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WILDERNESS ADDITIONS—NATIONAL PARK SYSTEM

HEARINGS

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON INTERIOR AND INSULAR AFFAIRS UNITED STATES SENATE

NINETY-FOURTH CONGRESS

SECOND SESSION

ON

S. 885 and S. 1096

A BILL TO DESIGNATE CERTAIN LANDS IN THE SHENANDOAH NATIONAL PARK, VIRGINIA, AS WILDERNESS

S. 1085 and S. 1675

A BILL TO DESIGNATE AS WILDERNESS CERTAIN LANDS WITHIN ISLE ROYALE NATIONAL PARK, IN THE STATE OF MICHIGAN

S. 731 and S. 1069

A BILL TO DESIGNATE CERTAIN LANDS IN THE BANDELIER NATIONAL MONUMENT, NEW MEXICO, AS WILDERNESS

S. 1068

A BILL TO DESIGNATE CERTAIN LANDS IN THE BADLANDS NATIONAL MONUMENT, SOUTH DAKOTA, AS WILDERNESS

S. 72 and S. 1092

A BILL TO DESIGNATE CERTAIN LANDS IN THE PINNACLES NATIONAL MONUMENT IN CALIFORNIA AS WILDERNESS

S. 1093

A BILL TO DESIGNATE CERTAIN LANDS IN THE POINT REYES NATIONAL SEASHORE, CALIFORNIA, AS WILDERNESS

S. 2472

A BILL TO DESIGNATE CERTAIN LANDS IN THE POINT REYES NATIONAL SEASHORE, CALIFORNIA, AS WILDERNESS; TO DESIGNATE POINT REYES NATIONAL SEASHORE AS A NATURAL AREA OF THE NATIONAL PARK SYSTEM, AND FOR OTHER PURPOSES

S. 97 and S. 1099

A BILL TO DESIGNATE CERTAIN LANDS IN THE YOSEMITE NATIONAL PARK IN CALIFORNIA AS WILDERNESS

FEBRUARY 5, 19, AND MARCH 2, 1976

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

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WILDERNESS ADDITIONS—NATIONAL PARK SYSTEM

THURSDAY, FEBRUARY 5, 1976

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

The subcommittee met pursuant to notice, at 10:30 a.m. in room 3110, Dirksen Office Building, Hon. J. Bennett Johnston presiding.

Present: Senators Johnston and Hansen.

Also present: James P. Beirne, counsel and Laura L. Beaty, professional staff member.

OPENING STATEMENT OF HON. J. BENNETT JOHNSTON, A U.S. SENATOR FROM THE STATE OF LOUISIANA

Senator JOHNSTON. The hearing will come to order.

This morning we are considering two bills, S. 885 and S. 1096, which are identical in nature, and would designate 79,699 acres in the Shenandoah National Park in Virginia as wilderness. In addition, 560 acres would be designated "potential wilderness additions."

We will include copies of the legislation and departmental report in the record at this point.

[The information referred to follows:]

94TH CONGRESS
1ST SESSION

S. 885

IN THE SENATE OF THE UNITED STATES

FEBRUARY 28 (legislative day, FEBRUARY 21), 1975

Mr. HARRY F. BYRD, JR., introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

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

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3 (c) of the Wilderness Act (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain lands in the Shenandoah National Park, which comprise about seventy-nine thousand six hundred and ninety-nine acres, designated "Wilderness", and which are depicted on the map entitled "Wilderness Plan, Shenandoah National Park, Virginia", numbered 134–20001 and dated May 1973, are hereby designated wilderness. The lands which comprise about five hundred and sixty acres, designated on such map as

"Potential Wilderness Addition", are, effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated wilderness. The map and a description of the boundaries of such lands shall be on file and available for public inspection in the office of the National Park Service, Department of the Interior.

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

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

94TH CONGRESS
1ST SESSION

S. 1096

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

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

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act (78 Stat. 892; 16 U.S.C. 1132(c)), certain lands in the Shenandoah National Park, which comprise about seventy-nine thousand six hundred and ninety-nine acres, designated "Wilderness", and which are depicted on the map entitled "Wilderness Plan, Shenandoah National Park, Virginia," numbered 134–20001 and dated May 1973, are hereby designated wilderness. The lands which comprise about five hundred and sixty acres, designated on such map

as "Potential Wilderness Additions," are, effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated wilderness. The map and a description of the boundaries of such lands shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

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

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

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 5 - 1975

Dear Mr. Chairman:

This responds to your request for the views of this Department on S. 885, and S. 1096 identical bills "To designate certain lands in the Shenandoah National Park, Virginia, as wilderness."

We recommend that either bill be enacted.

S. 885 would designate as wilderness approximately 79,699 acres in the Shenandoah National Park, Virginia, as depicted on the map entitled "Wilderness Plan, Shenandoah National Park, Virginia," numbered 134-20001 and dated May 1973. Approximately 560 acres, depicted on such map as "Potential Wilderness Addition," would be designated wilderness as soon as certain nonconforming uses are terminated.

On April 28, 1971, the President transmitted a recommendation to the Congress, following study and favorable recommendation by this Department, that 73,280 acres in the Shenandoah National Park be designated wilderness. This proposal became S. 988 in the 93rd Congress. By report dated July 19, 1973, this Department indicated that after re-examination of the wilderness potential of lands excluded from the original proposal we had determined that an additional 6,419 acres qualified as wilderness, and approximately 560 acres qualified as potential wilderness, and recommended that S. 988 be amended to reflect these additions.

Both S. 885 and S. 1096 incorporate the recommendations contained in this Department's July 19, 1973, report. Accordingly, we recommend that either bill be enacted.

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

Sincerely yours,

Assistant Secretary of the Interior

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

Senator JOHNSTON. We are extremely pleased to have the distinguished Senator from Virginia, Harry Byrd, Jr., and I still hope you climb up to your father's Byrd's nest every year.

The Shenandoah National Park is a particular favorite of my family's and mine, and we are particularly glad to hear from you.

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

Senator BYRD. I want to express appreciation to you, Senator Bennett Johnston of Louisiana, for this hearing today. Congressman J. Kenneth Robinson of the 7th Congressional District of Virginia has hoped to be here, but he had other commitments in the House, and is not able to be present.

He does have a statement, which if he has not already submitted it for the record, I will submit it for the record.

Senator JOHNSTON. That will be included in the record following your remarks.

Senator BYRD. I might also say, Mr. Chairman, there is a fine group of citizens from Madison County, and I think from Rappahannock County here. I am not sure whether all will have the same view that I have, but whether they do or not I know them all. They are splendid people. They know the area well. They love the park.

Even though some may present a view different from mine, I hope the committee will give consideration to their views. They are fine people.

Mr. Chairman, I appreciate the opportunity to address the committee in support of S. 885, a bill to designate a portion of the Shenandoah National Park as wilderness area.

The Shenandoah National Park has the kind of incomparable beauty which nourishes the soul through enjoyment of the natural bounties bestowed upon Virginia. I have been close to this land all my life. I feel the legislation I have proposed is both a fitting tribute and a necessary undertaking to the continued richness of this mountain area.

If I may put in at this point a personal reference, my grandfather used to go to Skyland. He built a cabin there, and the only way one could get there at that point was by mule. Then my father spent much time in that park. I have spent much time in that park. My children have, and now my grandchildren are beginning to go there. So I have a deep affection for that area.

This marks the third time in as many Congresses that I have come before this subcommittee and its predecessor, the Public Lands Subcommittee, in support of a Shenandoah wilderness.

In 1971, I introduced S. 2158, which reflected the original National Park Service proposal. That recommendation had been transmitted to the Congress by the President as a part of the ongoing inventory of potential wilderness areas mandated by the Wilderness Act of 1964. Unfortunately, no final action was taken on the bill prior to adjournment of the 92d Congress.

Shenandoah National Park as S. 988. That bill was favorably reported by your committee with an amendment embracing acreage

figures which had been upwardly revised by the cooperative efforts of the Department of the Interior and interested private organizations and individuals.

That bill, calling for approximately 79,000 acres of wilderness, was passed by the Senate on September 20, 1973. The House of Representatives was unable to conclude its deliberations on this legislation before final adjournment, however, and it, too, died in committee.

This year, I introduced S. 885 with the hope that final enactment of this proposal would be achieved by the 94th Congress. Here again, the acreage is slightly in excess of 79,000. That, I feel, is a reasonable and appropriate figure.

The proposal I support this year is nearly identical to the legislation which was reported by the committee and passed by the Senate in 1973.

I would like to describe briefly this proposal as originally introduced and to make some suggestions for modifications, which should prove beneficial to the overall plan.

These modifications, I feel, are important and necessary to achieve appropriate public benefit from the park. They have been worked out by my office and the National Park Service and I have been informed that the National Park Service will have no difficulty in administering the plan as modified.

Senator JOHNSTON. Is someone here from the National Park Service? I am sure they are.

Senator BYRD. Yes, Mr. Everhardt. He will point that out.

I have had an official map prepared by the National Park Service to conform to my presentation today. I have distributed reduced copies of this map, "Shenandoah National Park, Virginia,"—June 1975—No. 132–90,001, for the committee's information.

The master copy shows the nine separate wilderness areas in greater detail.

It is my intention that, with the exception of Wilderness Area No. 4, all the wilderness boundaries depicted on the map should coincide with those described on the map referred to in the bill passed by the Senate, "Wilderness Plan, Shenandoah National Park, Va.," No. 134–20,001 (May 1973).

Area No. 1, roughly triangular in shape, is a 3,100-acre area which embraces some remarkable natural features. Perhaps most prominent is The Peak, which rises above Thoroughfare Gap. Westward lies Mount Marshall, its North Marshall peak standing at 3,370 feet. At the northern edge of this area is Hogwallow Flat. The Big Devils Stairs, a rushing cascade, plunges off the side of Mount Marshall and southeastwardly out of the Park.

Senator JOHNSTON. Hogwallow Flat, doesn't that have a trail there?

Mr. JACOBSON. It has a wayside area, and a picnic area. They sell camping supplies. There are trails that cut through the wilderness area. The peak trail comes across here, the bluff trail.

Senator JOHNSTON. Excuse the interruption, Senator. Please continue.

Senator BYRD. Area No. 2 has sometimes been termed the "Jeremey's Run Wilderness," after that beautiful stream, with its cascades and pools, which is fed from the western side of Sugarloaf Mountain.

That run then follows a long southerly journey at the foot of Knob Mountain until the Neighbor Mountain rises to turn its course to the west and out of the Park.

There it flows into the South Fork of the Shenandoah River. This area of 13,800 acres enjoys the strong definition of terrain features which seclude the wilderness zone from the activity of the Skyline Drive and Matthews Arm Campground and the marks of civilization in the Shenandoah Valley outside the Park. Both ridge and valley trails provide access through this beautiful area.

Area No. 3 is the watershed for the North fork of the Thornton River. This 8,200-acre tract is dotted with natural springs, an indication of the natural tendency for the eastern slopes of the Blue Ridge Mountains to be more moist and lush than the sun-drenched western side.

One of the most thrilling aspects of this area is the evidence that beavers have begun to reestablish colonies in the Park. When the Shenandoah National Park was dedicated in 1935, the beaver was definitely gone. The return of "nature's engineers" attests to the natural healing processes which occur if only man will permit them the time. Here, too, are flocks of wild turkeys, another part of our Nation's wildlife heritage which had departed with the pre-Park Blights of man and nature.

Traveling to the southern section of the Park, we come first to Area No. 5, the "Big Run Wilderness" area. This second largest of the wilderness zones in my proposal, some 16,800 acres, extends from Gap Run on the north to the Madison Run Road on the south. Big Run provides an excellent habitat for Eastern Brook Trout and a fine fishing experience for the angler hardy enough to penetrate the rugged, often precipitous terrain of the largest watershed in the Shenandoah National Park.

Area 6, 7 and 8 extend from the Madison Run administrative road to Sawmill Ridge near Sawmill Run, the Park's southern boundary. In all, it amounts to around 12,089 acres of wilderness. At present, two corridors divide these areas.

However, the Paine Run Road has been permanently closed and blocked by Park Service personnel and is no longer subject to vehicular use. The Trayfoot powerline has been removed by the power company, but final closing of that access corridor has been delayed to insure that no foundations or supports remain. When completely phased out, this will add 560 acres to the wilderness, completing the longest stretch of wilderness in the Park, uninterrupted by actively maintained nonwilderness corridors.

Area No. 9 is the 3,650-acre "Moormans River Wilderness," so called because both the north and south forks of the Moormans River lie close to the eastern boundary of this wilderness zone.

Though small in area, this wilderness unit possesses all the solitude and beauty of the larger wilderness areas, and exemplifies the lush hills and deep, plunging valleys of Albemarle County. In entering this little-disturbed area, one can easily return to the natural settings that pulled so constantly at the heartstrings of Thomas Jefferson.

Last, please look at Area No. 4, at 22,060 acres, the largest of the wilderness units and the only one in the Park's central section. The

central section of the Shenandoah National Park receives heavier use than any of the others.

It contains an elaborate and popular system of trails for hiking and horseback riding. These trails traverse ridgelines, valleys and streams. In several cases, they follow the pathways which served generations of mountainfolk before the Park came into being.

And the central section possesses the incomparable beauty of the Park's highest elevations—Hawksbill at 4,049 feet and Stony Man at 4,010 feet. It holds the Big Meadows area, that alternating grassland and swamp which has existed as a man-cleared area surrounded by the forest since before the first Europeans settled in North America.

Here one finds the Limberlost, the region at the head of Whiteoak Canyon with virgin stands of Canada hemlocks and white oaks up to 500 years old.

And here are the most spectacular waterfalls and cascades in the Park—in Dark Hollow, in Whiteoak Canyon, along Cedar Run and the Rose River, and in Corbin Hollow, Nicholson Hollow and Hazel Hollow.

Dominating this area, and standing apart from the long line of the Blue Ridge as "an eastern rampart," is Old Rag Mountain. The granite rocks that compose this venerable monolith are said to be the oldest in the entire mountain chain—some contend 1 billion years old.

I find that awesome. It is absolutely staggering to consider. I might add, parenthetically, that I wish some of my colleagues had a little greater respect for the magnitude—and impact—of that figure when applied to the taxpayers' money.

I know Senator Johnston of Louisiana and Senator Hansen of Wyoming both concur in that approach. I know that Senator Johnston lives in an area of our country, and I had a chance to see Jackson, Wyo., and we had a chance to go through the Yellowstone Park in Wyoming. Senator Johnston has already been to the Shenandoah National Park, and we want to get Senator Hansen up there.

Senator HANSEN. I would like that.

Senator JOHNSTON. You have never been there?

Senator HANSEN. I have been there, but I have never seen all of the areas of which the Senator spoke.

Senator BYRD. Old Rag and the area surrounding it are so interwoven into the fabric of my life that I must dwell on this particular area for a moment. It is here that modifications need to be made in the original proposal.

Note the four major trail systems in the Old Rag area: The Rose River Fire Road (near the southern border of the wilderness area); the Whiteoak Canyon trail; the Old Rag Fire Road; and, the Berry Hollow-Weakley Hollow trails at the western foot of Old Rag.

I would venture to say that I have tramped and ridden horseback up and down these trails more than anyone in this room. I know them well. I love their great beauty and the access they provide to some of the most splendid natural experiences to be found in Virginia—and, I believe, in the United States.

And I know that these trails are probably, collectively, the most heavily traveled in the Park.

It is precisely because of this great popularity that they should be separately treated.

Therefore, I propose that four corridors be established: the Rose River Corridor, the Whiteoak Canyon Corridor, the Skyland-Old Rag Corridor and the Weakley Hollow Corridor. Within these corridors, the Park Service should continue to maintain the trails and bridges as it does now, without the imposition of any administrative inflexibility imposed by wilderness designation on the pathway itself.

I would suggest that the trail width be left unspecified, allowing the superintendent the latitude he will need to accommodate today's, and tomorrow's, frequent and heavy use.

At the same time I would impose upon his methods of management the stern mandate of this legislative history that the non-wilderness corridors are to be large enough but only as large as necessary to carry out these ministerial duties and to provide for a healthy, satisfactory wilderness for the users.

I emphasize this point: the wilderness designation and qualities of the adjoining waterfalls, rivers and forests will endure undisturbed beside these access corridors.

The important factor, however, is that we shall have assured our grandchildren of access to these natural bounties, on foot or by horseback.

To me, wilderness is not merely an untouched, impenetrable thicket. It is, rather, an accessible area large enough to allow the sense of solitude which can frighten the timid with its awesomeness, fill the humble with reverence for its beauty and restore the inner balance in those who know that their strength comes from the earth.

I intend by this legislation to allow for more recreational use of the beautiful Shenandoah, not less; to provide a wider range of experiences and to give one—the wilderness experience—a degree of permanency which it might not otherwise enjoy.

I cannot adequately describe the inspiration one gets when one stands astride the crest of the Blue Ridge and looks eastwardly across Virginia's rolling Piedmont and westwardly over the Shenandoah valley to the striking chain on Massanutten Mountain and the formidable Alleghenies rising beyond. Certainly, the indelible print of civilization exists in either vista, but it is no less inspiring and humbling.

But when one begins to descend off the mountain crest into the verdant, silent hollows which plunge from those ancient hills, I hope each visitor will capture a glimpse of the splendor that must have confronted John Lederer when he wandered in the Blue Ridge over 306 years ago.

And like that first intrepid European visitor to the Blue Ridge wilderness, I hope each latter day explorer will absorb the teachings of nature and, leaving no lasting tract, depart the richer for the experience.

I would make one final observation: as deep a respect as I have for the teachings of Aldo Leopold in his great works, "A Sand

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County Almanac and Sketches Here and There." I would like to take issue with his pristine viewpoint: "Wilderness is a resource which can shrink but not grow."

I think the Shenandoah National Park and the proposed Shenandoah Wilderness are prime examples to the contrary.

As Hugh Crandall termed it in "Shenandoah: The Story Behind the Scenery," Shenandoah is a "recycled park." Prior to the park's creation, this area of the Blue Ridge has been badly abused by man and nature.

It has been extensively logged and most of its virgin hardwood removed or stripped for tan bark. The thin, rocky soil has been tenaciously farmed by people as rugged as their homeland until the once clear streams ran muddy with silt from each rainfall. And most devastating of all, the chestnut blight in the 30 years from 1900 to 1930 eliminated every mature chestnut tree in this country.

In the Blue Ridge, thta meant every fourth tree was lost, and with them a livelihood for many and incomparable beauty for all.

Yet, when Assistant Secretary of the Interior Nathaniel P. Reed testified on the Indiana Dunes legislation last May, he told the House Subcommittee:

I couldn't help last night, while waiting to get a statement cleared for this committee, to think that we have sent this committee a wilderness recommendation for 80,000 acres of land in Shenandoah in 1975. It has been pit mined, cut and charcoaled, and that 80,000 acres of it now shows no touch of human hand, and will come before this committee as our recommendation for wilderness.

In closing, Mr. Chairman, I must say that, as a Virginian and a native of the splendid Shenandoah Valley, I believe no finer piece of legislation could be passed than to insure that a reasonable acreage within the Shenandoah National Park be preserved in its natural state.

Thank you. I thank the Chairman and the committee for arranging this hearing.

Senator JOHNSTON. Thank you, Senator Byrd, for a very powerful statement. I share your enthusiasm for the park although I haven't spent as much time as you have there. I hope to catch up with you.

[The prepared statement of Representative Robinson follows:]

STATEMENT OF HON. J. KENNETH ROBINSON, A U.S. REPRESENTATIVE FROM THE STATE OF VIRGINIA

Mr. ROBINSON. Mr. Chairman, I appreciate this opportunity to offer a brief statement for the record of your hearing on the bill of Senator Byrd of Virginia which would designate a portion of Shenandoah National Park as wilderness.

Shenandoah is a long, narrow park having as its principal features the Blue Ridge Mountains and that remarkable scenic highway, the Skyline Drive.

It would not be realistic to suggest that there exist in this park extensive expanses of true wilderness of the sort to which the Wilderness Act was directed. There are to be found in Shenandoah, however, natural areas which offer a modest wilderness experience, and of which too few remain in the eastern United States.

For this reason, I have had an active interest in proposals to preserve these natural areas for the enjoyment of this and future generations.

I know of no significant opposition to the basic idea—that is, to the idea that the natural attarctions of Shenandoah National Park should remain substan-

tially undisturbed, and protected from major additions to its man-made structures.

On the other hand, I am aware that there are sincere differences of opinion as to how best to guard against undue development, and to maintain the natural attractions of the park, which serve as a comfort to its neighbors and to many thousands of visitors each year who motor the Skyline Drive and hike or ride horseback over its trails.

Because the wilderness concept has not been widely understood outside the circles of active conservationists—and this is particularly true in the East—the proposal for Shenandoah National Park has produced a mixed reaction.

Negative comments have reflected fear that, somehow, a wilderness designation would "lock up" large sections of the park and prevent the types of recreational uses which have been enjoyed in these regions for many years, particularly by families residing near the park boundaries and guests at lodges in or adjacent to the park.

Additionally, questions have been raised to me as to the possibility of an increased forest fire danger, and reduced firefighting capability, through the projected closings of certain stretches of fire road in the park, as well as concern that such closings would reduce ranger patrols of some sections of the park at a time when increasing visitation made such patrols more important to the adequate protection of park visitors and adjacent householders.

I believe that a wilderness designation can be designed in a manner to preserve from incompatible development those portions of the park most conducive to an atmosphere of wilderness and, at the same time, accommodate the valid concerns of the park's neighbors.

In this connection, I realize that, in addition to the proposal of the National Park Service, which is represented substantially by Senator Byrd's bill, there is some advocacy of a much larger wilderness area, whereas a number of residents of Madison County have favored deletion of a portion of the designation in their vicinity.

While all National Park lands are held in trust for all of the people of this nation, it is reasonable and proper that federal policies in the management of the huge federal land holdings in general give weight to the concerns of neighboring communities. A cooperative spirit, when manifested on both sides of a park boundary, can enhance the current enjoyment, and the prospects for preservation, of the natural beauties of these areas which are so important to the revitalization of the human spirit which, in a growing population, comes under increasing pressures and tensions.

I have no fixed notions, Mr. Chairman, as to the most appropriate size of a wilderness designation in Shenandoah National Park, if indeed, it becomes the judgment of this Subcommittee that there should be such a designation. I am here to ask, however, that the Subcommittee give most careful study to the terms of any such designation, in order that accustomed uses, and existing accesses and ways of passage, not be eliminated or restricted arbitrarily.

The National Park Service itself recognizes gradations of wilderness. This permits substantial flexibility in dealing with wilderness proposals such as this.

What I am saying, I suppose, is that the good citizens of Madison County love the park no less than the dedicated preservationsts of regional and national organizations. They merely hope for consideration of the factors I have mentioned, particularly as to fire protection, policing and convenient opportunity for the trail rider, and the casual walker in the woods, to use familiar roads and trails.

Senator JOHNSTON. Senator Hansen was here at 10 o'clock, but we had changed the hearing, and we will now let him give his statement albeit a bit late.

Senator HANSEN. Thank you, Mr. Chairman.

STATEMENT OF HON. CLIFFORD P. HANSEN, A U.S. SENATOR FROM THE STATE OF WYOMING

First, let me compliment my very dear and greatly complimented friend from Virginia, the senior Senator, for his compelling statement and his willingness to come forth and testify on behalf of legislation he submitted.

I first met the Senator's late father, Senator Harry Flood Byrd, when he was on one of his annual pilgrimages to the various parks in the United States. He was at that time visiting Yellowstone and Grand Teton Parks. I happened to have been Governor of Wyoming at the time, and I know how pleased, thrilled, and inspired we were by his presence and his enthusiasm, which, I recognize, you have inherited from him.

No one, I would hope—and certainly I do not—would disagree at all with the importance of the area and your desire to see it cared for in a manner that will hold inviolate its pristine quality, and all of the other characteristics that everyone surely must appreciate.

Having said that, let me read the statement I am about to make. I regret I was not here earlier. You are very kind, Mr. Chairman, to afford me an opportunity to make the statement I would have made at the opening of this hearing. I want to say also that my late arrival is not because of any fault or blame on the part of the very excellent staff that serves this committee. My office was notified of the time change, but I did not get the word from whomever may have been called there. I want to make that clear. I, along with you, appreciate the very excellent staff work that makes it so easy and pleasant to be a member of this committee.

Mr. Chairman, when the Wilderness Act was enacted in 1964, this provision was included, Section 4a(3):

> **Nothing in this act shall modify the statutory authority under which units of the National Park system are created. Further, the desigination of any park or any other units of the National Park system as a wilderness area pursuant to the act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916. . . .**

In spite of this proviso, which stressed a reality that the statutory requirements of the national park system were frequently higher than those of the new wilderness statute, the act required that roadless areas in the national parks in excess of 5,000 acres be studied for wilderness potential.

Before the prescribed 10-year study period had expired, the Congress passed the National Environmental Policy Act, which imposed new environmental restraints and administrative procedures upon the management of the national park system. This act, together with the broad powers granted by the National Park Organic Act gave the national park service officials all of the authority, and built-in environmental requirements needed effectively to manage the national parks for wilderness or any other park value.

Today we are considering legislation growing out of the study under the authority of the 1964 act. Under its own statutes and in response to the requirements of a national environmental policy act, the national park service has prepared a master plan for Shenandoah Park which does essentially what is required under the proposed legislation before us, with the exception that it was prepared by experienced park managers with the needs of the entire park and the visiting public in mind. The park management plan also provides an element of flexibility that would be lost or reduced if another mandate for wilderness management is required on top of the existing statutory requirements.

I would hope witnesses at today's hearing would address themselves to this general question. What will be accomplished under this wilderness legislation that cannot be accomplished by the National Park Service under existing laws?

Another pertinent question, in my mind, also needs to be answered to the satisfaction of this committee: Under the Shenandoah Wilderness Act, how can the park management meet the recreational needs of millions of people living in this area including the special needs of the aged and the handicapped who would like to enjoy this beautiful and accessible area?

I hope no one in this hearing underestimates the ability of the National Park Service to effectively manage wilderness. I live on the edge of America's first national park, Yellowstone, which has had more than a century of use by millions of Americans and which retains most of the superb wilderness that existed at the time the park was established.

I might add, parenthetically, that it has been estimated that probably 94 or 96 percent—I would hope that maybe my good friend Gary Everhardt would help me out with the precise figure there at Yellowstone—of Yellowstone's acreage today would qualify as wilderness.

The Park Service took over Shenandoah in 1926 when it was—as our distinguished witness and my good friend, Senator Byrd, has pointed out, supported by Nathaniel Reed's testimony—an area that had been farmed, mined, and stripped of much of its timber. This area today, without benefit of a Wilderness Act destination, is being hailed for its magnificent wilderness qualities. What more credit can I give the National Park Service?

Inasmuch as Senator Byrd has testified, and I certainly defer to him as the expert in this area, I must say I have no illusions at all about my understanding, my comprehension of the problems that he addressed in his statement. I would like to make clear that the opening statement I have made is largely based upon my knowledge and close association over a long time with the park areas that we think are truly magnificent, Yellowstone and Grand Teton, and it reflects my very deep and abiding faith in the ability of the dedicated personnel in the National Park Service to do what I believe always will be in the best interest of this great Nation.

Let me compliment you, Senator Byrd, for an excellent statement on Shenandoah Park. The things that Senator Johnston said about it were understatements. I don't know how I could do as well as he did in paying his respects to you and your statement.

I simply want to say I admire you so much and recognize your expertise and your intimate familiarity with this area, and I certainly shall give serious consideration to any proposal you might make.

Senator BYRD. Thank you, sir. May I say a word, Mr. Chairman?

