOTAL	232,900
Emigrant Basin	139,200		
Hoover	141,500		
John Muir	1,179,300		
Marble Mountain	83,500		
Minarets	212,200		
Mokelumne	38,500		
San Gabriel	37,800		
San Geronimo	173,100		
San Jacinto	88,500		
San Rafael	31,000		
South Warner	39,000		
Thousand Lakes	7,300		
Yolla Bolly-Middle			
Eel	23,400		
Ventana	<u>113,000</u>		
SUBTOTAL	2,603,100		
<u>COLORADO</u>			
La Garita	22,100	Flat Tops	36,600
Maroon Bells Snowmass	79,800	Gore Range-Eagle Nest	53,900
Mount Zirkel	29,000	San Juan	132,500
Rawah	23,400	Uncompahgre	35,300
West Elk	<u>13,600</u>	Upper Rio Grande	36,900
SUBTOTAL	167,900	Wilson Mountain	<u>12,000</u>
		SUBTOTAL	307,200

1/ Use of Blue Range is in Arizona and New Mexico.

<u>Wilderness</u>	<u>Visitor-Days</u>	<u>Primitive</u>	<u>Visitor-Days</u>
<u>NORTH CAROLINA</u>			
Linville Gorge	21,800		
Shining Rock	<u>12,400</u>		
SUBTOTAL	34,200		
<u>OREGON</u>			
Diamond Peak	12,200		
Eagle Cap	99,000		
Gearhart Mountain	1,200		
Kalmiopsis	8,700		
Mountain Lakes	8,000		
Mount Hood	51,800		
Mount Jefferson	108,400		
Mount Washington	110,700		
Strawberry Mountain	23,300		
Three Sisters	<u>109,000</u>		
SUBTOTAL	522,800		
<u>UTAH</u>			
		High Uintas	<u>129,200</u>
		SUBTOTAL	129,200
<u>WASHINGTON</u>			
Glacier Peak	85,500		
Goat Rocks	51,700		
Mount Adams	49,600		
Pasayten	<u>43,500</u>		
SUBTOTAL	230,300		
<u>WYOMING</u>			
Bridger	184,800	Cloud Peak	38,000
North Absaroka	15,900	Glacier	28,900
Teton	44,800	Popo Agie	<u>29,000</u>
Washakie	<u>35,400</u>		
SUBTOTAL	280,900	SUBTOTAL	95,900
TOTAL, ALL STATES	5,661,600		1,081,600
GRAND TOTAL--NATIONAL FOREST WILDERNESS AND PRIMITIVE AREAS			6,743,200