Senator JOHNSTON. Certainly.

Senator BYRD. Thank you, Senator Hansen. I am grateful for your comments. I might say I think the points you raised are very desirable points to raise. I think the Park Service personnel who are here could better address the management features and problems than could I.

But the points raised by your opening statement are some of the reasons that I feel the original proposal that I introduced should be modified. I think what we want people to do is to have the opportunity to enjoy and to get not only pleasure but inspiration out of the grandeur of the park. I do not want to take a step that as the years go by make it impossible, as a practical matter, to walk the White Oak Canyon trail, for example, and to walk up Old Rag Mountain. It is a pretty good climb. But many people like to do it, I like to do it, others like to do it. I think they should have that opportunity.

My young daughter goes by herself, climbs by herself in that mountain trail. It means so much to her. Whenever I go up there there are people from all over the United States, but mainly from the Washington area. It is so close to Washington that it means a great deal, I think, to the people of Fairfax, the people of Arlington, and Alexandria, Loudon County, Fauquier, in my State, Washington, D.C., and the adjoining areas of Maryland.

It is the largest nearby park and open space to this capital of our Nation. It is important, I think, the people have an opportunity to enjoy it.

Senator JOHNSTON. Senator Byrd, this is the compromise proposal, is it not? These four corridors which can—that is a compromise of the pure wilderness concept, is it not?

Senator BYRD. It is. It does not provide for development. But it provides within these corridors the trail shall be kept the same way they are now.

Senator JOHNSTON. As long as the nonconforming uses continue, the trails, the bridges, those things that are inconsistent with wilderness in those corridors can be continued?

Senator BYRD. Yes, can be continued, yes.

It does not provide for additional trails.

Senator JOHNSTON. Thank you very much, Senator Byrd.

Senator HANSEN. I have one observation, prompted by the exchange you had with our distinguished witness. In talking with the personnel in Grand Teton and Yellowstone—and I am delighted the Director of the National Park Service is here—some time ago, and I don't mean to imply this exchange of ideas was exclusively with Director Everhardt, but with a number of people, I had arrived at the same opinion on the specific point of area four, I think you called it, where you suggest some corridors might be established and in those corridors trails might be maintained, not of any specified width, but left to the discretion of the Superintendent. Bridges would be provided, for example, where some people, like kids of my age, would likely get wet in the creek.

Referring back to Grand Teton, the need for discretionary management is a very real concern and one that illustrates the conviction I hold that the Organic Act establishing the National Park Service in adequate, and justified by the performance record that that Service has built up over 60 years. I think that we are approaching the sixtieth anniversary of the Park Service, if I recall correctly. The NPS has a great track record. I don't know of a better one.

But to refer to some of the specific problems in Grand Teton, more and more people want to climb in that high back country, as we call

it. When you have literally thousands of people climbing up there, the need for sanitary facilities, and for a place to stop overnight becomes pretty obvious. If those were not provided, other problems of an even more serious nature would develop.

So I think the people trying to manage Grand Teton—and I think they have done a marvelous job—have reflected wisdom in using the latitude granted to the Park Service, to adjust to changing conditions. They have moved in mobile toilets, and provided for the pickup by helicopter of cisterns that can be transported to an area where they may be dumped. This has helped maintain the quality of the water, and sanitation levels that otherwise would not be maintained at such a high standard.

Situations like this pose a real problem. How do you preserve a wilderness area and have these necessary accoutrements of civilization around without running head on into the point you were making, Mr. Chairman? One of the proposals recommended by some was that we have little enclaves in the wilderness. This could mean that you would be looking at great mountains—which the Grand Tetons most certainly are—and if you see a Johnny-on-the-Spot out there, you can ignore it because that is not part of the wilderness; that occupies a little enclave that has been excluded from the wilderness. It seemed to me unrealistic to try to establish those enclaves, and some of my Park Service friends, and Forest Service friends, said if we make these exceptions it would be difficult for us to make changes or modifications elsewhere. I thought there was validity to that point, and I had to conclude that our well intentioned efforts in Grand Teton were successful, and I think the greatest service I could do for all Americans would be to say, let's look at the job the Park Service has done in managing this area since 1929. I admit, as I believe I should, that I don't know of a better way of managing a park than to let those true professionals, all dedicated people, make decisions that reflect changing times.

Senator BYRD. I would like to associate myself with your tribute to the Park Service. I think they have done a magnificent job over the past years. I am impressed with Park personnel, both those in the Shenandoah Park and those in the Grand Tetons where I was with you, and the Yellowstone where we were together. Wherever I come across Park personnel I am very much impressed with the dedication and ability of these folks.

I remember some years ago, going with my father to dedicate the Cumberland Gap Park on the edge of Kentucky and Virginia. He made a speech. Fred Seaton was the Secretary of Interior and Connie Wirth was Director of the Park Service. My father in his speech said the Park Service is the only branch of Government that gives a dollars worth of service every 10 cents they get. Secretary Seaton told my father for heaven's sake, stop saying that, I have a hard enough time holding Connie Wirth down now when he asks for his appropriations.

Senator JOHNSTON. Thank you very much, Senator.

Our next witness is the Director of the National Park Service, Gary E. Everhardt.

Your statement will be included in the record, but as I understand it the Park Service is endorsing this proposition.

STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE; ACCOMPANIED BY ROBERT JACOBSEN, SUPERINTENDENT, SHENANDOAH NATIONAL PARK, VA.

Mr. EVERHARDT. I would like to submit, with your approval, Mr. Chairman, my full statement, but I would like to highlight several points.

We begin our dialogue with several areas in the Shenandoah National Park and it is also my pleasure to introduce to you and the subcommittee this morning, the Superintendent of Shenandoah National Park, Mr. Robert Jacobsen.

First: Mr. Chairman, I think it is important to note that a total of 56 units of the National Park System have been studied and we have submitted recommendations to the Congress for wilderness in 49 of these areas, totaling 15.8 million acres. The Congress has acted on four of our positive recommendations, leaving 41 which are now pending before the Congress totaling 15.5 million acres of wilderness.

Two: The Wilderness Act establishes a procedure of review and study with public hearings and public involvement. We have attempted to respond to the public in a meaningful way under the provisions of the Wilderness Act review procedures in our recommendations. I can offer no better example of this than to say that every one of the preliminary wilderness proposals has been revised in some manner before they have been transmitted to Congress.

Third: Several of our wilderness recommendations contain areas which we term "potential wilderness." Generally, these consist of nonconforming private or Federal uses which are temporary in nature and involve areas that we believe should be designated wilderness when the non-federal lands are acquired or the nonconforming use is terminated. When lands are presently unqualified but will within a determinable time will qualify, a special provision is included in the legislative proposal giving the Secretary of the Interior the authority to designate the land as wilderness when he determines it qualifies.

Fourth: The Wilderness Act and our guidelines permit the use of motor vehicles, motorized equipment, mechanical transport, structures or installations only as necessary to meet minimum requirements for the administration of the Wilderness area, including emergency measures.

Our guidelines require the manager to use the minimum tool, equipment or structure necessary to successfully, safely and economically accomplish the management objective. The chosen tool is to be the one that least degrades wilderness values temporarily or permanently.

Lastly, Mr. Chairman, many people ask why have wilderness in National Parks at all. I think our answer to that is very simple: It precludes capricious action by a future land manager which might have the result of allowing development or use practices that would be inconsistent with our congressional mandate to preserve units of the National Park System for future generations. It is the recognition by law of the highest land classification that the nation can bestow on its natural resources.

It should be made clear, however, that wilderness designation does not remove the need for intensive management. It does, however, assure that natural resources which have been professionally evaluated through the public hearings process and the legislative process as being worthy of the highest degree of protection, will not be developed.

There is a need in our National Parks for public facilities and visitor services. We feel that this need can be met within the areas left out of wilderness. We believe there are areas that are suitable for public use development, and there are other areas within the Parks that are not suitable for intensive development. Wilderness designation of these latter areas will assure future generations that certain areas will remain undeveloped for their benefit.

Mr. Chairman, our staff has had the opportunity to discuss with Senator Byrd's staff local feelings about the need for access to the portion of Shenandoah National Park which contains the popular Old Rag Mountain and White Oak Canyon, particularly the fire protection and rescue and emergency purposes. Let me say that we appreciate very much Senator's Byrd's sensitivity to local concerns and I have had a chance to jot down some thoughts that give us a way to respond to this matter. This portion of the Park, in unit 4, contains three primitive roads and a trail which serve the hiker and the horseback rider.

The primitive roads, some of which are former wagon roads, have been used by Government vehicles in the past for fire and other emergency purposes.

We would recommend that the areas containing these primitive roads be put into wilderness because of their planned use as trails serving wilderness users in this area.

In so doing, we believe that these existing trails can be maintained so as to allow for the passage of emergency and fire equipment under the wilderness guidelines which provide for the use of the minimum tool necessary to accomplish a management need. Therefore, we see this as a workable alternative rather than having corridors which would exclude these trails from wilderness. The use of a minimum tool criteria, we have available to us under the wilderness guidelines for the National Park Service.

Mr. Chairman, I would now like to direct your attention further to the map showing the wilderness recommendations for Shenandoah National Park.

Shenandoah National Park, comprising 193,538 acres of Virginia's Blue Ridge Mountains, is a major recreational resource within a two hour drive of the Washington Metropolitan Area. Some 2¼ million people annually visit Shenandoah to view the scenery from the Skyline Drive, hike the trails, camp, fish the trout streams, and learn of the area's history.

Our wilderness recommendations for Shenandoah reflect the management plan for access and a variety of visitor use developments, but also for the perpetuation of portions of the Park in a natural condition. The areas which are to remain undeveloped, except for trails, form the basis of our wilderness recommendations. This wilderness recommendation of 79,699 acres is shown in green on the map. An-

other 560 acres is identified as potential wilderness additions, shown in red on the map, and together represent 41 percent of the Park.

Mr. Chairman, others have proposed more land as wilderness. One proposal would add about 33,000 acres of wilderness by extending all units, generally, to the Skyline Drive and to the Park boundary; by joining units one and three to form a single unit; by joining units 5, 6, 7 and 8 to form another single unit; and by designating two new units in the central portion of the Park. This would include in wilderness an overhead powerline, road and active cemetery near Matthews Arm, thirteen shelters and their access roads, several additional management roads, a cleared right-of-way over a gas transmission line, and a number of areas now subject to, and planned for, more intensive types of use.

At the Wilderness public hearing, a proposal was presented for deleting major portions of the recommended unit 4 from wilderness and, instead, proposed that a highway be constructed from Madison County to the Skyline Drive, and also proposed seven water supply and flood control impoundments within this portion of the park.

The suggested highway to connect with the Skyline Drive has been considered and rejected as not necessary or desirable to achieving the purpose of the National Park. The impoundments would be contrary to the preservation principles contained in the Act of Congress establishing the Park and in the Act of Congress establishing the National Park Service.

Mr. Chairman, in 1975, there were 112,300 overnight stays in the backcountry of Shenandoah, primarily in the areas proposed for wilderness designation. Camping policy at Shenandoah is directed toward dispersing camping use throughout the backcountry to protect the natural resources and at the same time allowing a high degree of individual choice in camping locations and the opportunity to find solitude.

The recommendation presented today was passed by the Senate in the 93d Congress, was reported favorably out of the House subcommittee, but the House took no further action.

Mr. Chairman, a wilderness of 79,699 acres is recommended for immediate designation, together with the 560 acres of potential wilderness providing a total proposal of 80,259 acres or 41 percent of the park.

Senator JOHNSTON. Thank you very much, Mr. Everhardt. What did you think of Senator Byrd's proposed modifications?

Mr. EVERHARDT. We favor an alternate method under a minimum tools guideline where these areas could be created as wilderness, where the trails could serve as access to the interior of the park, and where we could under the minimum tool guideline maintain the trails so that emergency vehicles could have access to those areas of the park, where fire may endanger outside areas along the boundary, and where there is a need for rescue opportunities. We think under the minimum guideline we have this latitude, and under the Wilderness Act itself there are provisions that allow this to insure the health, safety and well-being in an emergency situation of the visitor in the wilderness area.

Senator JOHSTON. Is this wilderness plan consistent with the master plan for the park?

Mr. JACOBSEN. This wilderness proposal was formulated during the preparation of the present master plan for Shenandoah which was approved in April 1967. A new master plan has been started to conform to new servicewide planning standards and procedures, and the planning is based on the assumption that the recommended wilderness will be designated.

Senator JOHNSTON. What nonconforming uses are located in the 560 acres potential area? When do you plan to phase those out?

Mr. JACOBSEN. There are two potential wilderness areas, one at Paine Run, we have already cleaned up that area and closed it to all further use. The existing uses on that road have been moved up to Madison Run Road, so it is ready for immediate designation.

The second potential wilderness designation area included the old Trayfoot Fire Tower which was the communications center for the southern part of the park. We have satisfactorily moved that radio equipment up to Loft Mountain. The power company has already dismantled the power line which served that site and we have sold the fire tower at public auction. It has not yet been removed. As soon as it is removed, we may then close the road and that area, too, may be designated.

Senator JOHNSTON. What present permissible uses would be prohibited by this wilderness designation?

Mr. EVERHARDT. We don't think there would be any uses prohibited.

Senator JOHNSTON. It is mainly the structure, the vehicles, that sort of thing?

Mr EVERHARDT. We have no structures. This map, because of its scale, is a little bit misleading. But some of the structures may appear to be within the wilderness which they are not. The reason they were deleted is because they are intensively used areas where people find a lot of opportunity to see the mountains, to learn of the history of the area.

We have service roads to each one of these where there is automobile traffic on a recurring routine basis, to clean up the area, to remove trash from the area, and do the general maintenance These shelters have not been included in the wilderness proposal.

Senator JOHSTON. I have some more questions but I would like to submit them in writing if that is suitable to you.

Mr. EVERHARDT. Yes, sir.

Senator HANSEN. Mr. Everhardt, in your prepared testimony, I find this language:

> However, the impact of horse hooves on trails of native material often causes erosion of the trails, which must be periodically repaired. This may require the periodic transporting and placement of surfacing material, sometimes over many miles of trail. Such repair is normally accomplished by using small, motorized trail-grading and earth-transporting equipment.

Then, of course, you continue to say your "policy guidelines for wilderness management permit the use of such equipment if it is the minimum tool or equipment necessary to successfully, safely and economically accomplish the objective."

Under the act as the Forest Service has interpreted it, my limited experience in Wyoming suggests that they insist no motorized equipment may be used in a wilderness area. This has posed a problem, with the advent of chain saws, it has been possible for a trained crew

to accomplish a lot of trail maintenance, especially in snow country where trees are tipping over and falling across trails and that sort of thing.

I don't argue at all with your interpretation, but do you see any problem that might be posed if the Forest Service on the one hand tries to adhere to their concept of what the Wilderness Act provides for, while another agency of the Federal Government, having a slightly different interpretation, contributes to some confusion on the part of the public using the Federal lands?

I am wondering, for example, if a visitor to the Shenandoah Wilderness were to witness a small truck or earth-grading equipment being used, or possibly a chain saw, the visitor might possible conclude this is not a wilderness. Maybe this is all right. If they should then venture into a forest wilderness area, where different regulations apply, would this cause problems, in your judgment, with respect to the public understanding of the law and the desire to conform to the law?

Mr. EVERHARDT. I would hesitate to speak for the head of the Forest Service.

Senator HANSEN. I want you to speak only for yourself and let him speak for himself.

Mr. EVERHARDT. I think a couple of years ago when you and I had a chance to discuss wilderness in the Grand Tetons, we looked at it in the purest sense. We talked about the difficulty of maintaining some of those trails with just an axe or a hand tool of some type.

I would like to submit to the committee Assistant Secretary Reed's memorandum of June 4, which gives us some new guidelines, at that time, with respect to the minimum tool. We think a minimum tool has to be looked at in the light of what has to be accomplished in the wilderness. Certainly the predominant purpose of the criteria would be to assure the safety and health of the wilderness visitor. But certainly I think economics have to come into play. You can imagine the huge cost of accomplishing something with only a handtool and manpower. So there is the opportunity under the minimum tool guideline of applying these criteria—safety, health and economics—to use the tool necessary to get the job done and not to degrade the values of the wilderness.

Senator HANSEN. I have heard Senator Church, who I think had considerable input into the drafting of the wilderness legislation, discourse on the merits of that law. I certainly would not presume to speak for him. But in reflecting on what I can recall, I had the impression he would hope there would not be an erosion of the objectives that were called for, and I agree with you, they were purest objectives.

It is precisely because of that conflict that I have personal difficulty in trying to reconcile the facts today. And I must say again, I am speaking for parks in the West, as I know them, and I would not presume at all to say what the situation is in Virginia. I defer to my very good friend, Senator Byrd, and will be guided by his advice and counsel.

But out there in the wild areas, it seems to me, more and more, that we are going to have to make accommodation and allowances. I know the Forest Service has said if they could be permitted to use chain saws on trail management work in the wilderness, that a very important objective to all of us would be accomplished in a very

efficient manner and that the result would be the reduction in expense of trying to maintain the National Forest.

I have tried to make a point that does disturb me. I am afraid that if we have different standards on similar Federal areas, we may add some confusion and misunderstanding to members of the general public.

Senator JOHNSTON. Thank you very much, Mr. Everhardt.

Senator BYRD. Before Mr. Everhardt leaves me, I wish to make a comment. Mr. Everhardt mentioned being sensitive to the needs and wishes of the local people and I think that is very important. But I think the modification I have proposed goes beyond that.

I am looking at the persons coming into the park from wherever they might be, have an opportunity to use the White Oak Canyon trail which has been there for years, have an opportunity to climb Old Rag, have an opportunity to see parts of the park all of us can see today, if you go by the strict definition of a wilderness area the only way people 20 or 30 years from now will be able to see it is to charter a helicopter and look down at it from the top, and I don't think that is what we want to do. Thank you.

[The prepared statement of Mr. Everhardt follows:]

STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE

Mr. Chairman, I am pleased to appear today before the subcommittee to recommend enactment of legislation which would designate wilderness within Shenandoah National Park.

Mr. Chairman, as called for by the Wilderness Act of 1964 we have held public field hearings and reported to the Congress on wilderness suitability for 56 national park system units, including Shenandoah National Park. The holding of field hearings is a process which brings the park planner together with the park user. Mr. Chairman, there has been a healthy exchange of viewpoints. Our analysis of these viewpoints and our professional views are reflected in our recommendations now before the subcommittee. A significant result of public involvement has been the change away from the early concept of buffer zones and large exclusions as we have developed guidelines for wilderness proposals and managment. These guidelines recognize that botht developed use areas, and preservation areas, are necessary to fulfill the purposes for which the parks were established. The guidelines recognize that wilderness perpetuation requires constant monitoring of man's influences on natural processes and life systems, and responsive, careful management. The Wilderness Act and our guidelines permit the use of motor vehicles, motorized equipment, mechanical transport, structures or installations only as necessary to meet minimum requirements for the administration of the wilderness area, including emergency measures. Our guidelines require the manager to use the minimum tool, equipment or structure necessary to successfully, safely and economically accomplish the management objective. The chosen tool or eqipment is to be the one that least degrades wilderness values temporarily or permanently.

Accepted tools include such things as fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, equipment caches, fencing and fire management. In special cases involving the perpetuation of wilderness values, or in emergencies, aircraft, motorboats, and motorized vehicles may be used. Wilderness campsites for public use may contain pit toilets, fire rings, tent sites, and a hand-operated water pump. This kind of campsite could be removed or relocated as management needs dictate. Campsites which contain permanent buildings, water treatment or sewage disposal facilities, and which provide visitor conveniences such as beds, meals, and supplies will not be included in wilderness: Some areas studied contain small boat docks, water guzzlers to sustain wildlife, and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of wilderness values. When such an area would otherwise qualify as wilderness, we recommend such areas with a specific provision in the proposed legislation to permit retaining and maintaining these

structures. A similar position is taken with respect to permitting underground utility lines. An area under study may also contain hydrometeorologic devices for monitoring water resources outside the wilderness area. When these devices are found to be necessary, a specific provision allowing their use will be included in legislation proposing wilderness designation. For the installation, servicing and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used. The guidelines provide that stock driveways and areas being grazed may be included in wilderness if the imprint of man's work is substantially unnoticeable.

Generally, we have included stock driveways and grazing areas if their operation does not include the use of roads, structures, mechanical equipment, or motor vehicles. Our guidelines also permit the inclusion in wilderness of lakes created by water development projects if they are maintained at a relatively stable level and have a natural appearing shoreline. When lands are presently unqualified but will within a determinable time qualify and be available Federal land, a special provision is included in the legislative proposal giving the Secretary of the Interior the authority to designate the lands as wilderness when he determines it qualifies. This potential wilderness addition might be a private inholding containing some improvements but which the National Park Service has authority and plans to acquire. Once acquired, and after removal of any nonconforming uses, the area would be added to the wilderness with proper notice by the Secretary of the Interior.

Earlier, Mr. Chairman, I mentioned that lands needed as primary use areas are not included in recommended wilderness. One such area which is not well understood is that immediately adjacent to park roads. This is the primary zone of contact between all of the public and the park and it is here that we provide interpretation of the natural resources and processes. Developments may include cleared vistas, trails with interpretive devices, overlooks, exhibits, campfire circles group lunch or picnic sites. This same area may also provide parking, water supply systems and sewage disposal systems. It's use is characterized by large numbers of visitors engaged in sightseeing and learning experiences. Management, maintenance, and developments all exceed that which is suitable in wilderness.

Mr. Chairman, the public interest and participation in the review process has been highly gratifying to us. In general, I believe there is strong support for the balance of development and natural preservation for national park system areas as presented at the public hearings. We also find the conviction among many that preserving natural life systems is of exceeding importance to this and future generations.

Mr. Chairman, the preservation of wilderness values and at the same time providing for conventional public use is fundamental to national park system legislation and management. Road systems and other appropriate means of public access and accommodation are provided for each park unit but the essence of a park is present only if its natural elements are preserved in an unimpaired condition. Thus, we do not see wilderness designation as a change in management, but instead assuring that we continue the kind of management intended by our predecessors who brought into being the Yosemite and Yellowstone National Parks, and other early units of the national park system.

I believe that designation of wilderness within the national park system is important because it provides additional legislative protection to preserve these superlative national treasures. I do not believe that wilderness designation and use need be in conflict with other park uses. The administration's wilderness recommendations reflect carefully prepared management plans to preserve the essential natural values while also providing for developments necessary to a wide range of park uses by the public. For many years we have administratively, classified lands both for development and for perpetuation in their natural condition. It is from the roadless, natural classifications that we have first drawn preliminary wilderness proposals and after public hearings have formulated and sent to the Congress recommendations for wilderness designation.

We now have more than 3 years experience in managing legislated wilderness in two national parks and two national monuments. We have experienced no management or public use problems with these four areas which are attributable to wilderness designation. We are well aware, however, of two concerns which have often been expressed in connection with the wilderness recommendations now before the Congress. One concern is that wilderness

designation will prevent the maintenance of trails because of restrictions on the use of motorized vehicles and equipment. The second is that wilderness designation will cause the National Park Service to limit the number of people entering the backcountry of the park. I would like first to address the subject of trails.

Section 2(c) of the Wilderness Act stresses that management should preserve natural conditions and that the imprint of man's work should be substantially unnoticeable in wilderness.

Section 4(c) of the Wilderness Act prohibits the use of motor vehicles, motorized equipment, mechanical transport, structures or installation except as necessary to meet minimum requirements for the administration of the area. In my view, the policies for wilderness management which I shall now discuss implement these provisions.

Trial management is critical to providing for use that does not diminish the wilderness resource through which the trails pass. Trail location, maintenance, and use are all vital elements. An essential aspect of wilderness management is flexibility to change use patterns as necessary to protect resources and to achieve other management objectives. This may include closing some trails and constructing new ones at new locations within wilderness. Some portions of wilderness will remain without trails. These are usually the most rugged and remote portions but may also include areas of high scientific importance such as the rain forests in Haleakala National Park in Hawaii. The majority of wilderness will be accessible by trail. Trails intended for foot travel only will be maintained, generally, to a width sufficient for persons to walk single-file. Trails intended for combined foot and horse travel, or for horse travel only will be maintained to a width sufficient for horses and their riders to travel single-file. The maintenance of such trails is normally accomplished without the use of motorized vehicles or equipment. "However, the impact of horse hooves on trails of native material often causes erosion of the trails, which must be periodically repaired. This may require the periodic transporting and placement of surfacing material, sometimes over many miles of trail. Such repair is normally accomplished by using small, motorized trail-grading and earth-transporting equipment. Our policy guidelines for wilderness management permit the use of such equipment if it is the minimum tool or equipment necessary to successfully, safely and economically accomplish the objective. The chosen tool or equipment is to be the one that least degrades wilderness values, temporarily or permanently, and its use must be approved by the National Park Service Regional Director. When such equipment is introduced into wilderness, its use is to be as brief as possible and at a time when little visitor use is occurring. Paved trails are not permitted in wilderness.

Let us consider other trail facilities, trail bridges are permitted at stream crossings if the crossing, without a bridge, would be unsafe during the normal period of use. Signs are provided only where necessary for visitor safety, management, or resource protection. Interpretive information may be provided before the visitor enters the wilderness, but interpretive exhibits or devices will not be placed in wilderness. Along a wilderness trail there will be no facilities designed merely for the convenience of visitors such as drinking fountains, flush toilets, benches, or picnic tables.

As I mentioned earlier we have also encountered the objection that wilderness designation is causing the national park service to limit the number of people who may enter a wilderness area, as evidenced in the 34 parks today where a permit is issued to those entering the backcountry. The permit may limit the user to certain campsites, may limit the number of horses in a riding party, may prohibit the collecting of wood for fire, and may require carry-in stoves and fuel for cooking purposes. Such restrictions were first imposed many years before the passage of the Wilderness Act and are necessary with or without wilderness legislation, simply because of the increase in backcountry use over the past 15 or more years. Backcountry visitation has to be managed and controlled in order to achieve the original mandate for the National Park Service which is: "To conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." The Wilderness Act reinforces this mandate by characterizing wilderness, in part, as areas where the imprint of man's work is substantially unnoticeable. In my view, then, the wilderness program has simply made more visible certain existing aspects of Park Service policy.

Mr. Chairman, against this background, I would like now to present information supporting wilderness designation within Shenandoah National Park being considered by your subcommittee today.

SHENANDOAH NATIONAL PARK

Shenandoah National Park, comprising 193,538 acres of Virginia's Blue Ridge Mountains, is a major recreational resource within a 2-hour drive of the Washington Metropolitan area. Some 2¼ million people annually visit Shenandoah to view the scenery from the Skyline Drive, hike the trails, camp, fish the trout streams, and learn of the area's history.

Our wilderness recommendations for Shenandoah reflect the management plan for access and a variety of visitor use developments, but also for the perpetuation of portions of the park in a natural condition. The areas which are to remain undeveloped, except for trails, form the basis of our wilderness recommendation. This wilderness recommendation of 79,699 acres is shown in green on the map. Another 560 acres is identified as potential wilderness additions, shown in red on the map, and together represent 41% of the park.

Mr. Chairman, others have proposed more land as wilderness. One proposal would add about 33,000 acres of wilderness by extending all units, generally, to the Skyline Drive and to the park boundary; by joining units 1 and 3 to form a single unit; by joining units 5, 6, 7, and 8 to form another single unit; and by designating two new units in the central portion of the park. This would include in wilderness an overhead powerline, road and active cemetery near Matthews Arm, thirteen shelters and their access roads, several additional management roads, a cleared right-of-way over a gas transmission line, and a numberof areas now subject to, and planned for, more intensive types of use.

At the wilderness public hearing, a proposal was presented for deleting major portions of the recommended unit 4 from wilderness and, instead, proposed that a highway be constructed from Madison County to the Skyline Drive, and also proposed seven water supply and flood control impoundments within this portion of the park. The suggested highway to connect with the Skyline Drive has been considered and rejected as not necessary or desirable to achieving the purpose of the national park. The impoundments would be contrary to the preservation principles contained in the Act of Congress establishing the park and in the Act of Congress establishing the National Park Service.

Mr. Chairman, in 1975 there were 112,300 overnight stays in the backcountry of Shenandoah, primarily in the areas proposed for wilderness designation. Camping policy at Shenandoah is directed toward dispersing camping use throughout the backcountry to protect the natural resources and at the same time allowing a high degree of individual choice in camping locations and the opportunity to find solitude.

The recommendation presented today was passed by the Senate in the 93d Congress, was reported favorably out of the House subcommittee, but the house took no further action.

Mr. Chairman, a wilderness of 79,699 acres is recommended for immediate designation, together with the 560 acres of potential wilderness provides a total proposal of 80,259 acres or 41% of the park.

[Subsequent to the hearing the following information was supplied by the Department of the Interior:]

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., March 8, 1976.

Hon. J. BENNETT JOHNSTON, JR.,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: Thank you for your letter of February 9, 1976, requesting certain additional information to be made a part of the record of hearings on the Shenandoah National Park wilderness proposal held on February 5 by the Subcommittee on Parks and Recreation. The National Park Service has supplied the following in response to your request:

1. Are there any differences in types of wilderness as affected by location, size and volume of usage?

Within the diversity of National Park System wilderness lands, three general types of wilderness or three wilderness zones can be identified because of their location, size or other factors affecting remoteness, and their volume of use.

Some areas of wilderness have no constructed trails or facilities of any kind, may be extremely rugged, remote, and appeal primarily to the expert wilderness explorer or the scientist. This type of wilderness receives infrequent use and could be referred to as zone III since it is normally the most remote of the three wilderness zones.

Other areas of wilderness have constructed trails but are a considerable distance away from access roads. These areas require several days to several weeks to visit and therefore appeal to those with the equipment, experience and time needed to make such a trip. This type of wilderness receives light use and could be referred to as zone II.

Still other areas of wilderness have a number of constructed trails and are within a short distance of access roads. These areas typically appeal to novices or families with young children and are used primarily for a few hours to a day or two. This type of wilderness receives moderate to frequent use, requires the highest degree of management and maintenance of the three, and could be referred to as zone I.

2. According to the wilderness plan map, at least five of the nine units in the Shenandoah wilderness proposal have a shelter within their boundary, and unit four also has a hostel. What is your policy with respect to facilities which are within wilderness areas?

The wilderness plan map is misleading in that at least seven shelters and one hostel appear to be in the proposed wilderness. All of the shelters are outside of the wilderness but because of the placement and size of the symbol that is used, they appear to be in the proposed wilderness. The one hostel is located within a 1-acre nonwilderness area that is surrounded by lands proposed as wilderness. The hostel is known as the Corbin Cabin and is managed as a rental cabin by the Potomac Appalachian Trail Club under a concession permit. The cabin or hostel is accessible only by trail, but provides visitor conveniences which exceed those suitable in wilderness. We also believe this constitutes a commercial enterprise which is prohibited by section 4(c) of the Wilderness Act.

3. You indicated in your statement an alternative proposal of 33,000 additional acres for wilderness designation. Do any of those suggested additions qualify for wilderness?

All of the 33,000 acres were reviewed during our wilderness study for Shenandoah National Park but were not found suitable for wilderness designation. As mentioned in our witness statement presented on February 5, these lands contain an overhead powerline, a cleared right-of-way over a gas transmission line, a number of maintained administrative roads, 13 shelters, an active cemetery, and include areas subject to more intensive types of recreational use.

We appreciate your interest in this matter.

Sincerely yours,

KEN M. BROWN,
Legislative Counsel.

Senator JOHNSTON. As I understand it, we have two people in opposition, Mr. Frank Walker, the Madison County Planning Commission, and Mr. James C. Graves, of Syria, Va. We also have Mrs. Dena Willcox Dean of the Madison County Eagle newspaper.

Are there any others in opposition on the witness list other than those three?

I would like to invite the three of you to the witness table to testify as a panel, if you would.

Mr. Walker, I believe you are chairman of this panel and we would like to proceed in your own way. The written statements are very important and we will consider those in detail. We would like to have you testify without reading, we prefer that but we don't insist on it.

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Mr. WALKER. Yes, sir. First, I think possibly there needs to be a slight correction in the agenda of appearances, because Mr. Graves and Mrs. Dean are both appearing as individuals and I think both with unrelated points, whereas I represent the Madison County Board of Supervisors and Planning Commission and am unrelated to either one of them.

I will start, if that is satisfactory.

Senator JOHNSTON. Please do.

STATEMENT OF FRANK WALKER, JR., CHAIRMAN, MADISON COUNTY PLANNING COMMISSION, VIRGINIA; JAMES C. GRAVES, SYRIA, VA.; DENA WILLCOX DEAN, SYRIA, VA.

Mr. WALKER. On behalf of the Madison County Board of Supervisors and Planning Commission we appreciate the opportunity to present our thoughts and findings to your committee this morning.

The written record which has been submitted, as you pointed out, takes a fairly hard position because at the time the position had to be adopted, which was about 1½ years ago, there was a great deal of uncertainty both pro and con, a considerable amount of which exists even to this moment.

We had to assume the worst, to make sure that we could at least be pleasant, to be surpried if anything other than the worst happened.

The position in the statements which would indicate that the county would like to have the area east and west of the Weakley Hollow and Old Rag fire roads be eliminated from the wilderness. The wilderness coming down to about this point [indicating] was in effect to assure access, the kind of access the Senator has referred to this morning.

The positions will not indicate or will not reflect anything on the Senator's proposal because, of course, we were not aware of it until this morning.

There are some matters relative to this. The Shenandoah is being proposed for wilderness designation, at least portions of it, and a fairly thorough examination of the Wilderness Act, which is called the eastern supplement to that act, do not indicate a wilderness can, in fact, be created.

The effort is to preserve and protect what is there. We do not wish to fight if a reasonable compromise can be established. But we are concerned over the creation of wildernesse where there is question as to whether or not it is in fact now a wilderness.

There are plenty of trails, both old and new in that area. There is a tremendous amount of access which is all being used. I wonder if the committee or the Park Service or the various individuals responsible for designating wildernesses are not in fact taking a position they may find challenged.

Another point that concerns us and concerns us even to this time is the wilderness concept as applied to date has been fairly exclusionary in nature, to preserve primarily, although the Wilderness Act provides for considerable latitude of uses of wilderness.

This latitude over the last few years in which we have maintained a fairly constant opposition, this latitude has produced a considerable

amount of confusion, a considerable amount of polarization all based pretty much on what each individual thought the wilderness was going to be if it were created.

It would be in the future, and it will be now, a tremendous upset to both proponents, opponents, and all of us who eventually compromise. It would be impressive and helpful to have a statement of operating policy for even this, the Shenandoah wilderness.

Senator JOHNSTON. Mr. Walker, let me interrupt you at that point. Are you satisfied with the statement of what Senator Byrd wants to accomplish here? You heard it for the first time, supplemented by what Mr. Everhardt had to say. Are you satisfied with those goals and are you just concerned about whether the words in the Wilderness Act are too restrictive?

Mr. WALKER. No, sir. We may keep the trails open. We have not yet talked about access, who can use the trails, how much they can use the trails, how much they will be charged to use the trails. There is a lot left to be worked out which still can give rise to people who will either be for or against even the Senator's proposal on a motion.

As a planner, and my final point, the wilderness concept and the implementation of such both in the Shenandoah and elsewhere constitutes land use. We have a National Park zoned, and within that zone we are going to zone wilderness, to look at it from a planning standpoint.

The impact of this zoning has, to my knowledge and the knowledge of those I have contacted, the impact of this zoning has been assessed pretty much on an emotional basis. Yet we are talking about, depending on which side of the subject you are looking at, you are looking at probably 1,500 to 2,000 versions of Disneyworld. There is an impact on the locality, there is an impact on the people who would plan to use the area that has not been appraised.

I am seriously concerned, in fact, as to who the impact of creating 41 percent of the Shenandoah into wilderness, what the impact is going to be on the remainder of the Park. What are people going to do who may not have the time or even the willingness to go into a wilderness; what are they going to do with the rest of the Park; and how is the Park Service going to handle it?

I think these things have to be understood. We don't understand them. The Park Service may. But we have not gotten a statement. I think these comments, with the written record, I will rest my testimony. Thank you.

Senator JOHNSTON. Thank you very much indeed, Mr. Walker. Really, I think there is very little change to be made in the area to be designated for wilderness. I think the main significance here is we are more or less preserving and freezing in the present use. There would be some slight change but basically it is a designation for the future, rather more of a status quo designation for the future rather than a drastic change from present use patterns.

Mr. WALKER. At the present time, we had to assume a position that was not at all apparent and we had to take a very hard position.

Senator JOHNSTON. Thank you very much, Mr. Walker. Mr. Graves.

Mr. GRAVES. I don't have much to add to this. My proposal was the roads take and be maintained. That is the main objection to it. I have to fight fires there. I am a crew leader. I have fought fires there. I do not want the bridges removed. We have got those in there.

We got Senator Byrd and Congressman Marsh to help get those in there. Back in the fifties that road was impassable both to horses and to vehicles.

That is the main thing that I want to see, that the roads will be maintained so we can fight fires, get there quickly. If you get floods, we have got 6,000 acres that are bordering the Park. I am concerned as a landowner about fires and floods and things of that order. If they will maintain the roads like they say they will, then I think a lot of people will be happy and the trails. You are going to get a lot of people using the trails.

I have an inn, which from spring to fall is full. I will have 3,000 people there. They will take and come there for weekends to get away from Washington. They just come to get in the area. So you are going to have impact on these borders. You are going to need toilet facilities.

To give you an example, my inn, I cannot take and put in a filter system plant. I am using septic tanks because the streams are classified as trout streams, so the people there can only expand a certain amount. But we are getting the people who are coming—they don't come up to the top of the mountain, they come down to the place you can quickly get to Old Rag Mountain and White Oak Canyon.

More and more the senior citizens are coming to the lower areas because they can walk into these trails, like White Oak Canyon. There is an easier in.

Senator JOHNSTON. What town are you from?

Mr. GRAVES. Syria. S-y-r-i-a.

Senator HANSEN. Is that east or west of here?

Mr. GRAVES. That is west of here, but there is no oil there. It is close. I am 5 miles from the White Oak Canyon Trail and 6 miles from the Old Rag Mountain Trail. We do have horses, and to take and maintain the roads you are going to have to do some work, and the horses are used in the Park. Since these fire roads were horse trails back in the old days, this is a logical place to do the horseback riding. More so than trying to open up new trails. I think we can take and preserve what we have got there. How you do it? That will be up to policy. We didn't know what the policy would be or anything else.

Senator JOHNSTON. Would it be safe to say, Mr. Graves, based on what you have heard here today that you are reasonably reassured about this plan?

Mr. GRAVES. Until I see it in writing as a policy—I think with the Senator's work and your work, it will be worked out. I don't know what the opposition, the ones who want strict wilderness; they may change their minds. This can happen. But I hope we have showed cause. This had better be done so everybody can enjoy it.

Senator JOHNSTON. I think what has been said here today will be on the record. It is part of the policy under which this wilderness would be established and I think it is a policy you can count on.

I understand your concerns and I think those concerns, fire roads, that kind of thing, can be adequately met under present policy and under the indications you have heard here today.

Senator HANSEN. Mr. Chairman, it occurs to me some of the testimony is very interesting. I have in mind what Assistant Secretary Reed said a few years ago when he was telling about what the state

of this area was prior to the creation of the Park and how it has been brought back, how the healing hand of nature and time has restored it, and I get the feeling—and I am not speaking specifically about the Shenandoah National Park area at all—as I indicated earlier, I am going to be guided in this decision by my good friend from Virginia, the State's senior Senator—but generally speaking I sort of detect an inherent fea ror concern on the part of many of us as to think what the next generation is going to do.

We have come along all right so far, but we don't quite trust the future generations. They are going to exert influences on the Park Service, on the Forest Service, and things will be done that won't be to our liking. I have talked to some who say frankly everything has been all right, but we don't trust what will happen in the future. So we want to lock up areas, or impose a standard of management that will be more difficult to change than would be a decision by the Park Service management.

Again, I repeat, this may not be an unfair description of the attitude of at least some who believe the wildernes concept should be imposed. I am not arguing about the forest wilderness areas, but it really seems to me that I would have to criticize making the wilderness concept applicable to national parks. I think the whole record of the Park Service flies in the face of the need of this designation.

But, as I say, I am going to do whatever Harry Byrd says is best for the Shenandoah National Park and for Virginia.

Senator JOHNSTON. Thank you. Mrs. Dean.

Mrs. DEAN. Mr. Chairman, I agree wholeheartedly with Senator Hansen's statement. I think the Park Service has done a great job in handling parks throughout the United States. The only one I am familiar with is our National Park.

As I said in my statement about the history of the Park, the land for it was donated by the citizens of the State of Virginia. The state of Virginia then donated this land to the United States for a national park.

Of course, the history of the park has been discussed and people did live and work and carry on life and bury their dead. Since I moved into the Blue Ridge Mountains—I am a flatlander born and raised——

Senator JOHNSTON. Where do you live?

Mrs. DEAN. I live in Syria. More exact, I live right there [indicating].

Senator JOHNSTON. Where is that on the bigger map?

Mrs. DEAN. Up in this hollow right here. They were originally going to put a trail at the end of my road.

Senator JOHNSTON. That is Skyline Drive?

Mrs. DEAN. I am 3 miles from Big Meadows, very nice for horseback riding. I have met and become acquainted with a whole lot of people who lived in this area, and some of their children. Some of the older folks are extremely interesting to talk to and I got interested in this and have done a lot of study on the history of it. I have brought with me some pictures I have taken of a very historical road which is referred to usually on the maps and records as the Rose River Fire Road.

It runs from this hollow here—the red line I am following here—it crosses the Skyline Drive and becomes what they call the Red Gate

Road. It goes down to Page County and ends up in Luray, which is in the valley. Down here on this map, I enclosed with my statement a copy of this map, a smaller copy of this map.

Senator HANSEN. Mr. Chairman, if I may interrupt a moment, I think it might be very helpful for those who will be reading the record later, following the witness' remarks, if the Superintendent of the park might be able to identify by names, so later on—I don't mean to interrupt her now, but possibly if you could identify from this point to this point so we would know.

Mrs. DEAN. This is the road I am referring to. It is referred to now as the Rose River Fire Trail. It is a portion of the old Gordonsville Turnpike. A company was incorporated, the Blue Ridge Turnpike Co. was incorporated to build this road, sell stock, all of the various things, prior to the Civil War.

This road was constructed, a macadamized road, it was constructed and it went 56 miles from the point up here—I have to get off of that map—it comes down through Madison County into Gordonsville, which is in Orange County. The parts of the road that will be through the center of this wilderness area I think are very important. The actual construction of the road is what I think is so important, so obviously manmade.

It goes against the grain of the feeling given by the Wilderness Act because there is so much a trace of this manmade thing that is there.

Even though misuse and lack of care——

Senator JOHNSTON. May we see the pictures?

Mrs. DEAN. Yes, sir. Even through misuse the sign is there. The actual roadbed is there. These rocks were piled by hand. They did not cut into the mountain to build the road. The road has a fantastic grade, you can drive up it without a four-wheel vehicle when the road is dry. This is another example of what it shows. The roadbed behind.

Senator JOHNSTON. Do people drive on the road now?

Mrs. DEAN. No. It is closed to traffic. I was fortunate enough in my job at the newspaper to have Mr. Jacobsen allow myself and Mr. Matt Graves, Mr. Jim Graves' uncle, and he remembers people who used to live there. This is a portion of the road also, the actual roadbed itself. This is what is happening.

Senator JOHNSTON. This road goes down from Camp Hoover to Rose River?

Mrs. DEAN. No, sir. This goes from the Skyline Drive to Dark Hollow Falls on down to the river.

Senator JOHNSTON. Doesn't it go down to the river?

Senator HANSEN. Could you identify it?

Mrs. DEAN. The map here shows this, the road to Hoover's Camp goes this way.

Senator JOHNSTON. Say that again.

Mrs. DEAN. This road comes up out of the Skyline Drive here, the road to Hoover's Camp out at Big Meadows. The two are connected but they don't intersect. But there are trails that do connect those two roads, but they don't connect.

Senator JOHNSTON. The other roadbed there, it is a good road to hike on? What is inconsistent about that?

Mrs. DEAN. Because it is manmade.

Senator JOHNSTON. So are these trails you have in the wilderness area.

Mrs. DEAN. A lot of these trails are animal trails, foot trails. This is a manmade, manbuilt road. Those examples I have given you are only two of I don't know how many. In one place above Hanging Rock there is a section of rock like that on the side of the road, the base of the road that is 10 or 12 feet high. The characteristics are such of manmade quality that anybody who goes in there—are you going to maintain the road? OK, you are going to maintain the road. But if you go in there and say, this is going to be solitude, no man has ever set foot here, you are going to see those rocks piled up and you know Mother Nature did not do it.

Senator JOHNSTON. You are not suggesting it be opened up to motor vehicles?

Mrs. DEAN. No; there is enough historical value of this road that it should be preserved as it is for historical value. But my point in this analogy is I feel the entire park has the same personality. I am in opposition to wilderness designation in the entire park because I don't believe you can find a place in the park where people did not live and where there are not traces of people having lived there.

I think the key word to me is preservation of wilderness, not creation of wilderness. The Almighty creates wilderness. Man can only preserve what the Almighty has created.

Senator JOHNSTON. As a designated wilderness, it can also contain things of historical value. What this act means to do is to preserve the areas, not change them, and recognize that they are historic areas where people have lived and done some improvements, as with this road. But to protect these areas against what may happen in the future, in terms of development, I think is the thrust of this bill. I agree with you. I have been on that road and hiked it. There is a little trail that connects it.

Mrs. DEAN. They call it a stony man trail, that connects from the trail that goes to Hoover's Camp, goes straight over to this.

Senator JOHNSTON. It is obviously a road, but it is also a good hiking trail. Thank you very much, Mrs. Dean. Did any of you want to add anything?

Mr. GRAVES. One thing I want to clear up since it was in the record, at the hearing in 1967, I did speak at that hearing saying we needed watershed, dams and things in there, but after doing more study of it we do not feel that would be the proper place for them. Since that was brought up today—after more study, it would not work properly.

As far as roads to the top of the mountain, that goes back to Franklin D. Roosevelt when he vetoed it. We do not want a road to the top of the mountain.

Senator BYRD. I don't know why that was even brought up today. That is ancient history.

Senator JOHNSTON. You have all done a good job of reconciling the differences here and I hope those remaining concerns can be modified here.

Mr. WALKER. Thank you, Mr. Chairman. I could not complete our portion of the testimony without expressing our tremendous gratitude and appreciation to Senator Byrd and Congressman Robinson who have been patiently supplying us with information and listen-

ing to us. We have depended on them in the past as we will depend on them in the future. They have never failed us.

Senator JOHNSTON. I think the case has been made very effectively, but we want to hear from the other witnesses who have waited so patiently. Thank you.

[The prepared statements of Mr. Walker, Mr. Graves, and Mrs. Dean follow:]

STATEMENT OF FRANK WALKER, JR., CHAIRMAN, MADISON COUNTY PLANNING COMMISSION, VIRGINIA

I am Frank Walker, Jr., Chairman of the Madison County Planning Commission, representing the positions of the Board of Supervisors of Madison County and its Planning Commission relative to that portion of the Shenandoah National Park in Madison County which is being considered for inclusion into a proposed Wilderness area.

We are on the agenda as speaking in opposition to the wilderness proposal since we are in fact not totally in favor of the delineation of the Madison portion of the proposed Shenandoah Wilderness. However, to clear up any misconception early, we are by no means opposed to the wilderness concept or to the creation of some wilderness areas within the Madison County portion of the Shenadoah National Park. I'm sorry if this upsets the plans of certain parties who came prepared to participate in the slaughter of a bunch of provincial ecological agnostics, but any search of Madison County's official records would have indicated that the position of the County to which I have alluded and will more completely describe shortly is the only official County positions ever adopted. Possibly some persons have been misled by personal statements or actions of some individual Madison County citizens. If that is so, it's unfortunate.

I will now state the positions of Madison County and its Planning Commission relative to that portion of the Shenandoah National Park in Madison County which is being designated for inclusion into a proposed wilderness area. After so doing, I would like to make three general observations concerning the wilderness concept relative to the Shenandoah after which my demands upon your time will be ended.

MADISON COUNTY POSITION ON WILDERNESS [1]

First, we shall state that we do not intend to criticize or oppose the wilderness concept in general. The idea has many good points which we can support.

Our opposition to wilderness is in the particular, and as such is focused on a portion of proposed Area #4 in the Shenandoah National Park. The portion is an 8,000 acre area South and West of the Old Rag and Weakley fire roads. This area contains Old Rag Mountain, Dark Hollow Falls and White Oak Canyon—some of the most widely known and appreciated scenic areas in the Park.

It is our belief that this area is not now a wilderness and that it should not—and in fact cannot—be made into one.

In support of our contention that the area S & W of the Old Rag and Weakley Hollow fire roads is not a wilderness, we first state the definition of a wilderness as stated in the Wilderness Act of September 3, 1964 which is the legislation that created the entire wilderness program:

"A wilderness, in contrast with those areas where man and his works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor that does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence without permanent improvements of human habitation. . . ."

Point 1: The description of the "Old Rag Roadless Area" made by the Department of the Interior in April 1967 included the following statement: ". . . there are several primary foot rails including those in White Oak Canyon, along Cedar Run and in Dark Hollow, and there are several secondary trail routes. Three shelters and one cabin are available to hikers for overnight use.

[1] Prepared by the Madison County Planning Commission acting as representatives for the county under authority granted by the Madison County Board of Supervisors, Jan. 29, 1975.

A horseback trail extends between Big Meadows and Skyland roughtly parallel to Skyline Drive but at varying distances from it."

Point 2: The counter on the ridge trail to Old Rag Mountain counted 10,095 trail users from January 18, 1973 to August 22, 1973.

Point 3: The Weakley Hollow trail counter during the same period counted 4,337 users.

Point 4: Back pack permits into the Old Rag area between April 1, 1973 and July 31, 1973 totaled 1,032.

Point 5: Back pack permits into the White Oak Canyon area for the same period totaled 2,252.

Point 6: People who know the Park say that the above figures are about 25 to 30 percent low in showing actual usage of the area. The main causes for that are the six roads in Madison County that lead up to the Park boundary coupled with the 120 houses located within one-half mile of the Park. In addition the usage numbers do not count the large number of horseback riders using the several popular trails through the area.

Point 7: The Appalachian Trail Club experiences a strong demand for the map of area 10 which includes the portion of wilderness proposed for Madison County's portion of the Park.

On the considerable strength of the foregoing, we state that the area S & W of the Old Rag and Weakley Hollow fire roads is not a wilderness area "untrammeled by man" and land "retaining its primeval character and influence" but is in fact a busy area providing an enormous amount of recreation and outdoor experience for a vast number of people and should be retained in that use.

Our first point in our argument that the area being discussed should not be made into a wilderness is a summation of the points listed above—an area that popular and used should not be taken away from public use by everyone, and through the mechanisms of a permit system coupled with potential trail abandonment, convert the area into one for public use by a few. Some sort of limits on use might be needed in the future, but they can be applied through the Parks system without going through the wilderness designation.

Secondly, the Park makes up 16 percent of Madison County in land area. The amount of financial support received directly from this big landowner is minimal, however the tourist attracting potential of Old Rag, White Oak Canyon and Dark Hollow Falls goes a long way now and into the future to help offset such a County revenue loss. We accept the fact that the Park is actually in the tourist business with us through Skyland and Big Meadows: the competition is acceptable. If, however, the area S & W of the Old Rag and Weakley Hollow fire roads is placed into a wilderness and access is limited, the competition becomes quite unfair and Madison County's prime tourist attraction loses its appeal.

Our final point supporting our position that the area being discussed should not be made into a wilderness is our expectation that it simply will become an area contributing to County/Park friction. First, we would expect to be called in for the normal emergency services that we now supply to the Park and its users. As a wilderness, however, the problem of getting the services to the point of need will be very difficult and, most importantly, time consuming. Every demand for emergency services within the County that cannot be met or met in time because County personnel were tied up in th wilderness will be one more sore point with the Park. Secondly, we would expect the infiltration problem into the considered area to be so big as to threaten the integrity of the entire area 4. Madison County will be blamed for the infiltration, or be expected to help control it, or both. We want no part of it.

Our final argument is that we do not believe the area can be made into a wilderness. Our research into the legislation has not indicated to us any authority for the creation of wilderness where it does not currently exist. There is authority only to "preserve and protect" wilderness when found. Any effort to make wilderness of the area S & W of the Old Rag and Weakley Hollow fire roads would be hotly contested on the grounds that the Park has no authority to do so.

In summation, for the reasons discussed above, we strongly believe that the area S & W of the Weakley Hollow and Old Rag fire roads is not wilderness and should not—and cannot—be made into wilderness. We feel that the area is a popular and beautiful scenic resource for all Americans and should continue to be used as such.

We request your support of our position.

At a regular meeting of the Board of Supervisors on February 28, 1975 at 1:30 P.M. in the War Memorial Building, the following Resolution was adopted:

RESOLUTION

Whereas, Madison County contributed approximately 34,000 acres of land to the Shenandoah National Park, and

Whereas, Proposed Wilderness Area No. 4 encompasses a major part of this land, including three of the traditional public use access routes from Madison County, and

Whereas, Property tax loss to Madison County from lands acquired by the Shenandoah National Park over the past 40 years is partially offset by tourism usage over the above-mentioned access routes from Madison County, and

Whereas, over 1700 petitioners have signed a petition requesting that Proposed Wilderness Area #4 be restricted; Now, therefore, be it

Resolved, That the Madison County Board of Supervisors hereby requests that Senator Harry F. Byrd, Jr. and Congressman J. Kenneth Robinson make the following changes in Wilderness Area #4 as presently proposed:

1. Remove the area South and West of the Weakley-Berry Hollow Trails and emergency roads from proposed Wilderness Area #4.

2. Retain the following named trails in their present condition and use consistent with National Park philosophy of having park lands open to ALL people:

A. Dark Hollow Falls Trail—to include the entire trail from the end of State Route 670 to Big Meadows, with its associated emergency roads and bridges maintained in present status.

B. White Oak Canyon Trail—to include entire trail from Berry Hollow to Skyland.

C. Old Rag Trail—to include the entire trail with its associated emergency roads and bridges maintained from Berry and Weakley Hollows to Old Rag Mountain and to Skyland.

W. H. CARPENTER,
Chairman.
PETER S. BURKETT,
Vice-Chairman.
ALVIN R. LOHR,
Member.

A copy test:

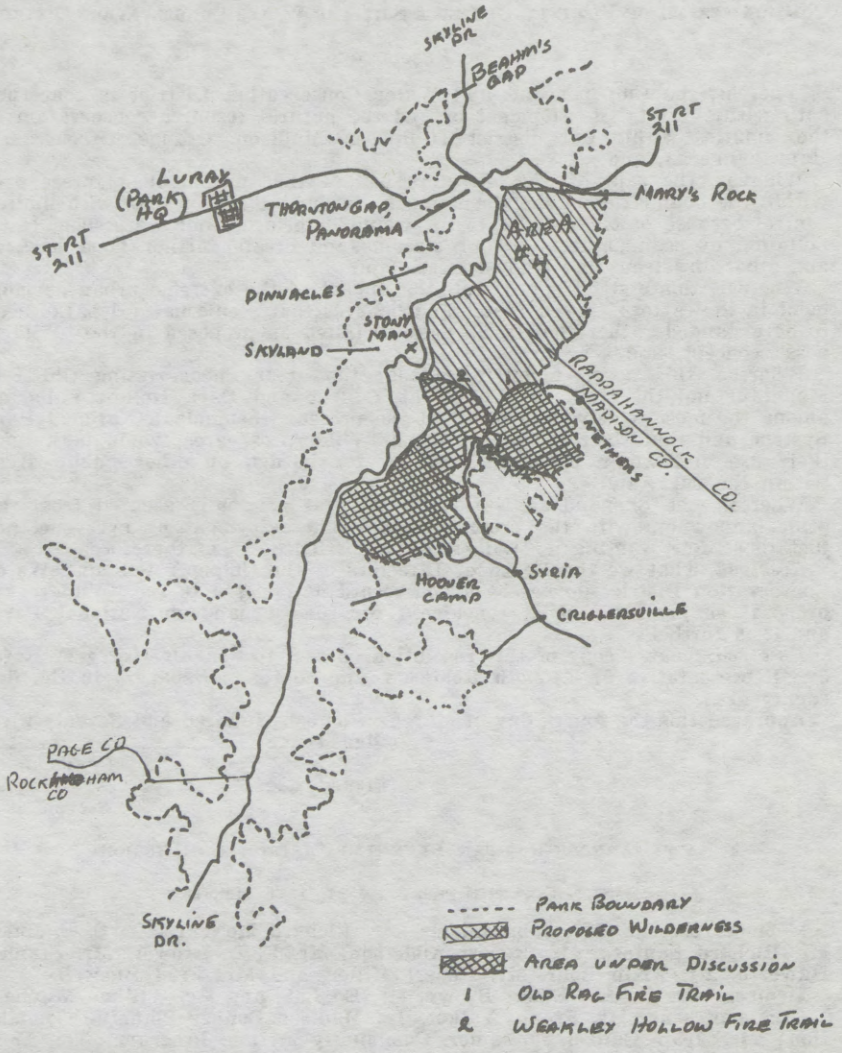
JOHN M. POWELL,
Clerk.

In addition to this official position just stated, Madison County citizens have indicated three general points of concern to their Supervisors and to their Planning Commission.

First, the wilderness act allows a multitude of ways to operate a wilderness. Without a statement of policy as to how the Park Service plans to operate the Shenandoah Wilderness, no one can be totally sure what may occur. For example, our fire and rescue people do not know what level of cooperation with local services is being assumed by the Park Service. It is quite possible that proponents of the wilderness will see much less than they expected, or visa versa. Without a policy statement, however, each side expects the very worst to result if their position is not adopted—a situation not calculated to produce agreement. An operating policy statement by the Park Service relating to the Shenandoah Wilderness would be of immense help.

Secondly, the Shenandoah, like most East Coast parks, doesn't have a deep buffer zone of state or federally owned land around it which would protect the wilderness from direct access by the general public. Maintaining a wilderness when it is surrounded by millions and millions of people in absolute need of renewing their contact with the outdoors regularly has within it the seeds of some very serious problems for an already pressed Park Service.

Finally, Madison County and its citizen are also concerned about the overuse of natural features, but to exclude the general public from land that is owned by the general public without a thorough examination of every possible alternative is just as wrong as allowing the general public to destroy their land through misuse. We owe the coming generations more than a series of fences both real and legal around every natural feature of any consequence. We owe them a legacy of wisdom and experience in their proper use.



(LARGE SCALE MAP WILL ACCOMPANY PRESENTATION)

COMMONWEALTH OF VIRGINIA, CULPEPER SOIL AND WATER CONSERVATION DISTRICT

A RESOLUTION

Whereas, the Culpeper Soil and Water Conservation District is concerned both with the total development of and the natural resource conservation of the counties within our district (Culpeper, Madison, Orange, Greene, and Rappahannock), and

Whereas, the said district directors believe that uncontrolled forest fires within the boundaries of the Shenandoah National Park, or fires with limited control because of lack of fire trails, would deteriorate our watershed, cause pollution by sedimentation to our streams and create further flood hazards and other disastrous effect downstream, and

Whereas, this district board feels the impact of the extreme urban development in the eastern United States and believes that scenic natural parks need to be expanded rather than their uses curtailed as proposed in the "Wilderness" concept, and

Whereas, this board understands that the areas encompassing Old Rag Mountain and the trails to White Oak Canyon and Dark Hollow Falls are among the most widely used areas of the present Shenandoah National Park System, and that their designation as a "Wilderness" area would both limit their use and would place an even greater burden on other public areas within the park, and

Whereas, the Shenandoah National Park was originally secured from the prior landowners with the promise of use and enjoyment by everyone, not just those few wanting a "Wilderness" experience; it is therefore

Resolved, That we the Board of Directors of the Culpeper Soil and Water Conservation District do hereby go on record as opposed to the "Wilderness" proposal as presently being considered for the Shenandoah National Park, and it is further

Resolved, That a copy of this resolution be sent to Senator Harry F. Byrd, Jr., Representative J. Kenneth Robinson, and to the newspapers in the five county area.

Approved this the fourth day of March, Nineteen Hundred and Seventy-Five.

(Signed) _____
Chairman.

(Signed) _____
Secretary.

RAPPAHANNOCK-RAPIDAN PLANNING DISTRICT COMMISSION

MINUTES OF THE FEBRUARY 27, 1975 MEETING

Members present: Mr. John Adams, Mr. Richard McNear, Mr. E. P. Luke, Mr. Richard Sanford, Mr. Robert Anderson, Mr. E. L. Brower, Mr. Stanley Haworth, Mr. Alvin Lohr, Mr. Robert Miller, and Mr. Fred Buswell.

Members absent: Mr. Elbert Brown, Mr. Ed Lax, and Mr. William Mitchell.

Others present: Mr. Frank Walker, Jr., Madison County Planning Commission; Ms. Jean Gaukel, Fauquier Community Action Program; The Hon. Arlie C. Payne, Mayor, Town of Gordonsville; The Hon. D. French Slaughter, Virginia House of Delegates; Mr. A. Terrell Baskerville, Orange County Administrator; Mr. Whit Robertson, Division of Justice & Crime Prevention; Mr. Charles Maddox, Fauquier Water & Sanitation Authority; Mr. Robert Gilliam, Fauquier Water & Sanitation Authority; Mr. Carl Longley, Madison County Citizen; and Miss Deborah Tutty, Advisory Council on Aging.

Press present: Mr. Chet Burgess, WJMA Radio; Mr. Ernie Singer, WCVA Radio; Ms. Debbie DeSchwenitz, *Fauquier Democrat*; Mr. Mark Helmke, *Piedmont Virginian*; and Mr. Tom Osborne, *Culpeper Star-Exponent.*

Staff present: Arthur S. Warren, Executive Director; James M. White, Physical Planner; John W. Jones, Criminal Justice Planner; Thomas R. Helsel, Human Resource Planner; and Linda G. Pulliam, Executive Secretary.

The February 27th meeting of the Commission was called to order by Chairman McNear at 7:00 P.M. Upon motion by Commissioner Haworth, seconded by Commissioner Sanford, the January 23rd minutes were approved as presented. Chairman McNear reviewed the Commission Financial Report for the period ending January 31, 1975.

SPECIAL REPORT

A. *Report on Shenandoah National Park Wilderness Proposal*

Mr. Frank S. Walker of the Madison County Planning Commission was present to brief the Commission on Madison County's reaction to the wilderness proposal. He contended that the areas designated as wilderness were not and could not become wilderness. He called attention to Public Law 88.577 dated September 3, 1974, the definition of a wilderness to be a scenic area providing outdoor recreation to a vast amount of persons. It cannot be converted into a wilderness he repeated. Further, he stated if controls are needed, they can be applied through the Park System.

Commissioner Luke questioned the attitude of persons whose property borders the areas designated to be wilderness. Mr. Walker replied that these persons were not too happy about the proposal.

Commissioner Luke further pointed out the fact that Rappahannock County received notice that there would be no limit on recreation. Mr. Walker stated that there was a recent radio broadcast stating that there would be limits and controls on recreation.

Commissioner Luke inquired about the new bill before Congress now. Mr. Walker replied that the bill would create a study of the Shenandoah Park to actually create these areas of wilderness. Further, he stated there are definite areas of wilderness existing in the Shenandoah Park but not the ones designated in this proposal.

Commissioner Sanford inquired as to Congressman Robinson's most recent statement regarding the proposal. Chet Burgess, WJMA Radio, stated that Congressman Robinson has not taken a definite position on the proposal.

Executive Director Warren asked what groups have already endorsed Madison County's recommendations on the proposal. Mr. Walker replied that the Orange County Board and the Rappahannock County Board have supported Madison County's recommendations. Further, Director Warren questioned if there was a petition circulating in opposition to the proposal. Mr. Walker reported that 1,900 signatures had been obtained on petitions and reminded the Commission that this proposal was not only a problem to Madison County, but since the recreation attracts persons from all over, others are involved. Director Warren further inquired if there has been any organized support for the wilderness. Mr. Walker stated that there was no organized support from Madison County people, but there are organizations such as the Sierra Club, which have been and still are for the wilderness for a lot of good and proper reasons. He repeated that Madison County's position is also sound.

Chairman McNear inquired if the Madison County Board has endorsed the proposal. Commissioner Lohr replied that the Board has endorsed the recommendation of the Madison County Planning Commission to oppose the wilderness proposal.

Upon motion by Commissioner Sanford, seconded by Commissioner Lohr, the Commission endorsed support Madison County's opposition to the wilderness proposal.

During the discussion period of the motion, Delegate French Slaughter reported that he supported Madison County's decision on the wilderness proposal.

UNFINISHED BUSINESS

A. *State Guidelines for Funding Crime Investigation Equipment*

Chairman McNear reviewed some of the questions the Commission has raised in previous meetings in reference to funding crime investigation equipment. Some of these questions were as follows: Do we always need top-notch equipment?, Are all types of equipment funded, such as training equipment as well as office equipment?, Is an inventory of this local equipment done and if so, when and how often?.

JANUARY 22, 1976.

EXTRACT FROM THE MINUTES OF THE ORANGE COUNTY BOARD OF SUPERVISORS MEETING HELD FEB. 11, 1975, ALL MEMBERS PRESENT

WILDERNESS AREA—MADISON COUNTY

Mr. Alvin Lohr and Mr. Frank Walker appeared on behalf of Madison County regarding the proposal of Shenandoah National Park to designate a

portion of the park in Madison County as a Wilderness Area. Mr. Walker spoke on the present use of the park by citizens of the area and said some portions of Area 4 of the Wilderness Plan do not qualify as a wilderness in his opinion. After discussion regarding the advantages and disadvantages of a wilderness designation and the reasons that Madison County opposes designation of certain areas of the park as a wilderness area, Mr. Gordon moved this Board go on record as endorsing the position of the Madison County Board of Supervisors and Planning Commission in requesting the areas south and west of the Weakley Hollow Fire Road and Old Rag Fire Road be eliminated from the Wilderness Area proposal. Mr. Hooper seconded, motion carried.

A COPY: Test.

A. TERRELL BASKERVILLE,
County Administrator.

STATEMENT OF JAMES C. GRAVES, SYRIA, VA.

Mr. Chairman, Ladies and Gentlemen, I am Jim Graves, a farmer and innkeeper from Syria, Virginia, Madison County.

I do not criticize or oppose the wilderness concept in general, as there are many good points which I support. My opposition to the wilderness is in a segment of the proposed Area #4 in the Shenandoah National Park, the area south and east of the Old Rag and Weakley Hollow Fire Roads. This area contains Rose River Fire Road, White Oak Canyon and Old Rag Mountain—some of the most widely known and hiked areas of the park. Omitting the above approximate 8000 acres from the proposed Area #4 would not cause any problems to the proposed wilderness concept.

The reason I think this cannot be a wilderness area, as described by the Federal Wilderness Act of September 3, 1964, which is the legislation that created the entire wilderness program: "A wilderness, in contrast with those areas where man and his works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor that does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence without permanent improvements of human habitation . . ." is that it is so heavily used by the public. The Old Rag area has permanent shelters and toilets which are used heavily by hikers. A road to the top of Old Rag Mountain must be maintained to pump the toilets. The counter—on the ridge trail to Old Rag Mountain—showed that an average of 45 people per day used this trail from January 18, 1973 to August 22, 1973. During the same period the Weakley Hollow trail counter counted 4337 people hiking its trail. Back pack permits into the Old Rag and White Oak Canyon area totaled 3284 during the period from April 1, 1973 to July 31, 1973. These figures will be about 25 percent low because not all hikers use the trails with counters or have permits. The reason for this is that six roads lead to the park area and end at its boundary, plus there are 120 homes within one-half mile to the park. In addition to this, there are a large number of horseback riders that use the fire road and trails.

Section 4(c) of the Act does tell us that there shall be no permanent roads or temporary roads (except during times of emergency). This would mean the closing of the Rose River Fire Road and removing of the bridges across Hogcamp Branch and Dark Hollow Branch which we worked hard for and were able to have put in with the aid of Jack O. Marsh, Representative of 7th District, during his term of office. In the mid-fifties, this road was almost impassable by horseback, but with his aid and the park service, this fire road was reopened. This is the main trail for horseback riding from this area. It was also one of the first roads across the Blue Ridge Mountains known as the Gordonsville-New Market Turnpike. Since it was one of the first roads, it should be kept as such instead of permitting revegetation and it's becoming impassable. In this bicentennial year, why should we pass legislation to destroy what our fore-fathers spent many days of hard labor to build and then in years to come our children or grandchildren spend millions of dollars to put it back into existence as has been done in many areas of our nation. Already many well constructed cabins and an ordinary have been left to deteriorate and with it a way of life unknown to us.

If these two bridges are removed, it will mean delaying the first attack on the fires in this area. We can not allow this area to burn because if it did then we could be flooded as we were in the fall of 1942. I have fought fires in this area and we have kept them small by getting to them quickly. It is true that some groups say, "let it burn," but they don't live in the area.

I think all fire roads within this area should be left open and maintained from time to time. These roads have many uses such as trails for horseback riding, administrative use, emergency services and hiking. If these roads are closed, it would mean that there will be less men to patrol the outer areas unless more men are hired for foot travel to replace vehicles. In the event of an emergency, it would take from 45 minutes to one hour longer for rangers to reach portions of the park in question. The end of the public roads and the beginning of the fire roads are a problem for both county and park officials. Parking and misusage of the land owned by the park and by local private land owners are a problem. True, there will be a time when the park service will have to control the number of people using the park, but they will be able to do this just as well as a park without making it a wilderness. There are areas within the park where man has not trammeled, but it is not in the areas in Old Rag, White Oak Canyon and Dark Hollow, which are heavily used.

I am aware of numerous proposals and conditions presented relating to the operation of the proposed wilderness that would make the wilderness acceptable, but as long as none of these proposals and conditions are made an actual part of the operating policy for the area, I have no choice but to object and base my objections on the working of the wilderness bill and on how wilderness areas are actually being operated.

Making this portion of Area #4 a wilderness will not solve the problem of what to do with the people. The park was originally set up for the enjoyment of people to be operated as a park when many Madison residents were asked to sell or give their land for the formation of the Shenandoah Park.

I speak on behalf of many of these people asking that this area remain park and not wilderness. That the fire roads be kept open and maintained as fire roads for horseback riding and hiking trails. Let this area be managed for the majority to enjoy—that is why it was formed as a park originally.

Thank You.

STATEMENT OF DENA WILLCOX DEAN, SYRIA, VA.

My name is Dena Willcox Dean. I own a home and five acres of Madison County near Syria, and I doubt that there are any merits to be found in creating wilderness in the Shenandoah National Park.

I have six points I wish to present as reasons for not designating any land in the Shenandoah National Park as wilderness. The first five of these are just outlined, but I will be glad to answer any questions. My sixth point, however, I have explored in more detail.

Point Number 1.—There are already 32,900 acres of wilderness area or wilderness study area within the Commonwealth of Virginia. This needs no explanation—I took the acreage from the Eastern Wilderness Act itself. That's a lot of land from Virginia.

Point Number 2.—The Commonwealth of Virginia DONATED the land for the Shenandoah National Park back in the 30's "for the enjoyment of the people." Land was acquired (by whatever means available) to be used as a PARK—nothing more or less.

Point Number 3.—The Shenandoah National Park does not possess wilderness character because it was once farmed and inhabited by people, even though eastern forests tend to regenerate rapidly. Evidences of man are still visible throughout this area. Only the definitions of wilderness as stated in the Act of 1964 can apply here, because the Eastern Wilderness Act clearly specifies National Forest lands.

Point Number 4.—Madison County has undertaken researching, zoning, and planning for the protection of the county for future generations. All land bordering on the Shenandoah National Park is zoned C-1 (Conservation), offering the greatest protection possible for that land. Destruction of valuable Madison County watershed through fire and subsequent erosion within Robinson and Rose River watersheds would leave the county without a water supply. Therefore, maintenance of existing fire roads to handle motorized emergency and patrol vehicles is imperative, but not possible if wilderness

character is to be created. I wonder if an environmental impact study has been done, and if it hasn't, I would request that one be undertaken.

Point Number 5.—In order to create a wilderness atmosphere, it will be necessary to limit access to wilderness areas. This will cause damaging over use of non-wilderness sections by day users who cannot go into wilderness areas once they have been filled to capacity. According to Park Statistics for 1975 park visits, 2,686,500 people visited the Shenandoah National Park in 1975. I any given acre, 14 people were present over the period of the year. In any one day, there was an average of 26 acres for each person. Reduced acreage from wilderness limited access could raise the number of persons on a given acre during a year to 24, or on any day leave an average of 15 acres for each person. (These figures are rough and do not include those visitors who enter from the lower trails.)

Point Number 6.—My sixth point is the result of my own personal experiences as a horsewoman who rides park trails frequently. I became interested in the history of this area shortly after I moved here in 1971 through neighbors who had lived in Dark Hollow. My research has led me to this most important conclusion: There are man-made features within proposed wilderness areas which are of greatly significant historic value. *These features should be preserved, not allowed to deteriorate.*

It is here that I wish to elaborate. I am sure that other proposed wilderness areas within the Shenandoah National Park contain equally important historical features.

On March 25, 1848, The Virginia General Assembly passed an act incorporating the Blue Ridge Turnpike Company. Their purpose was to be to construct a McAdamized road from New Market to Gordonsville, across the mountains. The act specified that this road should be 19 feet wide, except in the mountains where it could be 16 feet in difficult places. Construction was completed 2 years before the Civil War, involving 56 miles of roadway.

Today, Virginia Route 231 follows the same route from Gordonsville north through Madison Court House and on to Banco. Here the old turnpike continues along the Robinson River while Rt. 231 goes to Sperryville. Passing through Criglersville and Syria (now Rt. 670) the turnpike proceeds up Richards Hollow, into the Park and to Dark Hollow. It then goes over the Skyline Drive and down Page County's "Red Gate Road", across the Shenandoah River and ends at a junction with the Sperryville-New Market Road (Rt. 211) near Luray. (See map)

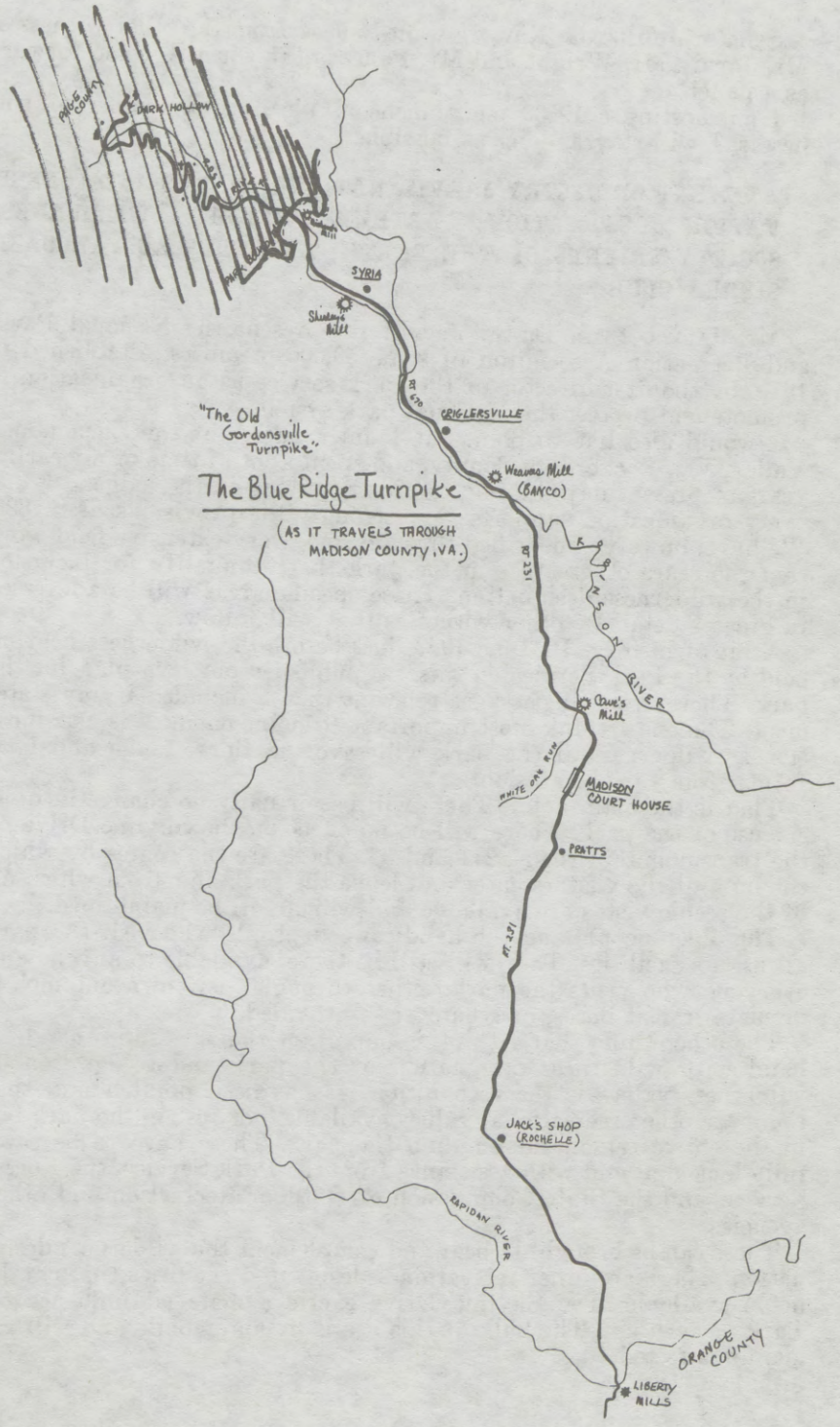
Two local historians, Charles Ross and William H. B. Thomas, believe the main source of labor for construction of the turnpike was a group of Irishmen, many of whom remained in the Blue Ridge and made homes there. A 15-foot map in the Virginia State Library shows the old turnpike and several mills which were located along its path, some of which are standing today. The civil engineer was R. H. Henright. (See map)

The drawing of a map which I have included is copied from a "Yankee" map done in 1866, published in 1875, under the authority of the Secretary of War, office of the Chief of Engineers, U.S. Army. It shows the turnpike from the southernmost part of Madison County to its entry into Page County in the mountains. The Yankee map is remarkably accurate and closely resembles the drawing in the State Library, although the scales differ. I have marked that portion of the Turnpike which lies in the Park. Beginning at the Skyline Drive and proceeding down Dark Hollow to Madison, it is easy to locate homesites, graveyards, a church site, and the old copper mine. I travelled this route with "Mr. Matt" Graves, an old-timer who recalls the days when most of the Park was in fields and homes. He knows all the homes and the folks who lived there. I have included as many on the map as there was room.

My photographs show how the roadbed appears today, or more accurately, last week. I feel they speak for themselves. (See three photographs)

In conclusion, I would like to add that this wilderness issue has become an emotional one in my neighborhood and throughout Madison County because so many folks still harbor resentment for the Park's turning them or their loved ones out of family homes. I can understand their bitterness, but I hope these facts which I have presented will persuade you NOT to recommend the Shenandoah National Park for inclusion in the wilderness system. I would also like to add a request for a hearing in Madison County and much more study on the issue before a decision is made.

I sincerely believe the Shenandoah National Park land can be protected better as a park . . . and still serve as a source of enjoyment for all the people now and for generations to come.


PAGE COUNTY
DARK HOLLOW
SYRIA
Shirley's Mill
RT 670
CRIGLERSVILLE
"The Old Gordonsville Turnpike"
Weavers Mill (BANCO)
The Blue Ridge Turnpike
(AS IT TRAVELS THROUGH MADISON COUNTY, VA.)
RT 231
ROBINSON RIVER
Cave's Mill
WHITE OAK RUN
MADISON COURT HOUSE
PRATTS
RT. 231
JACK'S SHOP (ROCHELLE)
RAPIDAN RIVER
ORANGE COUNTY
LIBERTY MILLS

Senator JOHNSTON. Now we want to hear from the other witnesses; Mr. Jarvis, Mr. Wright and Mr. Pancoast, if you will come forward as a panel.

I am hosting a 12:30 p.m. luncheon. We have a number of witnesses. I will stay as long as possible.

STATEMENT OF DESTRY JARVIS, NATIONAL PARKS AND CONSERVATION ASSOCIATION; ARTHUR WRIGHT, WILDERNESS SOCIETY/FRIENDS OF THE EARTH; AND EDWARD PANCOAST, SIERRA CLUB

Mr. JARVIS. I am Destry Jarvis. I represent the National Parks and Recreation Associaiton of some 50,000 members, established in 1919, by the first director of the Park service as an organization to promote and protect the National park system.

I would also like to point out I am a native of the Shenandoah Valley, Va., Rockbridge County, and spent a lot of time of my earlier years to present days hiking, camping, staying in the lodges.

My organization supports very strongly the provisions of S. 885. We have, however, identified through some very extensive field work that there are other areas in the park that do qualify for inclusion in the wilderness designation. Those specific areas will be addressed in greater detail by other witnesses that will follow.

A bit of history. In June 1967, just before the wilderness hearing held by the Park Service on this, we published our own plan for the park. There are still passages relevant that I included in my statement. The one I think most important to point out now is classification as wilderness of the park will save the flora, fauna and land forms from further erosion.

That is the main point. There will be virtually no change in present use of the park. There will be no effect on the Skyline Drive or the transmountain roads, 211 and 33. These are the routes by which the bulk of the visitors enter and leave the park and from which all of the scenic vistas are available and which will be maintained.

The older people and the handicapped people who visit the park all use its facilities. They will still be there, available to anyone and everyone who visits the park, either through their own automobile or mass transit buses, or whatever is provided.

The other thing that I think is important that has to go hand-in-hand with wilderness designation of the park and recognition of wilderness values is the recognition, as has been pointed out, that there are other recreational values available, not just in the park but in the entire region surrounding the park. These have to be carefully looked at and with assistance from the Park Service, the Forest Service, and the State Commission of Outdoor Recreation and other agencies.

These can be brought to bear and complement the wilderness designation. There are other recreational designated facilities that can be made available. The Skyline Drive exerts a material influence on Park pattern use. The bulk of this use is by automobile and will remain unaffected.

One of the things I want to address very quickly and concisely is that much of the controversy that has surrounded this proposal for a number of years has been due to misunderstanding and lack of clarity in the Park Service's own management provision for wilderness.

I think these were most succinctly clarified in their recently published Management Objectives and Management Policies for the Park Service. There are a couple of pertinent passages that I think should be in the record of this hearing.

"From the earliest beginnings of the National Park Service the concept of wilderness preservation has been an integral part of Park management philosophy. In the ensuing century the Park movement has been a focal point for involving wilderness philosophy within our country."

This was from management policies of the National Park Service. They go on to point out the things that are acceptable and compatible in the wilderness and with the recognition of these facts that are in the record that these are established policies of the National Park Service which must be complied with at all levels of the Park Service and recognized by the public, is that wilderness management will provide for trail use and provide for horseback riding and provide for fire fighting and search and rescue and all of the types of maintenance considerations necessary to protect the visitor, provide for visitor safety and provide for use of these areas.

The normal maintenance of the wilderness areas will be allowed, as Director Everhardt said, there should be no change in that with the use of the minimum tool criteria, and if in fact the Park Service determines that motorized equipment or mechanized transportation is necessary to perform this function, we believe that is quite compatible with the wilderness area.

We believe wilderness designation will have little effect on current management practices in the park and the existing uses within the wilderness areas and outside the wilderness areas will all continue.

That concludes my statement.

Senator JOHNSTON. Thank you.

STATEMENT OF ARTHUR T. WRIGHT, REPRESENTING THE WILDERNESS SOCIETY

Mr. WRIGHT. My name is A. T. Wright. I am here representing the Wilderness Society. I, too, am a Virginian of 28 years; I own a small farm in Rappahannock County, a small area. I do not wish to leave this table without commending Senator Byrd, without him we would not be where we are.

I do have a statement that attempted to demonstrate to the committee the long difficult road the Shenandoah Wilderness has had to row to get where we are today. I was there 9 years ago, in June of 1967, when the National Park Service held its first hearing on Shenandoah wilderness. Probaby James Graves and I are the only ones in this room who were there at that hearing in Luray, Va., in June of 1967.

I have seen a lot of water go over the dam since that time. I am glad that James Graves has discounted Mr. Walker, has outlined the fears that he had of the intentions he had of the Park Service.

We have had our fears about dams and roads, but an historical account of this whole wilderness issue is a classic case, in my judgment, of long involvement and much time, money and effort spent in putting us where we are today.

If we do not get it done in the 94th Congress, we will be back in the 95th.

Senator JOHNSTON. You agree with Mr. Jarvis and his statement about what this is intended to achieve to preserve the area very much as it is?

Mr. WRIGHT. I do, indeed. What we are hearing here today is a purist approach to the Wilderness Act which is in no way the Congressional intention of the passage of the act. Shenandoah is a classic case of regenerated wilderness which well merits inclusion in the National Preservation System. Many of us seem to have minds set about recreation. But the Congress set the wilderness preservation system, not a recreation system. Recreation is one of the great uses. So often it is believed the wilderness is for the backpacker and a blow to local economics, which it most assuredly is not.

Mrs. Dean referred to its historical values, the Shenandoah National Park, and I, too, would like to make a reference to the historical attributes of wilderness. This 1976 is a Bicentennial year in which we will take full cognizance of our history and tradition. We need the Bicentennial to refresh our minds and spirits of what America is all about. But in concentrating on the works of man, how many of us will stop to think of the natural greatness of America.

Our country was once coast to coast wilderness. Madison County, Virginia, must have its full share of pioneer citizenry. The need to save the American wilderness seems to escape many of us. They are eager to acquire the manmade antiques and artifacts of pioneer America but seem unwilling to preserve small portions of the once vast scene, the wilderness.

This is my point, Mr. Chairman, and I hope the subcommittee will act swiftly to approve this proposal of the Shenandoah wilderness. We have a spokesman who can delineate that proposal adequately and skillfully for you. We do feel this can be done by the inclusion of the additional acreage. As Mr. Jarvis pointed out, it would preclude additional development in the park.

I understand Senator Hansen's great concern about the capability of people reaching into the interiors of many of these parks, and the handicapped and aged do not have the physical capabilities of getting into the wilderness areas. But that is a little like saying we should not have art galleries because the blind cannot enjoy their treasures.

That concludes my statement. This is a briefing of my statement.

Senator HANSEN. Mr. Wright, I understood you to imply that in your judgment there is a sharp distinction to be drawn between recreation on the one hand and the achievement of the goals of the Wilderness Act altogether. If I am right in that understanding, in your judgment would this designation bring about any important restriction of recreation in the area?

Mr. WRIGHT. Not at all, Senator Hansen. It is true the National Park Service has the authority, and indeed it should, anytime there is an abuse of resource to control it. But this can occur in wilderness and nonwilderness areas.

It is true Shenandoah wilderness might someday, the Park Superintendent might have to say next weekend only X number of people can go in there. But he might also have to say that in the nonwilderness areas of the park. We support that, the notion that entry has to be limited into wilderness and nonwilderness areas by permit or reservation or whatever technique the Park Service feels compelled to enforce.

This is the penalty we pay for large numbers of people seeking outdoor recreation, wanting it, needing it, and they should have it. But when it reaches the point of abuse of the resource, then I think limitations are called for. But this is for both wilderness and nonwilderness areas.

STATEMENT OF EDWARD PANCOAST, REPRESENTING THE PIEDMONT GROUP OF THE SIERRA CLUB

Mr. PANCOAST. I am Ed Pancoast. I am a citizen of Greenwood, Va., in Albemarle County. I am representing here the Piedmont Group of the Sierra Club as conservation chairman.

I am sorry I have not prepared a written statement for you. But I would like to say I will also add some comments that will be my personal comments, representing perhaps some people who are not Sierra Club members.

Basically, the Piedmont Group of the Sierra Club wholeheartedly supports Senator Byrd's bill. But we also are recommending the additions that are proposed by the Shenandoah Wilderness Coalition and other groups that are present here. I believe I am quite familiar with some of the citizens in Madison County and in other counties along the Piedmont area. We have had quite a bit of dialog in the past year and a half concerning this. As others have alluded to, we have had a bit of misunderstanding as to what the guidelines were.

I believe the guidelines as stated today by Mr. Everhardt do indeed answer essentially most of those questions that we have had. We do recognize the Wilderness Act as essentially a preservation act. That would be to maintain pretty much the status quo of these areas.

Senator JOHNSTON. Excuse me, Mr. Pancoast, let me interrupt here and say I must leave to host a luncheon. Senator Hansen will continue the hearing.

I want to congratulate all of the witnesses today for an excellent job and congratulate Senator Byrd for his leadership in this area and for making everyone so agreeable. It appears most of these objections have been reconciled, happily, and I expect to support this proposition and preserve these great areas as they are today so my grandchildren can enjoy them as I and my children do.

Senator HANSEN [presiding]. Thank you. Please go right ahead, Mr. Pancoast.

Mr. PANCOAST. Thank you, Mr. Chairman. Just a brief personal comment I have to make concerning having lived in the Piedmont area for 10 years now, and being pretty familiar with local sentiment concerning access to the National Park, I will just say it is going to be difficult for a lot of people to accept a permit system unless there is perhaps some type of explanation as to how it is going to operate. A little clearer understanding about the availability of these things, the permits.

I know from my own experience and people who are friends of mine that I have known for years who have traveled around the country in other wilderness areas, do not feel particularly happy at times about the manner in which they have been distributed at times.

Senator HANSEN. If I could pose a question on that point, Mr. Pancoast, having talked with Forest Service officials in Wyoming I gained the impression they believe by designating a part of the National Forest as wilderness seems sometimes to operate as a magnet. It tends to pull people into the area.

I am not trying to speak for the Forest Service. They are capable of speaking for themselves. But in the Bridgewater area, there has been such an infusion of backpackers and on horseback, although far more on foot than any other way, it has been a real difficult management problem for the Forest Service adequately to protect the resource.

They note an increase in the pollution, even in the high mountain streams right close to the Continental Divide. There are some who feel if they could get a backcountry designation that would have essentially the same goals set forth for wilderness, there could be a greater dispersal and not some of the untoward results that they have at the present time.

My question to you is do you think designating certain parts of Shenandoah as wilderness might result in a greater intensification of use by people in those areas than would result if the area were to be continued in its administration without that designation?

Mr. PANCOAST. No, I would say the opposite. I won't say fewer than currently do. I think it is basically a question of status of your trails. Obviously more people can travel on a highway than on a trail.

Senator HANSEN. I didn't understand anything would be closed. You think if these areas were designated as wilderness there would be less use of them than there is now, is that what you are saying?

Mr. PANCOAST. No. What I am saying is relative to areas not designated wilderness—what I am saying is, areas not designated wilderness have the potential for being higher than these areas.

Senator HANSEN. Thank you very much.

[The prepared statements of Messrs. Jarvis, Wright and attachments follow:]

STATEMENT OF T. DESTRY JARVIS, NATIONAL PARKS AND CONSERVATION ASSOCIATION

Mr. Chairman and other distinguished members of the Subcommittee: I am T. Destry Jarvis, Administrative Assistant for Parks and Conservation with the National Parks and Conservation Association, 1701 18th Street, NW, Washington, D.C. 20009. We appreciate the invitation to present our views here

today on establishing wilderness areas in several units of Shenandoah National Park. I am appearing on behalf of our 50,000 members nationwide.

NPCA strongly supports the immediate designation of certain areas of Shenandoah National Park as wilderness, as contemplated in S. 885. In addition, however, we feel there are other areas in the park that also merit consideration for inclusion in the wilderness system. In addition to the 79,699 acres in 6 areas proposed for wilderness in S. 885, we feel that there is an additional approximately 33,000 acres (for a total of 112,687 acres) of Shenandoah National Park that qualify for inclusion in the National Wilderness Preservation System.

In June, 1967, NPCA published its own wilderness plan for Shenandoah National Park. Pertinent passages of that plan are included here, since all of the facts and most of the conclusions of that report are still relevant to these proceedings.

"The Blue Ridge has been populated for a long time. It was once wilderness. Now through man's will, as expressed by Congress in establishing Shenandoah National Park, part of the mountain is wilderness again.

"The combination of unique natural conditions with constantly better accessability from nearby urban centers, results in great pressure to expand roadways and other visitor facilities within the park, and, as in the case with highways, the more facilities provided, the greater the use and the resulting pressure for still more facilities.

"Carried to a logical conclusion, such a process will overwhelm the very resources the national park was established to protect.

"Classification as wilderness will save the flora, fauna, and landforms from further road incursions and intensive facility development. This is the primary objective of the national parks and monuments as stated in the Act of August 25, 1916, establishing the National Park Service. Only such facilities as our consistent with this protection mandate are permissable."

If intolerable overcrowding and attendent changes in the quality of the environment in Shenandoah National Park are to be avoided, emphasis must shift to consideration of a range of outdoor recreation opportunities available in a wide surrounding region, to meet the equally wide range of outdoor recreation preferences expressed by people. Given full knowledge of these opportunities crowds can be diverted and dispersed rather than focused and concentrated in a relatively small, primarily roadless area.

Shenandoah National Park is bisected north and south by the Skyline Drive and further compartmented by two major east-west trans-mountain highways (U.S. 211 and U.S. 33). The configuration of these roads exerts a material influence on the pattern of park use.

The bulk of the use is by automobile. The visitor may enter the park on a highway and reach an intersection with the Skyline Drive at one of four points. Scenic overlooks are the focal points for users of this ridge-top road. They are designed and managed to provide easy access to striking scenes for those traveling the Skyline Drive, and will remain unaffected by wilderness proposals for Shenandoah National Park. Most visitor facilities are crowded along the Skyline Drive. That is where the entry gates, lodges, campgrounds, and lookouts are. Since most sightseers, campers, hikers, lodge guests and picnickers travel along the single artery of the Skyline Drive, serious overcrowding does occur and the only scenery visible is the rear bumper of the car directly in front. The fact that the parkway has concentrated use in a relatively small area of the park leaving the balance in very light use appropriate for wilderness is to be applauded. However, expansion of lodges, campgrounds and other high density facilities on the ridge top should be discouraged.

In the ensuing eight years since wilderness proposals for Shenandoah were first considered, a degree of controversy has arisen in the areas surrounding the park due primarily, I believe, to misunderstanding as to the ways in which a wilderness area in the park would be managed. Therefore I feel that it is important to briefly discuss, for the record of these hearings, the effects that wilderness designation should have on Shenandoah National Park and the surrounding communities. It is also important to point out for the record that the great natural area national parks of the System are or should be in large measure managed primarily for the protection and preservation of the wilderness-type values for which these parks were established, even without designation

of official wilderness areas. The Management Policies of the National Park Service concerning wilderness preservation and management state, "From the earliest beginnings of the National Park System the concept of wilderness preservation has been an integral part of park management philosophy. In the ensuing century, the national park movement has been a focal point for an evolving wilderness philosophy within our country."

Concern has been voiced by Park visitors and local citizens over the effects of wilderness management on trails for hiking and horseback riding, over fire-fighting and rescue operations and general maintenance considerations for areas in wilderness. In this regard, the NPS management policy states, "An area will not be excluded from a wilderness recommendation solely because established or proposed management practices require the use of tools, equipment, or structures if those practices are necessary for the health and safety of wilderness travelers or protection of the wilderness area." From this statement one would conclude that the Park Service interprets the Wilderness Act as to not prevent them from continuing normal maintenance operations in wilderness areas since these functions are generally performed for the health and safety of travelers and visitors to the park. All existing foot and horseback trails could continue to exist in the park and continue to be maintained by the park service employees or by volunteer organizations with wilderness designation. It should be emphasized that the Park Service has complete authority to restrict access to any area of any unit of the National Park System at the present time whether the area has been designated as wilderness or not. If protection of the Park resource from overuse and damage is necessary this authority would continue in a designated wilderness area.

Another point which needs clarification regarding wilderness designations in Shenadoah concerns the use of motorized vehicles inside the park. Wilderness areas recommended by the National Park Service as contained in S. 885 and those additional areas which have been suggested for inclusion, would have absolutely no impact on the Skyline Drive or trans-mountain roads U.S. 211 and U.S. 33. If NPS officials in Shenandoah feel that management roads and fire roads within the park wilderness areas need to remain in a maintained condition for ready access to back country areas, they can do so even though these areas have been designated wilderness; but of course these roads would remain closed to the *public* as they are now. Therefore, wilderness designations in the park should have no affect on park management and fire roads. Again, NPS management policies state that administrative use of motorized equipment or mechanized transportation including motor boats and aircraft is permitted in emergency cases involving the health and safety of wilderness users and the protection of wilderness values and if necessary to meet the minimum needs of management to achieve the purpose of the area if forest fires in the Park are likely to spread to adjacent private lands, the Park Service would be expected to respond as quickly as they ever have despite wilderness designations in the park and rescue operations would be unimpeded by wilderness designation. In establishing its policies for wilderness management, the Park Service has stated that they will use the minimum tool necessary to successfully, safely and economically accomplish its management objectives. When establishing the minimum tool economic factors should be considered the least important of the three criteria. The chosen tool or equipment should be the one that least degrades wilderness values temporarily or permanently. Accepted tools and equipment, structures and practices may include but are not limited to fire towers, patrol cabins, toilets, temporary roads, spraying equipment, hand tools, fire-fighting equipment, caches, fencing and controlled burning. Thus we believe it is clear that wilderness designation in Shenandoah National Park will have little effect on current management practices of the park. As to visitor use of wilderness areas, virtually everything that is now allowed in these backcountry areas of the park would still be permissable in a designated wilderness. This includes horseback riding, hiking, camping, wildlife observation, photography, fishing and so forth. Uses of these areas by the public would change only if overcrowding and physical abuses of the park occur, and such restrictions on use can occur even without wilderness designation.

In conclusion, Mr. Chairman, wilderness designation for Shenandoah National Park would have only beneficial results for both the park visitor and citizens of the local area.

NATIONAL PARKS AND CONSERVATION ASSOCIATION,
Washington, D.C., February 26, 1976.

Hon. J. BENNETT JOHNSTON, JR.,
Chairman,
Subcommittee on Parks and Recreation,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: This letter is being sent to supplement NPCA's statement on S. 885, the proposed wilderness area for Shenandoah National Park, presented to the Subcommitee on Parks and Recreation on February 5, 1976 at your hearing.

I would like to specifically address the compromise proposal to establish the four non-wilderness corridors within the central section of Shenandoah National Park as proposed by Senator Harry F. Byrd of Virginia. Having been unaware of this proposal prior to the hearing, our statement at that time does not address the corridor proposal and therefore must be supplemented by these few comments. We would appreciate your making this letter a part of the record or committee file as you may deem necessary and appropriate.

NPCA was greatly pleased with the tone and content of the hearings and most especially with the large measure of agreement which was so obviously shared by all of those present at the hearing. In our view, both the Wilderness act of 1964 and the National Park Service's Management Policies for Wilderness Management, clearly and emphatically eliminate the need for any non-Wilderness corridors. The Park Service states that, "In the management of wilderness resources and of wilderness use, the Service will use the minimum tool necessary to successfully, safely and economically accomplish its management objective." With the history of use of these four corridors well established and the Park Service aware that the local public would never stand for closing of these corridors, the Park Service can, and most certainly will, under existing regulations, provide that the "minimum tool" rule allows them to maintain the trail corridors to whatever degree necessary even with wilderness designation.

Since everyone agrees that there should be no development along these corridors. but merely use by visitors for free and ready access to the scenic attractions such as Old Rag Mountain and White Oak Canyon, then special non-wilderness corridors are totally unnecessary in this specific instance and in addition, would set a dangerous precedent which could lead to much more complicated management of other wilderness areas should this concept be adopted in other wilderness units of the national park system. Should the Subcommittee so choose, its report on S. 885 could well contain a discussion and explanation of this aspect of the park's management, that these corridors have been traditionally used heavily and that the Park Service, it is understood, could continue to maintain these trails even with wilderness designation.

Thank you for the opportunity to express our views and have them included in the hearing record.

Sincerely,

T. DESTRY JARVIS,
Administrative Assistant,
Parks and Conservation.

STATEMENT OF ARTHUR T. WRIGHT, WILDERNESS SOCIETY

Mr. Chairman and Members of the Subcommittee, my name is A.T. Wright, Staff Consultant, The Wilderness Society, 1901 Pennsylvania Avenue, N.W., Washington, D.C.

The Wilderness Society is a forty-year old national membership conservation organization dedicated to the preservation of wilderness and wildlife habitat and to the expansion and protection of the national parks, forests and wildlife refuge systems.

The Wilderness Society is here today in behalf of our national membership, about 3,000 of whom are citizens of Virginia. We are also here in strong support of the wilderness proposal of the Shenandoah Wilderness Coalition comprising 18 conservation organizations, including, among others, the Conservation Council of Virginia, Inc. and some of its member organizations, such as

the Virginia Wilderness Committee, the Rappahannock League of Environmental Protection, the Virginia Division of the Izaak Walton League and the Virginia Chapter of the Nature Conservatory.

We wish to take this opportunity to commend the Virginia environmental community on its strong, effective support of Shenandoah Wilderness. Numerous Virginians explored this great park on numerous occasions and documented its great wilderness attributes, finally developing an excellent proposal for 112,687 wilderness acres in this 193,000-acre park. I am myself a Virginian, having lived in the State for 27 years, and am proud to be associated with the great body of Virginians involved with Shenandoah Wilderness.

We also wish to commend Senator Harry F. Byrd, Jr. for his strong support of Shenandoah Wilderness over the years. I am sure the Subcommittee knows that the Senator's father, the late Senator Harry F. Byrd, Sr., was instrumental in its establishment and that this fine park is rooted in the Byrd family tradition. The foresight and wisdom which attended the creation of the park will benefit the nation for all time.

Mr. Chairman, I won't take time extolling the virtues of this park or describing its great wilderness attributes or its superb wildlife values. Others will do this, I am sure, including an explanation of the boundary and acreage differences between the proposals of the National Park Service and the Shenandoah Wilderness Coalition. Suffice to say it has all of these attributes in great abundance, and I have not a doubt in the world that the Senate will find a substantial portion of the park totally acceptable as a splendid addition to the National Wilderness Preservation System. We regard this park as a classic case of regenerated wilderness. In the forty-years it has been a national park, it has made a splendid ecological and environmental recovery from the somewhat abused condition of its pre-park years. Today the park is a priceless asset to the Commonwealth of Virginia and indeed to the nation.

Instead I would like to review for the Subcommitee the unhappy history of Shenandoah Wilderness. This is not simply to tell a tale of woe. Your time is much too valuable for that. I do think it is important that you gentlemen understand what can happen to a wilderness proposal when it faces opposition which is not based on the facts of the Wilderness Act. I have worked at the processes of the Wilderness Act since it was signed into law on September 3, 1964, and I have learend to be tolerant and understanding of opposition which is based on fact. When people tell me they don't want wilderness because they can't drive their jeeps into the wilderness area, I can respect their opinion bcause it is based on fact. I could not agree that it is a good reason for not having wilderness but at least the opinion is based on the facts of the Wilderness Act. Shenandoah hasn't been lucky enough to have opposition on fact. The kind of misinformed opposition to which Shenandoah has been subject has resulted in excessive delay and an unnecessary burden of time, money and effort being expended on the issue by all interested parties including the Congress. This coming June, 1976, will see the passage of a full nine years since the National Park Service held a public hearing in Luray, Virginia. I was there on June 11, 1967. At that time, commercial interests in the area opposed wilderness because they desired the construction of dams in the park to supply water for public and private agricultural purposes. The dams were much more than an idle thought. The Soil Conservation Service, unknown to the National Park Service, surveyed certain stream drainages in the Park and later recommended specific sites to the dam interests. While the wilderness proposal was the whipping post for the dam proposals, it goes almost without saying, as I am sure you gentlemen know, that their chances of securing dam construction in Shenandoah National Park were quite non-existent. For obvious reasons involving the establishment of a disastrous precedent for other national parks, dams in Shenandoah were out of the question. This issue was settled earlier in the century by the Hetch Dam controversy in Yosemite National Park which inundated an area in the Park equal in magnificance to Yosemite Valley. Moreover, the nation had a National Environmental Policy Act by January 1, 1970 which surely would have been applicable in the circumstances. Yet the proposed dams helped clobber the wilderness proposal. Wilderness was actually an irrelevancy in this situation but suffered nonetheless.

This local opposition was aided and abetted, unintentionally, of course, by the inability of the National Park Service to promptly finalize the Shenandoah proposal. However, when it did, to its credit, the proposal had been up-graded,

largely as a result of good solid data submitted by conservation groups, from 61,940 acres to 73,280 acres which President Nixon transmitted to the Congress on April 29, 1971. Senator Byrd promptly filed a wilderness bill as did Representative J. Kenneth Robinson in whose district the park is located. On May 5, 1972, the Senate Subcommittee on Public Lands held a public hearing on the current Park Service proposal of 79,699 acres and that of the conservation groups of 112,687 acres. In September 1973, with Senator Byrd's good support, the Senate passed Shenandoah Wilderness at the 79,699-acre figure. Matters then looked favorable for passage by the House. The light shone brightly at the end of the tunnel for Shenandoah Wilderness. With time running out in the 93rd Congress, in December of 1974, the proposal was on the agenda of the last meeting of the full House Interior Committee. Passage by the Committee and indeed by the House was a certainty. In a surprise move, the same local opposition previously mentioned, caused Mr. Robinson to secure the removal of the proposal from the agenda of the Committee meeting. And so Shenandoah Wilderness died in the 93rd Congress after eight years of effort. And here we are again.

And again the local opposition is at work. While the dams seem now to have been forgotten, this time what seems to be desired is a new access road to Skyline Drive so that tourist business can be developed. Mysterious references have been made to long ago promises of the National Park Service for such a road. These is nothing wrong with commercial interests seeking such a road but this reason seems to be buried in distortions about the Wilderness Act widely accepted by otherwise well meaning and decent people. What are these distortions: (1) that wild fires cannot be suppressed in wilderness but will be allowed to burn and endanger public safety and private property, (2) that sick or injured persons in the wilderness cannot be rescued with air or land vehicles, (3) that rails and old fire roads will be closed to recreational use, that they cannot be maintained and the area will revert to jungle, (4) that such entry as might be permitted would have to be from atop Skyline Drive—that there would be no access from the bottom of the mountains, and (5) that the small iron bridges on stream crossings on the old fire roads would have to be removed. None of these distortions has any basis in the facts of the Wilderness Act. If these things were true, gentlemen, I'm not sure I would want wilderness myself. The Park Service has not been effective in allaying local fears and indeed may have contributed to them. Mr. Robinson, who had himself promptly filed a wilderness bill and demonstrated good support for it at times, apparently did not have the time or the means to correct the fears and misapprehensions of his constituents. It remained for Virginians and the Shenandoah Wilderness Coalition to make the only serious effort to correct the misinformation which had undermined Shenandoah Wilderness for so long. A copy of that current effort is attached for inclusion in the record. Considering the magnitude of the problem, we are uncertain as to its effectiveness. The Madison Eagle is also to be commended for its current effort to present the positive aspects of wilderness to its readers. A copy of the Eagle's treatment of the subject in its January 29, 1976 edition is included for the record.

I have discussed this at length for a reason. That reason is to demonstrate that wilderness has a long hard row to hoe. The nine-year Shenandoah experience, while severe, is not uncommon. Yet, wilderness costs the taxpayer little or nothing. The land and its superb values remains like money in the bank with no options closed for the future as they are with development. As you gentlemen know, the land is the source of all wealth and if it is wrong to squander money, it is most assuredly wrong to squander the land. Fiscal conservation and land conservation are not the partners they ought to be, the former being highly regarded by most but not the latter. Wilderness, in its small way, is land conservation at its best.

1976 will be our Bicentennial Year during which we will very appropriately take full cognizance of our great history and traditions. We need the Bicentennial to refresh our minds and spirits on what America is all about. But in concentrating on the works of man, how many will stop to think of the natural greatness of America. Our country was once coast to coast wilderness and many Americans of pioneer ancestry (Madison County, Virginia, must have its full share) take pride in the fact that their forebearers fought and conquered the wilderness in carving a living from it. But the need to save a bit of American wilderness seems to escape many of them. They are eager to ac-

quire the man-made antiques and artifacts of early day America but seem unwilling to honor America further by preserving small oprtions of a once vast wilderness scene. Wilderness is the natural antique of America but this fact seems to have no adequate appreciation among many Americans whose feet are set in concrete. For them wilderness is little more than a backpacker's desire to get away from it all and a threat to local economics.

More than a decade ago the Congress determined that it was greatly in the public interest to establish a National Wilderness Preservation System. The Wilderness Act was signed into law on September 3, 1964, and after almost nine years of valiant effort, portions of Shenandoah National Park are not yet within the ambit of its protection as the Senate has already once said, in September of 1973, that it should be.

Therefore, we respectfully request that the Subcommittee act swiftly to approve the 112,687-acre wilderness proposal for Shenandoah National Park in order that it may have a fighting chance to reach the floor of the House prior to the close of the 94th Congress. Otherwise, probably all of us will be here again sometime in the 95th.

We wish to sincerely and generously commend Senator Byrd for his steadfast support of Shenandoah Wilderness over many years. While his formal support extends to the 80,000-acre Park Service proposal, we are confident he would not be displeased if the Subcommitee approved the 112,687-acre proposal (about 58% of the Park) if Virginians and others make a good case for it.

In this same regard, I would like to close with the point that, prior to the fresh opposition which erupted in Mr. Robinson's district in December 1974, he too had stated, orally and in writing, on a number of occasions, that the Park Service proposal which his 80,000-acre bill represented was "a reasonable starting point for committee consideration of the wilderness, but I have an open mind as to the precise limits of the designation." (Letter of February 22, 1973 to Conservation Council of Virginia, Inc.)

Lastly, Mr. Chairman, I have been authorized to have the position of The Wilderness Society in this matter attributed also to Friends of the Earth, 620 C Street, S.E., Washington, D.C. 20003, having about 29,000 members nationally, 650 of whom are Virginians.

[From the Madison, Va. Eagle, January 29, 1976]

WILDERNESS: A NEW PICTURE

(By Mary G. L. Shackelford)

Wilderness—what are the facts?

I came to the Eagle in June with no background on the wilderness issue. I listened to what local people told me were the 'facts' of the issue and found myself, along with them, beginning to have a strong bias against wilderness. Some of these 'facts' were about the closing of trails, the severe limiting of access to wilderness areas, the exclusion of horseriding in wilderness areas, the purported intent not to fight forest fires, and the adverse economic impact wilderness would have on Madison County. I asked where these facts came from and was told that Park Superintendent Robert Jacobsen had given concerned citizens some of these impressions.

I was not in the county when Superintendent Jacobsen met with citizens on the subject. I know nothing of that. However, if all of this is so, and the county-wide opposition to the wilderness proposal on the basis of these very same 'facts' would indicate that it is indeed so, I do know that Superintendent Jacobsen must have re-examined the law and the proposal and changed his mind. Even people in positions to know are sometimes wrong.

Jacobsen's most recent statements on the subject of the wilderness proposal as it concerns Shenandoah National Park paint a remarkably more reasonable and totally different picture. The statements of his superior, Gary Everhardt, Director of the national Park System, support this 'new' picture of wilderness.

In a letter of Dec. 18, 1975, Supt. Jacobsen made the following statement: "The designation of Shenandoah National Park as wilderness will have no effect upon its fire management policy. Present policy is to extinguish fire as soon after it is detected as is reasonably feasible." Jacobsen further stated that since administrative roads will be closed by wilderness, attack on forest fires could possibly be delayed; however, most sections of the park have such relative ease of access from the perimeter as to make danger of an

uncontrollable forest fire little greater than it is at present time. Moreover, as the forest grows more mature, its resistance to fire increases because less scrubby underbrush and debris are present. "Wilderness designation should have little if any effect upon the risk from wildfire to homes near the Park boundary."

It is obvious that forest fires will be fought as usual.

Concerning trails, their use and maintenance, the same letter from Jacobsen informed me that "an essential aspect of wilderness management is flexibility to change use patterns as necessary to protect resources. This may include closing some trails and constructing new ones. Some portions will remain without trails. Trails intended for foot travel will be maintained to a width for persons to walk single file. Trails intended for horse travel will be maintained to a width sufficient for horses and riders to travel single file. We do not currently envision the closing of any traditional entrance except as alteration may be made at some future time to the trail circulation patterns."

In a statement for hearings before the Subcommittee on National Parks and Recreation, Director Everhardt wrote "The maintenance of such trails is usually without use of motorized vehicles or equipment; however, the impact of horse hooves often causes erosion of trails which must be periodically repaired. Such repair is normally accomplished by using small motorized trail-grading and earth transporting equipment. The chosen tool is to be the one that least degrades wilderness values. Trail bridges are permitted at stream crossings if the crossing, without a bridge, would be unsafe during the normal period of use."

This information states that there will, in fact, be trails for walking and riding and that they will be maintained.

Concerning access to wilderness areas, Jacobsen's letter of Dec. 18, 1975 explained that large wilderness areas have three distinct zones. "The third zone lies within short distance of access roads, contains trails, may be used by novices or families with children for a few hours to a day or two. Most of the proposed wilderness within Shenandoah National Park would be of this type. Wilderness designation should have little effect upon existing day use of the area. In the future, as the volume and character of visitor uses increase to an unacceptable level, it will become necessary to limit and control the volume of the uses. These actions will occur, however, whether or not the area is designated as wilderness. Limits will be determined on the basis of resource deterioration."

Thus it is expected that access will in some way be limited in the future, whether or not we have wilderness, and this is because of the growing numbers of people who take advantage of recreational opportunities of the park and of wilderness.

As for the economic impact of wilderness on Madison County, no professional study has been made and so no one can really say one way or the other. However, claims of adverse impact are based on the impressions that trails would be closed to horses or even that trails would be closed altogether, thus depreciating Madison's appeal to tourists.

In addition to the fact that these impressions are wrong, I would think wilderness might bring more tourist revenue into the county. The thing that wilderness does do is to prohibit the construction of facilities merely to serve recreational interests of people. But people will come, and people need services, and Madison County would be in a prime spot for developing those services to cater to the tourists who come to enjoy the wilderness.

Thus wilderness could possibly be advantageous to the county's economic picture.

Now, given these facts, what does wilderness do that the park doesn't? Designating these areas as wilderness simply means that no facilities that aren't essential for safety to users can be constructed. In other words, no picnic tables, no restrooms, no informative signs, no parking lots, no camp facilities with beds, etc. can be constructed in wilderness areas.

There you have it, that's it, and, in my opinion, that's good. The emphasis is shifted from recreation and convenience to preservation. In a bicentennial year, when we are so concerned with preserving our cultural, social, and political heritage, the wilderness proposal is an attempt to protect our natural heritage. Through it, this area will be preserved in perpetuity for all to have the opportunity to enjoy, learn, and renew themselves by means of 'the wilderness experience' . . . a place in which, in Thoreau's words 'to witness our own limits transgressed'.

I would admonish citizens who are in opposition to the wilderness proposal to have a second look. The picture is different.

THE WILDERNESS SOCIETY,
Washington, D.C., February 10, 1976.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks & Recreation,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: This letter supplements our statement before the Subcommittee on Parks and Recreation at the February 5, 1976 hearing on wilderness proposals for Shenandoah National Park.

While our statement is clear on the point of the capability of the Wilderness Act to accommodate to *every* appropriate need of the people of Madison County, it is now necessary that we specifically address ourselves to the proposal of Senator Harry F. Byrd, Jr., which would create four non-wilderness corridors. We had no advance knowledge of such a proposal and therefore wish to take this opportunity to comment.

At the outset, please bear in mind the fact that the testimony of the Madison County witnesses seems to indicate their satisfaction with complete wilderness as opposed to non-wilderness corridors provided they receive "written guarantees" or other evidences of Interior Department intent to manage the Byrd Wilderness Area in a manner responsive to their needs. These needs relate to assurances that wildfires will be fought with heavy equipment, if necessary; that search and rescue efforts will not be impeded by wilderness and that existing recreational uses will not be adversely affected. They want assurance that trails and roads can be maintained so as to accommodate to these needs. While Senator Byrd's corridor proposal accomplishes this, so will designation as wilderness. Therefore, it is quite unnecessary to have non-wilderness corridors.

Section 4(c) of the Wilderness Act clearly provides the National Park Service with the flexibility to perform the trail and fire road maintenance (the minimum tool concept) necessary to continue existing safety and recreational objectives without degradation of the wilderness character of the surrounding lands. Mr. Gary Everhardt, director of the Service, has so testified and in this he is totally supported by conservation organizations and many individuals.

In addition to management flexibility, wilderness designation for the old fire roads and trails will preclude turning them into non-wilderness corridors which will then be vulnerable to future paving and development. Senator Byrd very emphatically stated that he wanted no developments along the non-wilderness corridors so as to degrade the character of the surrounding wilderness. The really safe way to do that is put the corridors into wilderness. Having done that, then the Subcommittee report can serve to place the National Park Service on strict notice that the Congress specifically intends that the subject roads and trails be managed and maintained in a manner consistent with the public interest in Madison County. We believe that the Subcommittee will agree that the Wilderness Act has been shown as being consistent with the needs and desires of the people of Madison County. This being so, there is no point in anyone wishing to settle for less than the best.

The Subcommittee is, of course, very familiar with the widely-practiced technique of using Committee reports as an effective means of conveying Congressional intentions with respect to legislative actions. Such a procedure ought to prove very satisfactory to affected persons in Madison County and elsewhere in Virginia.

We would appreciate having this supplementary letter entered in the official record of the February 5 hearing. Thank you for your consideration of our views.

Sincerely,

A. T. WRIGHT,
Staff Consultant.

Senator HANSEN. Ms. Ruth Higbie, will you please come forward. Perhaps Mr. Irwin could come forward also and you could appear as a panel.

And may I say to my good friend, the senior Senator from Virginia, if there are any questions prompted by the testimony of witnesses we would be pleased to have you raise those questions.

Senator BYRD. Thank you very much.

STATEMENT OF RUTH GRIGGS HIGBIE, MADISON COUNTY, VA.

Mrs. HIGBIE. I am one resident of Madison County who wants to speak in favor of the proposal. I live in Madison County, Virginia, near the town of Brightwood. I gaze at the Blue Ridge Mountains, including Old Rag, every day and I often hike there.

I wish to speak in favor of the proposed wilderness designation in Shenandoah National Park. I support its extension to the 11?,687 acres suggested by the Shenandoah Wilderness Coalition.

I believe that the opposition which some Madison County people have felt is based on misunderstandings on their part, and on misinterpretations of what wilderness designation means.

I believe that the proposed wilderness would be to the benefit of Madison County, both in short and long terms. It would help conserve for us as well as for the rest of the American citizenry a beautiful part of our country. A part of which Madison County is justly proud.

It is easy to let wild lands be destroyed by too much improvement and the pressure of too many people trying to enjoy a lovely and fragile environment.

By making this part of the park accessible only to those willing to go in on their own two feet or on horseback—which is essentially what wilderness designation means—we keep the natural character of the mountains as close as it is still possible to do, to that which our ancestors found when they first came to America.

Let us pass this bill and save it.

Senator Hansen, your own wonderful Yellowstone Park, anyone who has ever tried to camp at Old Faithful campground which, of course, is a fascinating place, knows why you need a wilderness designation. Old Faithful, the earth is beaten. There are all sorts of facilities, there are car parking for many, many people. It is very far from what it was in the beginning because it is so popular and such a wonderful place.

But this poses our problem. You have got to make some kind of regulation to keep the thing we love from being destroyed. By making this part of the park only accessible to people willing to go in on their own two feet and horseback, by keeping it that way and making sure it cannot be changed. You do the best that can be done to conserve it that way. So I am very much in favor of passage of this.

Senator HANSEN. Thank you very much.

STATEMENT OF R. PHILIP IRWIN, PRESIDENT, RAPPAHANNOCK LEAGUE FOR ENVIRONMENTAL PROTECTION, INC., FLINT HILL, VA.

Mr. IRWIN. I am R. Philip Irwin, president of the Rappahannock League for Environmental Protection, Inc. I thank you all for the

opportunity for introducing the prepared statement I have submitted.

I would like to personally thank and congratulate Senator Byrd for his continued interest in this matter and for very effectively using this marvelous compromise that we enjoy the use of in this country.

It has effected, as I have heard here today, a tremendous amount of understanding which was not apparent on the part of our good neighbors in Madison County. I believe, thanks largely to the work of Senator Byrd and others interested in the Shenandoah Wilderness, I don't think you have the opposition now you had in the past.

I was enthusiastic about one word or term that was used in relation to wilderness. That was to establish lads highest value. That means untouched. I would like to reemphasize that point. There is only one opportunity. It takes a definitive and very definite stroke of the pen to accomplish it. But I think now is the best time and certainly appropriate to strike this one stroke of the pen and establish this land in its highest possible use. This is not to denigrate the work of the National Park Service; they have done a beautiful job with the park. But those of us who live closest to it and appreciate its resource values would like to see it remain that way with no question in mind as to its future.

Thank you.

Senator HANSEN. Thank you very much, Mrs. Higbie and Mr. Irwin. I have no questions.

[The prepared statement of Mr. Irwin follows:]

STATEMENT OF R. PHILLIP IRWIN, PRESIDENT, RAPPAHANNOCK LEAGUE FOR ENVIRONMENTAL PROTECTION, INC., FLINT HILL, VA.

Mr. Chairman, Among the interests of our organization since its formation in 1970 has been the designation of a major portion of the Shenandoah National Park as wilderness. Each year this support has been unanimous by our contributing membership of over 500 families in Rappahannock and adjacent counties. We have not made an original study and are, therefore, unable to recommend any specific acreage. Our distress is that none of the several bills and proposals of recent years has come even close to the approximately 90% of parkland we find as both eligible and appropriate to preserve. Therefore, we urge you to give your full approval and support to whatever legislation that would include the greatest number of wilderness acres within the Shenandoah National Park.

We share some of our thoughts for your consideration:

1. The approximately 20% of Rappahannock County land purchased for the Park in the early '30's remains a strong proprietary interest for our citizens, the ultimate natural resource and the best neighbor possible.

2. The Park's highest uses are already fixed; water supply, erosion control, oxygen production, pollution reduction, wildlife habitat, climate tempering and human recreation, man's green security blanket.

3. Development has been mostly along the famous Skyline Drive leaving the remainder of the Park essentially a wilderness ready for preservation at this time, an insurance policy for the future.

4. The only known opposition to Shenandoah wilderness has been due to false information circulated in an adjacent county by those expected of desiring personal gain through more intense parkland exploitation.

5. The time is now to protect this natural environment for the benefit and enjoyment of generations to come, those increasingly in need of an escape from the works of man relentlessly crowding even the countryside

6. A Shenandoah wilderness designation would result in no expense to the American taxpayers, the National Park Service continuing its well respected administrative responsibility for the public land.

Senator HANSEN. If I may, could we ask Ms. Ruth Blackburn, Ms. Lizabeth Carr, Dr. Murray and Mr. Soest to come forward and appear as a panel.

Senator BYRD. While they are getting settled, may I say Ms. Lizabeth Carr has taken some magnificent photographs in Shenandoah National Park and brought some of them by my office this morning.

STATEMENTS OF RUTH BLACKBURN, POTOMAC APPALACHIAN TRAIL CLUB; LIZABETH CARR, SHENANDOAH WILDERNESS COMMITTEE OF THE SIERRA CLUB; DR. J. JAMES MURRAY, JR., CONSERVATION COUNCIL OF VIRGINIA; AND JON SOEST, VIRGINIA WILDERNESS COMMITTEE

Ms. BLACKBURN. I am Ruth Blackburn, Potomac Appalachian Trail Club. I also represent the Potomac Trail Conference which oversees the trail from Maine to Georgia.

The fact that a hearing was held 9 years ago also is something I remember because I was present at that hearing. We have continued our interest.

The Appalachian Trail Club in this area maintains partially the trail in Shenandoah Park. They also maintain 80 miles of side trails to the Appalachian Trail in the park. What my opportunity is today is to show you the maps we have prepared which will indicate the areas outside of the Park Service proposal for wilderness which we think would be good to add to the total, giving us 112,000-plus acres.

In the northern section of the park, we suggest the addition of the Bolten Branch Area which is north of Mount Marshall, which is a self-contained area that would be ideal for inclusion in the Mount Marshall Area. We should also like very much to see the Little Devil Stairs area included. There is a powerline across there, but study has been done on the moving of the powerline so power would come from the Matthews Arm campground side.

Those are in the northern section. The dark green is the Park Service proposal and the light green is the additions that we would make.

We are interested in the inclusion of another area of Old Rag known as the Gibson Hollow Area. I think one of the things there—we can't quite, Senator Byrd, go back to a billion years ago, but they have done some borings on the Laurel there and found them to be 200 years old.

It is not something that has changed in the last few years. In the central section also we would like to see included the area excluding Camp Hoover of the Laurel Prong in here, there is a great deal of hemlock and laurel in that and the Smith Mountain Grindstone Area. Laurel Prong would add about 6700 acres.

The Smith Mountain Grindstone Area would add 11,700-plus. The southern section because it is already very generously endowed with wilderness proposal by the Park Service, has only two things we would like to see eventually added. One, at the northern end of the southern section is an area going up to Gap Run which could

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very well be added to this. We still feel a little unhappy about the Madison Run road area. The park has already phased out two other intrusions into this area, so this is all there is in the southern section.

That then gives you a fair idea. I will be glad to answer any specific questions if you have any.

Senator HANSEN. Thank you, Miss Blackburn. I don't have any questions. But I will defer to my expert. Senator Byrd, do you have any questions?

Senator BYRD. No questions. I thank the witness for a fine presentation.

Senator HANSEN. Miss Carr, may we hear from you?

STATEMENT OF LIZABETH CARR, REPRESENTING SHENANDOAH WILDERNESS COMMITTEE OF THE SIERRA CLUB

Ms. CARR. I am Lizabeth Carr, Metropolitan Washington Group Chairperson for Wilderness, and the Potomac chapter, Sierra Club's representative to the Shenandoah Wilderness Coalition.

The Potomac chapter is composed of more than 5,000 members in Washington, D.C., Virginia, West Virginia, Maryland and Delaware. We fully support the Shenandoah Wilderness Coalition's 112,687-acre Wilderness proposal for Shenandoah National Park.

Sierra Club members assisted other citizen conservationists in the Shenandoah Wilderness Coalition's prolonged field studies to identify Wilderness-quality for the park.

We determined that approximately 112,687 acres is the minimum which should be protected by wilderness designation.

As a solitary hiker and backpacker, and a Sierra Club hiking leader, I have become particularly familiar with the central section of the Park, especially certain sections of the area proposed as the "Byrd Wilderness Area." My own special interest areas are Nicholson Hollow and Old Rag Mountain.

Nicholson Hollow used to be known as Free State Hollow and was the home of the Corbin and Nicholson families until they were moved by the Park Service around 1935 or 1936. They were mountain people who supported themselves as farmers, trappers, tanners and distillers of spirits. In the 40 years since they have departed from this narrow, rocky, stream-filled valley, Nicholson Hollow has regenerated to wilderness, as you can see in my photographs.

I would like to call your attention to the picture of Corbin Cabin which was built in 1906 by my elderly friend, George Corbin. George Corbin is now 87 years old. It is maintained by the Potomac Appalachian Trail Club and has been a point of serious contention by those who claim a man-made structure should not properly stand in a wilderness area. This cabin is accessible only by foot and used only by permit. The Wilderness Act clearly permits inclusion of historical structures in wilderness areas.

Incidentally, we mentioned the inability of older and infirm people to visit wilderness areas. We took George back to the Corbin cabin on a hike last October in the rain, at 87.

Senator HANSEN. Only because I am concerned about the damage that may be done among my Wyoming constituency, let me say I

hope no one will put any more words into my mouth about the old and infirm. I think what I said was, kids in my age group. [Laughter.]

Ms. CARR. I would like to tell you I am about to be forty and I never hiked any place until I was 35. Having the opportunity to do so has changed my life.

Also of great personal concern to me is the Old Rag Mountain Area. The trails on Old Rag are heavily used and are frequently littered with trash. The mountain enjoys access via close approach roads and parking areas. It is an exciting hike over unique terrain, and the vistas from its heights are truly outstanding. Trees along the high trail act as hand holds for hikers negotiating difficult rock facies, and the bark of these trees was worn away long ago. My friend George Corbin, now 87 years old, remembers overnight trips to Old Rag with tourists when he was a boy. This popular mountain needs to be guarded from over use. It presently seems in danger of being worn smooth.

Gibson Hollow ,on the southeast slope of Old Rag Mountain, is a wild, little-used area of giant tulip poplars and intensely heavy vegetation.

It, and the nearby stream valley known as Laurel Prong, abundant with Mountain Laurel—and poison ivy—should also enjoy the protection of wilderness status.

In conclusion, I beg you to consider the obvious fact that Shenandoah National Park is a few hours' driving time from the homes of several million people, and is the largest public land area readily available to most of these people. The areas on the edges of the Park are under ever-increasing pressure by commercial developers. Portions of this grand Park must be preserved, by wilderness designation, from further encroachment.

Senator HANSEN. Thank you very much. Dr. Murray.

STATEMENT OF DR. J. JAMES MURRAY, JR., CONSERVATION COUNCIL OF VIRGINIA

Dr. MURRAY. I am speaking on behalf of the Conservation Council of Virginia in support of the wilderness proposal.

I would like to say a word about the unique character of the council itself. It is a consortium of over 40 local and statewide civic and environmentally oriented organizations throughout the State, and serves as a vehicle for their environmental concerns.

I have put a list of the organizations attached to this report.

The Council has been in favor for many years of wilderness designations in Shenandoah. At our annual meetings of 1971 and 1972, unanimous resolutions were passed requesting Vriginia's congressional delegations to submit wilderness legislation and particularly in 1972, the Council went on record in support of the 112,687 acre proposal that you have heard today. I don't want to go into the specifics of that. I will just mention three particular areas of concern. The additions of the south side of Old Rag Mountain, the Smith Mountain area in the center, and the Laurel Prong area.

Since I am a zoologist by trade, I would like to say one word on the matter of concern to some people, and that is that the character of the flora and fauna of the wilderness area may change under wilderness management, to the extent the habitats in Shenandoah represent subhabitats. As I am sure you all know as pasture goes back into forest, one gets changes in associated fauna as well.

The bobwhite disappears but the ruffed grouse takes its place. The flickers leave but the woodpeckers come in. The field voles will go but the white-footed mouse will come in instead. In a climax forest there will be fewer deer but more wild turkeys.

Because of these changes that might occur, I would certainly not be supporting the placing of all public lands under park management in Virginia. That would represent some improvement. However, I think the danger is in the other direction. The lands we have to preserve are the climax associations which can only be taken care of in this type of wilderness management.

I would like to say, too, my files on the Shenandoah proposal now stretch back for 8 years. I hope we will have some action in the present Congress. Thank you.

Senator HANSEN. Thank you, Dr. Murray.

Last on the panel is Jon Soest.

STATEMENT OF JON SOEST, VIRGINIA WILDERNESS COMMITTEE

Mr. SOEST. I am speaking today for the Virginia Wilderness Committee which is a citizen's group in Virginia with over 500 members. We have been dedicated to wilderness preservation since our start in 1969.

We would like to commend the Park Service for their wilderness proposal and thank Senator Byrd for introducing that bill. We believe it includes much potential wilderness in that park. However, we feel at the same time there can be many improvements on that proposal and to that extent we support the proposal by the Shenandoah Wilderness Coalition.

I won't go into the details. That has already been presented, we have other experts here to talk about that.

I would like to second the comments about Old Rag Mountain that Dr. Murray made. Instead of going into any details, the written statement we have presented for the record here—I would like to focus on another issue. It seems in the past the problem we have been having with the Shenandoah wilderness is continuing debate over management plans in the park area. It has been the concern of citizens in Madison County, the details of the management plan, how it affects the wilderness.

But I would like to focus today on what I think would be a more important concern with respect to wilderness designation. The character of the wilderness itself. That is what is involved in the process itself of including the area in the wilderness system.

If we focus on the question of does the land satisfy the requirements for admission to the wilderness preservation system, then I think we have to agree most of the area we have found in the park, including the land in the Shenandoah Coalition proposal, does

satisfy this criteria. It does have the wilderness character in the words of the Wilderness Act. It does contain its primeval character.

We urge the committee to preserve the maximum amount of land consistent with the Wilderness Act and I think we can work out the management details as we proceed.

I would like to thank the committee for this opportunity to testify again in favor of this proposal. I would also like to thank Senator Byrd for his continuing support, his sense of fair play and compromise. He has helped us sit down and come to agreement on this proposal.

Senator HANSEN. Thank you, Mr. Soest. Two witnesses earlier who had indicated a desire to be heard who were turned down, because if I understand correctly it was believed the witness list was so long as to preclude their being heard.

Therefore I ask unanimous consent that their statements, the statement of Mr. O. Kenneth Baker and Miss Sandra Speiden may be included in the record.

[The prepared statements of Ruth Blackburn, Lizabeth Carr, Dr. J. James Murray, Jr., Jon Soest, O. Kenneth Baker and Sandra Speiden follow:]

STATEMENT OF RUTH E. BLACKBURN, POTOMAC APPALACHIAN TRAIL CLUB

I am Ruth E. Blackburn, member of the Board of Managers of the Appalachian Trail Conference and Assistant to the President of the Potomac Appalachian Trail Club—a constituent club of the Conference.

PATC has a long association with the Shenandoah National Park. In fact the Trail was developed before the Park was established.

They maintain over 80 miles of side trails as well as marking the Appalachian Trail in the Park. Six cabins, cared for by club volunteers, are available for use by the public on a reservation basis for a modest fee. Club members publish a guide to Park trails and three topographic type maps. A pocket size trail handbook is widely used as an introduction to circuit hikes possible in the Park.

The club could not put out this type of informational material without a detailed knowledge of members who spend their spare time roaming the mountains. So we feel some small confidence in helping to review and propose lands for wilderness designation.

We applaud the 80,000 acre proposal of the National Park Service. In particular the more recent additions which are included in Senator Byrd's S. 885 bill are a great improvement over the 1972 version.

A special feature on the 1973 map on which the bill is based is trailheads indicated by stars. There are 22 of these located around the perimeter. Access from outside the Park is highly desirable, particularly when winter weather conditions preclude use of the Drive. It also tends to disperse the use.

However, in the interest of obtaining the best possible wilderness for Shenandoah National Park we would like to suggest several important additions. They are briefly listed in priority order as follows:

1. *North Section.*—Bolton Branch drainage north of the Mt. Marshall NPS proposal and adjoining it.
2. *South Section.*—Rocky Mount south of Gap Run and adjoining NPS Unit #5.
3. *Central Section.*—Laurel Prong excluding Camp Hoover. In all 6,763 acres, abounding in mountain laurel and hemlocks.
4. *North Section.*—Little Devil Stairs, a wild rocky stream valley of definite wilderness quality. Some study has been given to obtaining power from the west side power line and removing the line crossing this section.
5. *Central Section.*—Extend the Old Rag wilderness to include Gibson Hollow on the SE. In this area, much of it little visited, giant laurel has been found. It was tested by increment boring and found to be 200 years old.

6. *Central Section.*—Smith Mountain jutting out to the west of the Park gives the Park its widest dimension east to west. Here we would like to add 11,726 acres of timberland.

7. *South Section.*—If the Madison Run Road were closed it would give the Park its biggest bulk of wild land in uniting Units 5, 6, 7 and 8. Two of the intrusions in this section have already been removed. The Park Service should be given full credit for achieving this administratively.

For both the Appalachian Trail Conference and the local club may I express appreciation for the opportunity to present our hopes for the Shenandoah National Park Wilderness at this hearing

STATEMENT OF LIZABETH CARR, SHENANDOAH WILDERNESS COALITION, ARLINGTON, VA.

I am Margaret Lizabeth Carr, Wilderness Chairperson for the Metropolitan Washington Group of the Sierra Club, and the Potomac Chapter, Sierra Club's representative to the Shenandoah Wilderness Coalition. The Potomac Chapter, composed of 5,000-plus members in Washington, D.C., Virginia, West Virginia, Maryland and Delaware, fully supports the Shenandoah Wilderness Coalition's 112,687-acre Wilderness Proposal for Shenandoah National Park. We are grateful for the legislative process which permits us to speak today in favor of this proposal.

Sierra Club members assisted other citizen conservationists in the Shenandoah Wilderness Coalition's prolonged field studies to identify Wilderness-quality lands in the Park. We determined that approximately 112,687 acres is the minimum which should be protected by Wilderness designation.

As a solitary hiker/backpacker and a Sierra Club hiking leader, I have become particularly familiar with the Central Section of the Park, especially certain sections of the area proposed as the "Byrd Wilderness Area". My own special interest areas are Nicholson Hollow and Old Rag Mountain.

Nicholson Hollow, known historically as "Free State Hollow", was the home of the Corbin and Nicholson families until about 1935-36. They were mountain people who supported themselves as farmers, trappers, tanners and distillers of spirits. In the 40 years since their departure from this narrow, rocky stream-filled valley, Nicholson Hollow has regenerated to wilderness. (See my photographs.)

Corbin Cabin, built in 1906 by my elderly friend George Corbin, and now maintained by the Potomac Appalachian Trail Club, has been a point of serious contention by those who claim that a man-made structure should not properly stand in a Wilderness area. This cabin is accessible only by foot and used only by permit. The Wilderness Act clearly permits inclusion of historical structures in Wilderness areas. Proper public adherence to carry-in, carry-out regulations, which preclude leaving behind items of solid waste, would undoubtedly eliminate much of the Park Service's management problem relative to Corbin Cabin and Nicholson Hollow.

The Hollow is a treasure house of interesting ruins, rare wildflowers and challenging terrain. Surely it is especially deserving of Wilderness protection.

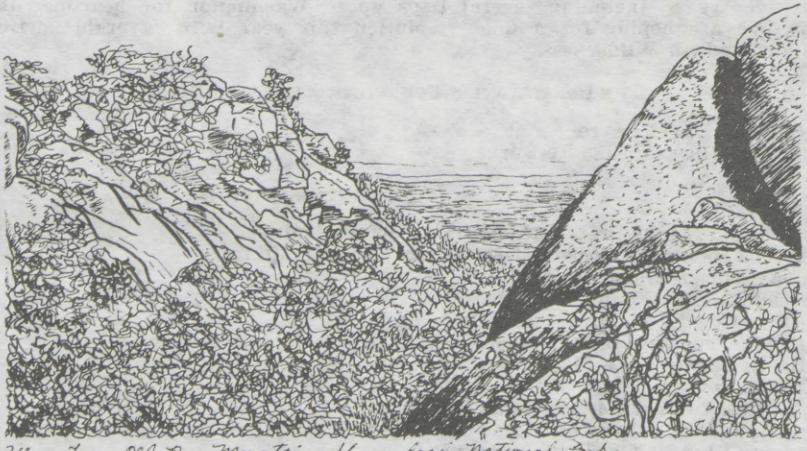
Also of great personal concern to me is the Old Rag(gedy) Mountain area. The trails on Old Rag are heavily used and are frequently littered with trash. The Mountain "enjoys" access via close approach roads and parking areas. It is an exciting hike over unique terrain, and the vistas from its heights are truly outstanding. Trees along the high trail act as hand holds for hikers negotiating difficult rock facies, and the bark of these trees was worn away long ago. My friend George Corbin, now 87 years old, remembers overnight trips to Old Rag with tourists when he was a boy. This popular mountain needs to be guarded from over-use. It presently seems in danger of being worn smooth.

Gibson Hollow, on the southeast slope of Old Rag Mountain, is a wild, little-used area of giant tulip poplars and intensely heavy vegetation. It, and the nearby stream valley known as Laurel Prong, abundant with Mountain Laurel and poison ivy, should also enjoy the protection of Wilderness status.

In conclusion, I beg you to consider the obvious fact that Shenandoah National Park is a few hours' driving time from the homes of several million people, and is the largest public land area readily available to most of these people. The areas on the edges of the Park are under ever-increasing pressure by commercial developers. Portions of this grand Park must be preserved, by Wilderness designation, from further encroachment.



Old Rag Mountain Lady Slippers



View From Old Rag Mountain, Shenandoah National Park

STATEMENT OF J. J. MURRAY, JR., CONSERVATION COUNCIL OF VIRGINIA, INC.

I am speaking on behalf of the Conservation Council of Virginia in support of the concept of wilderness designation in the Shenandoah National Park. I should first like to call your attention to the special character of the Conservation Council in our state. The Council consists of a consortium of over forty local and statewide civic and environmentally oriented organizations representing many diverse interests. A list of these member groups is appended to this statement. The Council serves as a vehicle for the joint expression of the environmental concerns of its members.

For a number of years the Council has been on record in favor of wilderness for the Shenandoah Park. At the annual meetings of 1971 and 1972, resolutions were unanimously adopted requesting Virginia's Senators and Representatives to introduce legislation for the establishment of Wilderness Areas within the Park. The 1972 resolution specifically recommended the 112,687 acre proposal of the Shenandoah Wilderness Coalition, and I should like to reaffirm that support today.

In calling for the larger acreage I should like to direct your attention to three specific additions to the Park Service proposal which will no doubt receive more detailed discussion from others here today. These are: (1) the south side of Old Rag Mountain, a logical portion of that natural ecological unit, now split for administrative convenience; (2) Smith Mountain, one of the more remote and inaccessible sections of the Park, although a rather narrow corridor; and (3) Laurel Prong, a self-contained drainage in the central section, with fine growth of laurel, azalea, and hemlock.

Since I am by trade a zoologist, I should like to say a word or two about a concern that I have heard expressed about wilderness, that is, that with wilderness designation we can expect the character of the flora and fauna of an area to change, possibly for the poorer. To the extent that we now have sub-climax habitats in Shenandoah, it is true that changes will occur. As I am sure most of us know, as pasture reverts to forest grouse replace bobwhites, pileated woodpeckers replace flickers, and white-footed mice replace field voles. In a climax forest there will be fewer deer but more wild turkeys. I would be the last to say that all our public lands should go into wilderness, because in that case we would lose variety. But today the danger of loss of variety is surely at the other extreme. We need to nurture some wilderness to maintain the plants and animals of the Appalachian climax forests.

Finally, may we respectfully request some action on these proposals in this session of Congress. My files on the Shenandoah proposal now stretch back for eight years, including several trips up to Washington for hearings like this. We are hoping for a final resolution this year with favorable action on Shenandoah Wilderness.

THE CONSERVATION COUNCIL OF VIRGINIA, INC.

President: David Favre
Executive Director: Louise Burke

MEMBER ORGANIZATIONS (JUNE 1, 1975)

Association for the Preservation of Virginia Antiquities
Audubon Naturalist Society of the Central Atlantic States
Canoe Cruisers Association
Chesapeake Bay Foundation, Inc.
Citizens Committee for Virginia State Parks
Citizens Committee to Investigate Effects of Strip-Mining in Virginia
Citizens Council for a Clean Potomac
Citizens Environmental Council of Roanoke
Committee to Preserve Assteague Island
Frederick County Environmental Council
Hanover Citizens for Sensible Growth
League of Women Voters of Virginia
Metropolitan Washington Coalitions of Clean Air
North Anna Environmental Coalition

Northern Virginia Conservation Council
Piedmont Environmental Council
Potomac Appalachian Trail Club
Potomoc Chapter, American Society of Landscape Architects
Potomac Chapter, Sierra Club
Rappahannock League for Environmental Protection
Reclaim the James
Richmond Scenic James Council
The Garden Club of Virginia
The Richmond Area Ecology Center
Varina Home Owners Association
Virginia Beach Chapter, National Audubon Society
Virginia Chapter, American Institute of Architects
Virginia Chapter, American Institute of Planners
Virginia Chapter, The Nature Conservancy
Virginia Chapter, Izaak Walton League
Virginia Anglers Club
Virginia Farm Bureau Federation
Virginia Federation of Garden Clubs
Virginia Federation of Humane Societies
Virginia Federation of Women's Clubs
Virginia League for Planned Parenthood
Virginia Region, National Speleological Society
Virginia Society of Ornithology
Virginia Subsection, Society of American Foresters
Virginia Wilderness Committee
Zero Population Growth of Virginia

STATEMENT OF JON F. SOEST, REPRESENTING THE VIRGINIA WILDERNESS COMMITTEE

The Virginia Wilderness Committee is a citizens' group with over 500 members, dedicated to the preservation of Virginia's wild and natural areas.

We commend the National Park Service for their proposal for Wilderness Area designation in Shenandoah National Park. It includes much of the potential wilderness in the Park.

At the same time, we believe that the Park Service proposal can be improved upon by including the additional acreage proposed by the Shenandoah Wilderness Coalition. That proposal calls for over 112,000 acres, a substantial increase over the Park Service plan.

This increase in proposed Wilderness was not obtained by including areas of marginal natural value or by ignoring substantial impact of human activites. The increase was obtained by literal adherence to the criteria of the Wilderness Act of 1964. Rather than present a detailed analysis of these areas in this statement, we will state that our Committee is in total agreement with the Shenandoah Wilderness Coalition proposal.

Members of our group have inspected most of the areas that the Park Service excludes from their proposal, and helped to develop the Shenandoah Wilderness Coalition plan. The reports from our members have been unanimous: these areas are not in any sense second-rate wilderness. Shenandoah National Park contains areas of outstanding wilderness character, and the areas excluded by the Park Service share this wilderness character.

Our Committee has been involved with the Shenandoah Wilderness since we organized in 1969. It is long past time for this proposal to move and to become law. This Senate Committee, Senator Byrd, the Park Service, and countless citizen conservationists have spent much time and energy, over the years, considering and reconsidering the question of Shenandoah Wilderness. During that time, the demand for Wilderness and the need to preserve the Wilderness of Shenandoah have constantly increased.

We would like to urge that all of us get together now and agree, once and for all, that it's time to protect the maximum possible acreage in the Park, consistent with the criteria set forth in the Wilderness Act. We firmly believe that the Shenandoah Wilderness Coalition proposal will achieve that purpose.

Thank you for the opportunity to present this testimony today.

STATEMENT OF O. KENNETH BAKER, VIRGINIA REGISTERED AGENT FOR RAPIDAN CAMPS INC.

Rapidan Camp is a cooperative family-oriented-and-operated facility in Madison County, Virginia. It's five acres is surrounded by State owned forest land adjacent to Shenandoah National Park. Four of its five cabins along the northern bank of Rapidan River were built during President Hoover's days and were used as a retreat for members of his cabinet. The property was purchased by our Corporation in 1953 from Madison Timber Company.

Our present membership consists of 65 families, about 40% of which reside in Virginia. While a majority of the other 60% live in neighboring Maryland or D.C., some have moved to other states (including Hawaii, California, Illinois and Maine) but retain their membership so as to enjoy our retreat whenever they return to visit friends.

In view of discussion about the Shenandoah Wilderness Bill at our last Annual Meeting, FAVORABLE ACTION ON S. 885 IS URGED. Designation of the specified Shenandoah Park areas as "Wilderness" would protect them from such undesirable development as has occurred at Yosemite. Instead, the Wilderness Areas would offer opportunities for ourselves and our descendants to experience what the Wilderness Act of 1964 describes as: ". . . an area of undeveloped Federal land . . . which is protected and managed so as to preserve its natural conditions . . . with the imprint of man's work substantially unnoticeable . . ."

We sincerely hope that when our nation celebrates its Tricentennial in the year 2076, your and our descendants will be able to thank you for having set aside substantial areas of Shenandoah National Park where they can still retreat to places where the imprint of man's work is substantially unnoticeable.

In deciding on which proposed areas of the Park are to be designated as "Wilderness", it is hoped that your Committee will not be unduly influenced by those who live in areas adjacent to the Park. In our opinion, a National Park should be maintained for the most appropriate use of nationals—rather than for the benefit of a relatively few provincials.

STATEMENT OF SANDRA SPEIDEN, SOMERSET, VA.

My name is Sandra Speiden. I have lived in Orange County, Virginia, for 13 years. For 20 years I have been an active user of the Shenandoah National Park in several different ways: 1) occasionally driving along Skyline Drive by myself, with members of my family, and with visitors; 2) day hiking and picnicking; but mostly 3) backpacking over periods of from 2 to 8 days and 4) horseback riding.

The long-range welfare of the Park is of great importance to me. I have observed during these past few years the tremendous increase in usage of the park. I feel very strongly that if the park land is to retain its integrity as an area to which people can go to find peace, solitude and beauty, some sort of protective measure for the park land must be taken.

The protective measure under consideration here today is the designation of approximately 80,000 acres of the park as wilderness. Since I first learned of the proposal to make part of the park into wilderness area I have put a lot of thought into this idea. I would like to present some of these thoughts and questions for your consideration:

(A) I think that Superintendent Jacobsen's point is well taken that in making a large part of the park wilderness area, the pressures on him, as administrator, to allow an increasing number of usages incompatible with the preservation of the park land would be relieved.

(B) However, as the Wilderness Act (Public Law 88–577) is necessarily generalized, I have many questions about how the wilderness area of the Shenandoah National Park would be administered:

(1) Who will write the management plan?

(2) Will there be an opportunity for the public to review and comment on such a plan before it is adopted for use? I am worried that the sort of overprotection that was proposed for the Great Gulf Wilderness in the New Hampshire White Mountains National Forest could be put into effect in the Shenandoah National Park Wilderness. To cite only bits of that proposed management

plan, $45,000 was to be spent destroying most of the Gulf's circuit trail system and constructing a new limited trail system, eliminating most access points and eliminating present shelters and campsites (of "Wilderness is for Using," by Vincent N. DeFelice, American Forests, June, 1975).

(3) What procedures for revise and change would there be for such a plan? What assurance would we have that such a plan would not be substantially changed without public comment on any such changes?

(4) Because it is in large part the increasingly abusive over-use of the park lands that is responsible for making necessary the consideration of a wilderness area in this park, will any sort of carrying capacity for the park be determined? In my mind, carrying capacity is the crux of the whole problem. When the number of hikers and campers reaches a "pollution" stage (i.e., when their numbers create more problems than the park staff can handle) the area should be protected via a carrying capacity limitation. If this is not done, a park that may be enjoyed by thousands of people will be made into a trashy, unattractive, ruined wasteland by tens of thousands.

Would the establishment of carrying capacity and management of usage of the park based on that capacity preserve the integrity of the park as well as making part of the park a wilderness area would?

(5) Will horseback riding be recognized as compatible with wilderness area recreation (see Sect. 4b Pub. Law 88–577)? Obviously an overloading of trails with horses would be as detrimental to the preservation of the park as overloading them with hikers, but proportionate usage should be considered for horses. Historically, the horseback usage of the park has been *miniscule* in comparison with the foot traffic usage.

I am not familiar with the number of horses rented daily from the park stables, or with horse activity in areas other than the Madison County area, as it is in the Madison area that I do my own riding, but I would venture to guess that the pattern and amount of horesback usage would not differ greatly from that of Madison. Private horse traffic originating from Madison is almost entirely limited to unorganized (by which I mean not pre-planned by a group) Sunday riding from the junction of Strother Run and Rose River above Syria up to Big Meadows and back down by way of Rose River; or else up from the Robertson River along Old Rag Fire Road to Skyland and back down the same way. On a particular Sunday there may be anywhere from 2 to 25 people riding. Occasionally an organized two-day ride will take place with as many as 60 riders participating.

My point is that in any type of management decision on usage, horses should be considered as users to be given proportionate treatment. It distresses me to see trails in the park (with the exception of any trail which might be dangerous for a horse to travel) marked "No Horses." It should be possible for a person to explore the entire park on horseback! And this should be so whether or not part of the park is made wilderness.

(6) Under wilderness management, how would fires be treated? "In addition, such measures may be taken as may be necessary for the control of fire . . . subject to such conditions as the Secretary deems desirable." (Sect. 4d.1. Pub. Law 88–577) Would the management policy be to treat fires as a natural wilderness phenomenon and let them take their course? It has been suggested that this might be the case, but I think the management guidelines for the park should take into consideration the fact that there are *dozens* of residents right outside the park boundary. These people NEED to know what the policy on fires will be.

I hope these questions and comments will be of some value to your committee in its decision on the future of the Shenandoah National Park.

Senator HANSEN. As I conclude these hearings, I would like to thank each of the witnesses who have appeared today and to thank especially the distinguished Senator from Virginia, the Honorable Harry Byrd, Jr., for his appearance here and the close attention he has given to these witnesses as he does to all of his constituents from Virginia.

I must say I shall be guided in this matter by the wishes of my good friend from Virginia. I shall vote to report the bill; I shall support it on the floor, subject to whatever amendments may be offered by the Senators from Virginia.

If there is nothing further, the hearing will be closed.

Senator BYRD. Mr. Chairman, you are so kind to say that, and may I, on behalf of all the witnesses, thank you so much and Senator Bennett Johnston for this hearing today.

[Whereupon, at 1 p.m., the hearing in the above-entitled matter was adjourned.]

APPENDIX

Additional Statements and Communications Submitted for the Record

Statement of Rappahannock-Rapidan Planning District Commission

The Rappahannock-Rapidan Planning District Commission is one of twenty-two regional planning agencies within the State of Virginia. We are responsible for area-wide or regional planning for a five county area which includes Madison County, Virginia. Among our duties is the preparation of Federally required A–95 Reviews and comments. While the Wilderness Proposal itself does not require an A–95 Review, it will have substantial impact on our region. For this reason, we appreciate the opportunity to comment on the proposal's likely impact from a regional perspective.

The Rappahannock-Rapidan region in general, and the region's western counties (Madison and Rappahannock) in particular, have long been noted for spectacular scenic beauty, extensive wildlife and numerous historical sites. The protection of these important resources as well as nurturing economic development that is compatible with them is perhaps the area's most important planning problem. The creation of the southern half of the proposed Wilderness Area #4 would make this problem much more difficult.

Historically, agriculture has been the primary industry of our five county region. For the past thirty years, this industry has been in decline and projections call for continued decline. As recently as 1950 agriculture employed over 50 percent of Madison County's work force. Since 1950, agricultural employment has dropped off rapidly and has been accompanied by a steep rise in the number of out-commuters. The other economic sectors, manufacturing and government, have risen only gradually. A report prepared for the Planning District by the planning-consulting firm Hayes, Seay, Mattern, predicts growth in these sectors will be even slower in the future.

In short, Madison County's traditional agricultural tax base is declining rapidly, the number of out-commuters demanding expensive services is increasing, and the development of a strong industrial tax base to replace agriculture is unlikely due to a poor transportation network, a lack of secondary services, and a lack of water in industrial quantities.

Recreation is Madison County's only growth industry. It is an industry that is compatible with its remaining agricultural operations, its scenic, historic, and wildlife resources, and the Shenandoah National Park. The implementation of the southern half of Wilderness Area #4 would drastically reduce Madison's access by horse and foot rail. It would severely reduce the probability of the County's developing a strong recreational industry, and correspondingly increase the likelihood of economic problems in the future.

Economics aside, the proposed Wilderness area presents one other planning problem; it is a poor use of a valuable resource. Evidence presented by Madison County shows the Old Rag, Dark Hollow, Weakley Hollow, and White Oak Canyon trails to be among the most heavily used in the park. Elimination, or a drastic reduction in use of these trails also disenfranchises a whole spectrum of the user public. It would limit the use of the park, at least in this area, to those willing to hike for several days with a forty-pound backpack, and those driving a car on Skyline Drive. The net result would be a large reduction in the number of Americans able to use valuable scenic resources at a time when these resources are already in short supply.

In summation, for the reasons previously stated, we feel that the southern half of Wilderness Area #4 should not be designated Wilderness. Instead, it should be left as it is; a valuable and much used resource for the County, the region, and the nation.

Statement of George A. Smathers on Behalf of the American Horse Council

The American Horse Council, a national association representing more than two million horsemen, appreciates this opportunity to comment on S. 855 and

other Wilderness designation legislation. We will present a general view of difficulties encountered by horseback riders on lands designated as Wilderness. Submitted with our statement are specific comments on S. 885, the Shenandoah National Park proposal which have been prepared by one of our affiliate organizations, the Virginia Horse Council.

From 1920 until the early 1950's, the number of horses in the U.S. decreased—from 27 million to less than 4 million. However, in the last twenty years there has been a significant reversal of this trend. The horse population now exceeds 8 million, due in large part to the horse's popularity for recreational activities.[1]

This trend is the result of increased leisure time, more discretionary income and increased mobility for the average family. While all recreational pursuits have grown because of these factors, horse use has increased also because of its unique features. Horse related activities are enjoyed by all members of the family. These activities provide an excellent opportunity for exercise and a challenging form of outdoor recreation. In the case of trail riding particularly, horses provide a "return to nature" which so many urban and suburban Americans now seek. According to a U.S. Department of Interior study during the summer of 1972, this participation has reached 51.5 million activity days.[2] Former Secretary of Interior, Rogers Morton, pointed out in an address to the American Horse Council Annual Meeting in 1974 that while horsemen make up only 1.4% of the users of park lands, an Interior Department study indicated that riding received a high score among activities in which people would like to participate.

The continued growth of leisure-time equestrian activities is seriously threatened since horsemen are encountering great difficulty finding a suitable place to ride. While horse numbers are increasing, regulations and restrictions on horse use are being imposed at a faster rate. Recreational needs of horsemen cannot be met unless there is sufficint planning for lands and trails to accommodate increased use. As the members of this Subcommittee know, the problem is not merely one of finding enough land but of finding suitable land with reasonably convenient access for the user. We do not have demographic data on trail riders, but we know that millions of persons residing in metropolitan areas enjoy these pursuits, and many more might like to participate if there were easier access to equestrian facilities.

This brings us to the problems that Wilderness designation of an area sometimes creates for horsemen. The Wilderness Act of 1968 permits horse use on Wilderness lands, but regulations adopted by the administering agencies have often made horseback riding impractical and in a few cases have prohibited such use. Specifically:

1. The most basic difficulty arises because most horseback riders on federal lands must travel some distance to the park or forest. When they arrive, they require parking and loading facilities at the trailhead for their horse trailer. Many Wilderness areas have not provided such access on the periphery of the Wilderness lands.

2. In mountainous or heavily forested areas, when trails wash out or are blocked by fallen timber, they are usually closed to horsemen because repairs would require power equipment.

3. Forage for all stock must be packed, but limits are placed on the number of pack animals in a party.

4. Corrals and hitchrails are removed, and animals may not be tied to trees making overnight control of stock difficult.

5. Although regulations permit permanent structures where justified by visitor safety and visitor dispersal needs, vital bridges and guard rails have often been removed or allowed to deteriorate.

In response to trail riders' protests over what they consider excessive restrictions, Federal officials have said that, ". . . horsemen would prefer more development than is consistent with the Wilderness Act objectives . . . Studies suggest a substantial proportion of the recreationists who now visit Wilderness would find what they are seeking as well or better in a non-Wilderness, roadless recreation area."[3] This may be correct in some instances,

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[1] U.S. Department of Commerce Census of Agriculture and Statements by Mr. Richard Ashworth, Deputy Under Secretary of Agriculture, U.S. Department of Agriculture.

[2] Outdoor Recreation—A Legacy for America—U.S. Department of the Interior 1973.

[3] The Nation's Renewable Resources—An Assessment, 1975—U.S. Department of Agriculture, Forest Service.

but in many areas, such as the Shenandoah National Park, no such alternatives exist.

Federal agencies charged with studying, recommending and administering Wilderness areas should determine all existing recreational uses, and if Wilderness designation would prohibit or seriously curtail enjoyment of some activities, alternative use areas should be developed. This is particularly true of lands in the Eastern U.S. where there is already a shortage of suitable back country areas for horseback riding.

To meet the demands of conservationists, recreational users, and industry on Federal lands, improved land management technology is required. In undertaking any actions which will affect Federal lands designated for recreation and environmental preservation, we urge the Congress to consider applying technology for efficient management of our available renewable resources. Techniques to control environmental impact, provide multiple use of primitive roadless areas and to optimize compatability of different use groups should be used to meet the increasing demand for trails, camps, ski areas and other recreation on public lands. The American Horse Council believes that this technology can best be developed under the auspices of the Department of the Interior and Department of Agriculture. The Council and its members will gladly assist Federal agencies in determining equestrian needs and in establishing standards for trail construction, and maintenance.

Turning to the specific legislation before this Subcommittee, we direct your attention to the comments of Mr. Richard Warner of the Virginia Horse Council Trails Committee with respect to S. 885. The Virginia Horse Council represents over 60,000 horsemen including all breeds and activities. Its basic purpose is to promote the horse and horse industry in Virginia.

STATEMENT OF THE VIRGINIA HORSE COUNCIL, INC., RINER, VA.

The Virginia Horse Council is vitally concerned about the problems of the preservation and development of horseback riding trails. In recent years suburban expansion and population changes across the country have created a scarcity of suitable trails for horseback riding, and many established trails have been closed or threatened. At the same time the horse industry has grown dramatically as more and more people discover the pleasures of horse ownership and recreational riding. Many horsemen involved in the more competitive aspects of the industry, such as show riding, are turning to pleasure riding as a form of relief from the pressures of competition and enjoy those occasions "on the trail" when they may "get away from it all" to communicate with nature and with their horses in natural surroundings. The Virginia Horse Council, therefore, recognizes that it has a duty and responsibility to present and future horse owners to protect and preserve existing trails for horseback riding purposes.

The Virginia Horse Council affirms the wilderness concept and recognizes the necessity for protecting and preserving certain lands in the Shenandoah National Park by designating them wilderness areas. It applauds the work of members of Congress, the Interior Department, The National Park Service, and conservationist groups who have labored so hard to protect this unique part of our national heritage so that it may be enjoyed by future generations.

The Virginia Horse Council recognizes that there is some controversy over the size of the acreage to be designated as wilderness and hopes that this issue will be resolved in a manner which will enable the Park Administration to serve all Park visitors effectively and which will enable all lands deemed suitable to be protected under the Wilderness Act.

The Horse Council is concerned about the future of horseback riding in the Park. Its major objective is to gain broad recognition for the fact that horsemen are legitimate users of wilderness areas and that pleasure trail riding is a recreational activity compatible with the wilderness concept.

The Horse Council recognizes that usage quotas will be established for wilderness designated areas. Therefore, a second objective is to assure that usage quotas will not discriminate against horsemen.

Because there are presently no facilities within the Park to serve horsemen, the Horse Council is concerned about the wilderness designation of the area south and west of the Weakley Hollow and Old Rag fireroads in sector four. This is the area of the Park most actively used for horseback riding purposes,

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because it is located near the only facility outside the Park which is capable of serving horsemen. This concern is based on the fact that horsemen, more than any other category of Park visitors, have a need for facilities outside the Park, which can provide stabling, lodging, meals, and other essential services.

The Virginia Horse Council would like to point out that the Shenandoah National Park is one of the few areas in the mid-Atlantic region where horsemen may ride over mountainous terrain on trails of quality and length and where they may enjoy the solitude and natural beauty of a wilderness experinece. The Virginia Horse Council urges the Congress to take affirmative action on this legislation and looks forward to cooperating with the Park management and conservationist groups in preserving the wilderness character of this magnificent national resource.

HORSEMEN AND THE SHENANDOAH PARK

The Shenandoah National Park provides a unique recreational opportunity for horsemen. Like other park users horsemen are drawn to the scenic beauty, the solitude, and the physical challenge of the mountain trails located on Park lands. Indeed, it is one of the few places in the mid-Atlantic region where horsemen may ride on trails of quality and length over mountainous terrain. Many see it as a refreshing relief from the demands of breeding operations, the tedium of show exhibition, and other competitive activities. These horsemen treasure those moments on trailrides in the Park where they can communicate with nature and with their horses in natural surroundings.

Park Horseback Riding Trails, Facilities, and Regulations

The Shenandoah National Park Administration has designated 163 miles of fire road and other trails for horseback riding. These are depicted on a set of three maps published by the Park Administration, which also has available a set of regulations which govern horseback riding in the Park.

Nearly all of the 163 miles of trail is fire trail and old road bed, abandonments of roads which at one time transversed park land. In other words, the Park Service has not "opened up" new trails to horsemen, but has designated old roads and maintained fire and management roads as horse trails. Consequently, in nearly every instance the bed is durable and well suited to horseback riding use. Ironically one of the few horse trails which has a soft footing is the one used by the horseback riding concessionnaire who operates a rental stable in the Park at Big Meadows.

While other Park users have available to them numerous campgrounds, trail shelters, and housekeeping cabins there are no facilities inside the Park to service horsemen. Horsemen are prohibited from using these facilities and may not enter shelter or camping areas, and they may not camp out in the park. Hence, horsemen are day users of a limited number of trails. Park authorities have followed a policy of keeping horse trails separate from foot trails. Yet hikers and backpackers are not prohibited from using those trails designated as horse trails. Thus, horsemen are segregated from hikers, but not the reverse. This does not disturb horsemen who recognize that these trails are also suitable for other park uses. Horsemen are specifically forbidden to ride on the Appalachian Trail, the main artery of the Park trail system and are forbidden from riding on the blue-blazed trails maintained by the Potomac Appalachian Trail Club.

There are few circuit type trails on the 163 miles designated for horse use. There are two circuits in the southern section of the Park, though to make a circuit roads outside the park must be utilized. Both circuits are scenic rides and are in areas scheduled for wilderness designation.

Though there are some very fine riding trails of good length in the northern section of the Park, there are no circuit riding trails. A minimal amount of trail construction at two or three different locations would create circuit rides of considerable length which would make this one of the finest riding areas in the Park.

By far the best area for horseback riding in the Park is located in the central section. Ninety miles of circuit type trail are located in the Old Rag, Skyland, Big Meadow and Hoover Camp area. It is the area most frequently used by horsemen because it is located near the one facility outside the Park which provides horsemen with stabling, lodging, and food.

Horsemen as Park Users

Horsemen make up an extremely small percentage of the total number of Park users. Except for those fortunate people who live in the immediate vicinity, horsemen must make a great personal effort to use the Park. Indeed, they must make a greater effort than any other park user. They must transport themselves, their horses, and their equipment to a limited number of facilities bordering the park (really only one) which are equipped to serve horsemen. They often must make arrangements for overnight lodging for themselves and their mounts, all of which require advanced planning, time, effort, and expense. Some horsemen, particularly local riding groups, live within a distance which permits them to be independent of overnight lodging and stabling facilities. The Park is used by informal groups, breed associations, 4-H horse and pony clubs, trailride organizations and saddle clubs.

Trailriders usually start from a point outside the Park and ride to the crest of the mountains and return by other trails, if possible They generally ride in rather small groups. Probably the most organized rides in the Park are those held by the Virginia Arabian Horse Association. They have never had more than thirty riders. A leader is frequently designated as trail boss and other experienced riders bring up the rear as drag riders. Breaks to tighten girths, to stretch legs, and to rest horses are usually taken in groups. Most riders carry light lunches with them which are eaten at the top of the mountains. Because they are used infrequently, riders take pride in using saddlebags, and they pack their gear and sandwich wrappers, etc., out with them. They smoke in groups; most trailriders frown on smoking in the saddle. Horsemen have no opportunity to make camp fires, since they are day users and may not camp in the Park. Because of these controls horsemen compare very favorably with other Park users and probably pose less of a threat to the natural environment and wildlife of the Park than many other users. Their goal is to ride through the Park, to work but not overwork their mounts, and to conduct themselves well.

The Horsemen's Concern for the Wilderness Proposal, Fears and Hopes

One might justifiably asky why horsemen have so recently become interested in the Shenandoah Wilderness proposal, particularly since it has been studied since 1967 by the National Park Service and conservation groups. The reasons are quite understandable. First, trailriding horsemen are not well organized. Trailriding is the one equine activity which does not, or has not until recently, required tight-knit organizational structures. Trailriders are the most individualistic of all horsemen and have often been skeptical of organizational-type people. For example, there is no state-wide trailriding organization. The Virginia Arabian Horse Association, which is probably the best organized and largest group that trailrides in the Park, only began riding there in 1972. Thus, only recently have organization-minded horsemen become aware of the possible changes which might take place if portions of the Park are designated as wilderness.

The fears of horsemen are basically two: First, that the Park Administration will interpret the wilderness designation as permission to close these areas to horseback riding. Second, that should horsemen be recognized as legitimate wilderness users, they will be discriminated against by usage quotas established for wilderness areas.

Horsemen have become apprehensive about public statements made by the Park Superintendent that horseback riding would, or might be, prohibited in wilderness areas. As recently as April of 1975, he was quoted in the newsletter of the Shenandoah Natural History Association as saying, "he would have to apply the following management techniques: Close all roads to horse traffic, in addition to motorized traffic," and he, "conceded that a limited number of horsemen might be allowed access, provided they were prepared to bushwhack, without trails and provided that they brought all the forage for their animals." These public statements stand in contrast to the assurances that he has given the Virginia Wilderness Coalition to the effect that, "existing trails . . . would remain open for full use by wilderness oriented hikers, horsemen, and backpackers as long as the volume of their respective uses would not cause an unacceptable level of damage to the natural resources and would not unduly diminish the experience of other wilderness groups or lessen the wilderness character of the designated area."

Horsemen are also concerned that during the two Congressional hearings on the wilderness proposal held in 1973 that the many conservationists who testified only once directly referred to horse usage and did so in a negative manner. Horsemen, in reading the testimony of a spokesman for the Sierra Club, were taken back by the argument that wilderness areas ought to be limited to "foot traffic" and wonder how the many representatives of national conservationist organizations could so neglect the horse usage issue when in many wilderness areas in the West the horse is vital to any kind of usage at all. Unfortunately this has made some horsemen feel like aliens in the Park. Others suspect that hiking interests wish to close them out while they set up a private wilderness area for themselves complete with a housekeeping cabin located inside the wilderness area.

Because the Wilderness Act of 1963 does not discriminate against horsemen, horse interests are confident that they will be able to establish the fact that horsemen are legitimate users of the wilderness areas. But they are deeply concerned that hiking interests, due to their superior organization and their rapport with the Park Administration, may close out horsemen through a quota system. They also suspect or fear that the Park Administration is anti-horse and that it may close out horsemen through quota usage of its own accord. Horsemen wonder how one establishes recognition for the fact that he is "wilderness oriented" and deserving of access to wilderness areas and how that judgement will be made.

The Horsemen as an Environment—Conservationist

Most horsemen who utilize the Park either lead a rural life style or wish they could. Many are members of environmental groups and take an active interest in land use planning and environmental protection in their local areas as they see horse interests threatened by urban and suburban development. Their love of horses is frequently and understandably connected with a love of all animal life, domestic and wild. Horsemen could easily endorse the Shenandoah Wilderness proposal if they did not feel threatened by it. They need reassurance that they will be treated fairly. Treated fairly they will cooperate in preserving the wilderness character of the park.

It is indeed an irony that horsemen who use the park in very small numbers should feel threatened by those who have promoted and contributed to its over-use It is ironic that those who have contributed to its over-use should use a conservationist platform to close the park to those who have not done so.

LINDEN, VA., *October 31, 1975.*

Hon. J. BENNETT JOHNSTON,
Chairman, Subcommittee on National Parks and Recreation,
Russell Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: As a resident of Warren County, member of the Potomac Appalachian Trail Club and frequent user of the Shenandoah National Park I would like to record my support of Senate Bill S-885 and especially that part of the bill relating to the set aside of 112,687 acres to be designated as Wilderness areas.

Sincerely,

WILLIAM H. SINGLETON.

ASHLAND, VA., *November 2, 1975.*

Hon. J. BENNETT JOHNSTON, JR.,
Chariman, Subcommittee on Parks and Recreation, Dirksen Senate Office Building Washington, D.C.

Dear Sir: As citizens of Virginia concerned about the use and preservation of land resources, we would like to ask your approval of the establishment of wilderness areas in the *Shenandoah National Park.* We also support the Shenandoah Wilderness Coalition in urging a larger acreage proposal for wilderness designation (HB 6624).

While we realize that this proposal will stir opposition from some people in the area who are fearful of financial effects on tourist trade and related

businesses, it is the *preservation* of the natural beauty of the area that is vital to the security of these businesses. And it is equally important to the residents of the surrounding area, and to all Virginians, to retain and use wisely our irreplaceable resources.

Although Citizens for Sensible Growth will be unable to send a representative to the hearing on November 6, we would appreciate your including this letter in the record of the hearing.

Sincerely,

MRS. STUART B. MONROE,
Citizens for Sensible Growth.

BOWIE, MD., *November 3, 1975.*

Hon. J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation, Committee on Interior and Insular Affairs, Dirksen Senate Office Building, Washington, D.C.

DEAR SENATOR JOHNSTON: As a citizen and taxpayer of this great Nation, I would like to express my full support for the proposal of the Shenandoah Wilderness Coalition to designate 112,687 acres of the Shenandoah National Park as Wilderness. In my view, such wilderness status, as specified in the Wilderness Act of 1964, is the best way to preserve and protect our fast disappearing natural areas from further serious deterioraiton caused by continuous and growing over-use and non-compatible man-made intrusions, of various kinds.

This Nation and its people need more wilderness areas, parks and wildlife refuges, not fewer. The Shenandoah Wilderness Area would be a step in the right direction in helping to fill an urgent need in this region. Please do what you can to provide such an area in the Shenandoah National Park. Americans today and in the future would be forever grateful to you if you were remembered for having worked for the establishment of this proposed Wilderness area. Please enter this letter as part of the official record of the hearings on the proposed Shenandoah Wilderness. Thank you very much.

Sincerely,

BEN FRANKLIN,

WASHINGTON, D.C., *November 5, 1975.*

Hon. J. BENNETT JOHNSTON,
Chairman, Senate Subcommitte on National Parks and Recreation,
Russell Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: In connection with hearings scheduled for November 6, 1975 on proposed Wilderness Areas in Shenandoah National Park, I am writing to state my support for the proposal of the Shenandoah Wilderness Coalition (H.R. 6624) that 112,687 acres of the Park be designated as Wilderness. I would like these comments to appear as part of the record of the hearings.

I am a resident of Washington, D.C. and a frequent hiker in Shenandoah National Park. In view of the Park's proximity to the Washington population center and the many highway and car-camping facilities which the Park presently affords, I believe it is important to preserve from any temptations for further development those areas which are the main reason I and many others travel to hike and camp in the Park—the areas which remain essentially in their natural state. Wilderness status will guard against elimination of what is for me the Park's main reason for existence, while at the same time allowing continued recreational use as at present.

I especially support the Shenandoah Wilderness Coalition's proposal because it includes superb natural areas in the area east of Mt. Marshall, where I have often hiked, as well as areas south of Big Meadows Campground which might otherwise be prone to development. Both these areas are omitted from S. 885 (Park Service Proposal).

Thank you for consideration of these views.

Sincerely,

CHRISTOPHER H. HARTENAU.

BOWIE, MD., *November 5, 1975.*

Hon. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation, Committee on Interior and Insular Affairs, Dirksen Senate Office Building, Washington, D.C.

DEAR SIR: As a member of the Potomac Chapter of the Sierra Club, I would like to urge your favorable attention to the bill expanding the wilderness area for the Shenandoah National Park. The full 113,000 acres proposed is easily justified by the support of the people over the years, but as a minimium the Wilderness in Shenandoah should be preserved for the benefit of future citizens.

As society is rushed toward an increasingly complex and stress-filled existence, the value of access to natural and entirely undeveloped areas of irreplaceable wilderness cannot be calculated.

Sincerely yours,

DAVID ERICSON.

WASHINGTON, D.C., *November 12, 1975.*

Hon. J. BENNETT JOHNSTON,
Chairman, Senate Subcommittee on National Parks and Recreation, Russell Senate Office Building, Washington, D.C.

DEAR SENATOR JOHNSTON: I urge your support of the full 112,687-acre Shenandoah Wilderness as proposed by the Shenandoah Wilderness Coalition. The added areas to Senator Byrd's proposal are essential to preserving significant portions of the present Shenandoah National Park from over use and development.

Please include this letter as part of the hearing record on the proposed Shenandoah Wilderness.

Respectfully,

WALTER G. WELLS.

CHARLOTTESVILLE, VA., *November 25, 1975.*

Hon. J. BENNETT JOHNSTON,
Chairman, Subcommittee on National Parks and Recreation, Russell Senate Office Building, Washington, D.C.

DEAR SIR: We would like to urge the passage of the 112,687 acre Shenandoah Wilderness bill.

We are particularly concerned about the area in Madison County and including Old Rag.

This mountainous and wooded area is a well loved and critically important recreation center for such urban centers in the populous east as Charlottesville, Richmond, Winchester and Washington, D.C. It is heavily used by hikers and climbers, who are well rewarded for their efforts by unspoiled woods and dramatic vistas from Old Rag Mountain.

We can leave no more important heritage for our young people than to protect our wild public lands from intrusions disturbing their serenity and their challenging outdoor activity available even in the urbanized east.

As you are aware wilderness designation will not prohibit emergency vehicles, would not remove iron bridges, would not limit recreational use (without motor vehicles of course), and does not mean that roads for administrative purposes will not be kept open.

Such designation would prevent new construction of shelters, etc., in this fragile area.

We hope you will protect this lovely and vitally important area by supporting wilderness designation.

Sincerely,

MARTHA M. SELDEN,
(Mrs. Richard T. Selden, for the
Board of Directors Citizens for Albemarle).

RIDGE RIDERS OF ORANGE AND MADISON COUNTY,
February 4, 1976.

Senator BENNETT JOHNSTON,
Chairman, Park and Recreational Subcommittee, Interior and Insular Affairs Committee, Dirksen Senate Office Building, Washington, D.C.

GENTLEMEN: On behalf of the Ridge Riders of Orange and Madison Counties, consisting of sixty members plus, we are extremely concerned about the Federal Government's proposed restricting of areas of the Shenandoah Park, in order to achieve a return to Wilderness.

This area is widely used by trail riding groups, and numbers of environmentalists, our children have found this area ideal for hiking, camping, and gaining the immensely important knowledge of Nature and its workings. Many men in our group are National Boy Scout leaders and officers who use this land for instruction of children in map charting, nature lore, and "Wilderness Survival". We have no other area to compare with the advantages that these mountains offer us.

We certainly realize the value of salvaging remote areas in the West and other portions of the country, however, in this area the proposal simply cannot be justified. Even our country's most staunch environmentalists who generally object to any land disruptive actions can find no logical reasoning behind restricting our local park lands.

We feel hopeful that upon your closer examination of this land you must reach the conclusion that is so apparent to those of us who live here. As with our countries population there will always be five per-cent of the people whom one can not rely upon to appreciate a natural balance, yet we feel the remaining 95 per-cent using the park are extremely careful to retain the land's beauty and natural state. In addition, the travel of our horses over these trails actually assists the park service in keeping their paths open.

As the land was donated expressly for the purpose for which it is now being respectfully used, we feel threatened and greatly saddened to think that it may soon be unaccessible.

We ask each of you to consider these points, as they are submitted by those of us who know this land, and respect its age, beauty, and history.

Sincerely,

WILLIAM A. BROCKMAN, JR.,
Legislative Director.

BETHESDA, MD., *February 4, 1976.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: Since I am unable to attend the public hearing tomorrow on the Shenandoah National Park Wilderness proposals, I want to register my support of the proposed wilderness area in this way. Please enter my letter in the official record.

I have been hiking in the Shenandoah National Park for the last twenty-five years, and find it becoming—despite the use that is heavier each year—more and more a wilderness each year. The areas away from the Skyline Drive are becoming mature forests, through which the few trails and fire roads that exist make narrow pathways. Get off the trail or the fire road a hundred yards or so, and it is hard to believe one is that close to a man-made route. Walk across country for any distance and one can find solitude and natural peace. Making the parts of the Park selected in the proposed Wilderness bill wilderness provides nothing but official recognition of what actually exists.

Many of us enter the wilder areas of the Park from back roads at the feet of the mountain. We buy gas in the little villages, apples and cider from the local orchards—and sometimes vacation home sites in the area. From our point of view, making these portions of the park wilderness will not change our way of life, or that of the local people. All of us can still use the park as we

have—but there will be no chance of another Loft Mountain campground or Big Meadows shopping and visitor center in the park. We'll continue to buy our souvenirs and supplies from the local towns.

Naturally, as a lover of the woods, I prefer to see the largest acreage possible put into wilderness in the Shenandoah National Park. No matter how much is finally decided on, it is essential that some wilderness be established legally in the Park. I urge your committee to report favorably on the proposal.

Sincerely,

PAULA M. STRAIN.

NEW CANTON, VA., *October 27, 1975.*

SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE
Dirksen Senate Office Building,
Washington, D.C.

DEAR SIRS: I am writing in support of proposals to designate areas of Shenandoah National Park as wilderness. My husband and I, along with our guests and friends, have enjoyed hiking and picnicking in these areas for the two years we have been residents of Virginia. I certainly support the wilderness bill S. 885 and the House bill 6624, proposing 112,687 acres of Shenandoah Park Wilderness. Hopefully, these proposals can become effective quickly.

Sincerely,

JEANNE L. JONES.

UNIVERSITY OF VIRGINIA,
Charlottesville, Va., November 4, 1975.

SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE,
Dirksen Senate Office Building,
Washington, D.C.

GENTLEMEN: I am writing regarding the Shenandoah National Park Wilderness proposals now before your subcommittee on Parks and Recreation.

For years, I have been enjoying the Shenandoah National Park as a backpacker, camper and day hiker. With the passage of time, I have become increasingly concerned with the accelerating encroachment upon these lands. I am convinced that the only way to reserve these areas for future generations is by wilderness designations. I do not see anything in the designation that inhibits present use, but I do see a limitation on future development.

I believe that the chief opposition to wilderness designation comes from those individuals who feel that their personal development goals will be inhibited and not for any altruistic desire to serve the needs of all the people.

I feel it is vital that these proposals be supported, and I hope you will find accordingly.

Sincerely,

CHESTER R. TITUS,
Associate Dean of Students,
Assistant Professor of Education.

WILDERNESS ADDITIONS—NATIONAL PARK SYSTEM

THURSDAY, FEBRUARY 19, 1976

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

The subcommittee met, pursuant to notice, at 10 a.m. in room 3110, Dirksen Office Building, Hon. J. Bennett Johnston presiding.

Present: Senators Johnston, Abourezk, and Hansen.

Also present: James P. Beirne, counsel and Laura L. Beaty, professional staff member.

OPENING STATEMENT OF HON. J. BENNETT JOHNSTON, A U.S. SENATOR FROM THE STATE OF LOUISIANA

Senator JOHNSTON. The hearing will come to order. This is the time which has been duly noticed for an open hearing before the Subcommittee on Parks and Recreation to consider three wilderness proposals pending before the subcommittee:

1. S. 1085 and S. 1675, would designate certain lands as wilderness within the Isle Royale National Park, in Michigan;

2. S. 1069 and S. 731, would designate certain lands as wilderness within the Bandelier National Monument, in New Mexico; and

3. S. 1068, would designate certain lands as wilderness within the Badlands National Monument, in South Dakota.

Copies of the legislation and the departmental reports will be included in the record at this point.

[The information referred to follows:]

94TH CONGRESS
1ST SESSION

S. 1085

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate as wilderness certain lands within Isle Royale National Park, in the State of Michigan.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3 (c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain lands within Isle Royale National Park, Michigan, as depicted on the map entitled "Recommended Wilderness, Isle Royale National Park, Michigan", numbered NP-IR/MP-11-D, and dated January 1970, containing approximately one hundred twenty thousand five hundred and eighty-eight acres, are hereby designated as wilderness.

The map and a description of the boundaries of such lands shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

SEC. 2. (a) The lands designated by this Act as wilderness shall be administered by the Secretary of the Interior pursuant to the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1, 2–4), as amended and supplemented, and the applicable provisions of the Wilderness Act.

(b) Only those commercial services may be authorized and performed within the wilderness area designated by this Act as are necessary for activities which are proper for realizing the recreational or other wilderness purposes thereof. There shall be no permanent road therein and, except as necessary to meet minimum management requirements in connection with the purposes for which the area is administered (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment, or other form of mechanical transport, no structure or installation, and no landing of aircraft within the area designated as wilderness by this Act.

94TH CONGRESS
1ST SESSION

S. 1675

IN THE SENATE OF THE UNITED STATES

MAY 7 (legislative day, APRIL 21), 1975

Mr. PHILIP A. HART (for himself Mr. GRIFFIN, Mr. BAYH, Mr. HARTKE, Mr. HUMPHREY, Mr. MONDALE, Mr. NELSON, Mr. PERCY, Mr. PROXMIRE, and Mr. STEVENSON) introduced the following bill; which was read twice and referred to the Committee on Interior and Insular Affairs

A BILL

To designate certain lands in the Isle Royale National Park in Michigan as wilderness, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with subsection 3(c) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132(c)), certain lands in the Isle Royale National Park, which comprise about one hundred and thirty-two thousand seven hundred and forty-four acres and which are depicted on a map entitled "Recommended Wilderness, Isle Royale National Park, Michigan", and dated July 1971 and revised November 1972, are hereby designated as wilderness: *Provided, however,*

That each tract identified on said map as wilderness reserve is designated as wilderness, subject only to the removal from each such tract of the existing nonconforming improvements, at which times the Secretary of the Interior is directed to publish notice thereof in the Federal Register. Pending such notice, and subject only to the existing nonconforming improvements, each such tract shall be managed as wilderness in accordance with section 3 of this Act.

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

SEC. 3. The wilderness area designated by and pursuant to this Act shall be known as the "Isle Royale Wilderness" and shall be administered in accordance with the a map and a legal description of the wilderness area designated by that Act as wilderness areas, except that any reference in such provisions to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior.

SEC. 4. (a) Subject to valid existing rights, if any, the following described lands, in addition to the lands established as the Isle Royale National Park pursuant to the Act of March 3, 1931 (46 Stat. 1514), and the Act of March 6, 1942 (56 Stat. 138), are hereby made a part of the park: "The Gull Islands, containing approximately six acres, located in section 19, township 68 north, range 31 west, Michigan Meridian, in Keweenaw County, Michigan."

(b) The boundaries of the Isle Royale National Park, as previously established, are hereby extended to include any submerged lands within the territorial limits of the United States within four and one-half miles of the shoreline of Isle Royale and the immediately surrounding islands, including Passage Island, and the Gull Islands described in subsection (a) of this section.

(c) In accordance with section (c) of the Wilderness Act, the Gull Islands included in the Isle Royale National Park by this Act are hereby designated as wilderness.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 5 - 1975

Dear Mr. Chairman:

This is in response to the request of your Committee for the views of this Department on S. 1675, a bill "To designate certain lands in the Isle Royale National Park in Michigan as wilderness, and for other purposes," and S. 1085, a bill "To designate as wilderness certain lands within Isle Royale National Park, in the State of Michigan."

We recommend enactment of S. 1675, if the bill is amended as described herein.

S. 1675 would designate a total of approximately 132,744 acres within the Isle Royale National Park, as a wilderness area. The bill would provide for the filing of a map of the wilderness area and a description of its boundaries with the Interior and Insular Affairs Committees of the United States Senate and House of Representatives. It would also provide for administration of the wilderness by the Secretary of the Interior in accordance with appropriate provisions of the Wilderness Act. In addition, S. 1675 would amend the Act of March 6, 1942 (56 Stat. 138), to add to the park the Gull Islands, containing approximately six acres, and which would be included in the wilderness, and all submerged lands within the territorial jurisdiction of the United States and located within 4-1/2 miles of Passage Island and the Gull Islands.

S. 1085 would designate a total of approximately 120,588 acres within the Isle Royale National Park as a wilderness area. It would provide for administration of the wilderness by the Secretary of the Interior in accordance with appropriate provisions of the Wilderness Act. The bill also provides that only those commercial services may be authorized within the wilderness area which are designated by the Act as necessary for activities in the realization of the wilderness purposes of the area.

On April 28, 1971, the President recommended to the Congress that certain acreage within the Isle Royale National Park be designated as a wilderness within the National Wilderness Preservation System. Since

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1971, we have reexamined the wilderness potential of lands excluded from the original proposal. We have determined that approximately 131,880 acres should be immediately designated as wilderness and that approximately 231 acres should be designated as potential wilderness or as wilderness, as soon as certain nonconforming uses are terminated.

We recommend the enactment of S. 1675, if the following amendment is made.

Section 1 of S. 1675 should be deleted in its entirety and a new section 1 inserted in lieu thereof, to read:

> "Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c)), certain lands in the Isle Royale National Park, Michigan, which comprise approximately one hundred thirty-one thousand eight hundred and eighty acres, and which are depicted on the map entitled 'Wilderness Plan, Isle Royale National Park, Michigan,' numbered 139-20-004, and dated December 1974, are hereby designated as wilderness. The lands which comprise approximately two hundred and thirty-one acres, designated by such map as 'Potential Wilderness Additions,' effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, are hereby designated as wilderness: Provided, however, That within the wilderness area designated by this Act, the Secretary may, as he deems necessary, (a) maintain existing boat docks for the safety of visitors and the protection of the wilderness resource, and construct new boat docks at relocated campsites in the event that present campsites need to be relocated, (b) maintain an existing power transmission line in the vicinity of Rock Harbor and Mount Ojibway, and (c) pursue a program of prescribed burning in order to preserve the area in its natural condition."

This new section 1 would designate approximately 131,880 acres as wilderness, and approximately 231 acres as potential wilderness within Isle Royale National Park. It would permit the construction and maintenance of boat docks for the protection of the wilderness resource, the maintenance of an existing power transmission line, and the pursuance of a program of prescribed burning within the new wilderness area.

There are two technical corrections which should be made to the bill. On page 2, line 21, the wording of that line appears to be misplaced from line 10. The present line 21 should be deleted in its entirety and the following language should be inserted in lieu thereof, "provisions of the Wilderness Act governing areas desig-." A technical error also appears on page 3, line 16. On line 16, the number "3" should be inserted between "section" and "(c)".

We recommend the enactment of S. 1675, if amended as described above. We also recommend the enactment of S. 1085 if amended consistent with S. 1675 and the suggested amendment herein.

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

Sincerely yours,

Assistant Secretary of the Interior

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

69-667 O - 76 - 7

94TH CONGRESS
1ST SESSION

S. 731

IN THE SENATE OF THE UNITED STATES

FEBRUARY 18, 1975

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

A BILL

To designate certain lands in the Bandelier National Monument, New Mexico, as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in accordance with section 3 (c) of the Wilderness Act (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain lands in the Bandelier National Monument which comprise about twenty-three thousand and eighty-five acres and which are depicted in a map entitled "Proposed Changes to the Recommended Wilderness for Bandelier National Monument", and dated February 1975 are hereby designated as wilderness. The map and a description of the boundaries of such lands shall be on file and available for public inspection, in

the offices of the National Park Service, Department of the Interior.

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

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

SEC. 4. Within the wilderness area designated by this Act the Secretary of the Interior may undertake minimum activity necessary in order to investigate and stabilize sites of archeological interest.

94TH CONGRESS
1ST SESSION

S. 1069

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Bandelier National Monument, New Mexico, as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in accordance with section 3(c) of the Wilderness Act (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Bandelier National Monument which comprise about twenty-one thousand one hundred and ten acres, and which are depicted on the map entitled "Wilderness Plan, Bandelier National Monument, New Mexico", numbered 315/20,-003–A and dated July 1972 are hereby designated as wilderness. The map and a description of the boundaries of such

lands shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

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

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

SEC. 4. Within the wilderness area designated by this Act the Secretary may undertake minimum activity necessary in order to investigate and stabilize sites of archeological interest.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 5 - 1975

Dear Mr. Chairman:

This responds to your request for the views of this Department on S. 731, a bill "To designate certain lands in the Bandelier National Monument, New Mexico, as wilderness."

On November 28, 1973, the President transmitted draft legislation to Congress to designate certain lands in the Bandelier National Monument, New Mexico, as wilderness. That draft bill has been introduced as S. 1069 in the 94th Congress. We recommend enactment of either S. 731 or S. 1069, if amended as suggested herein.

S. 731 would designate as wilderness approximately 23,085 acres within the Bandelier National Monument, depicted on a map entitled "Proposed Changes to the Recommended Monument," dated February 1975. The bill also provides that a map and boundary description of the wilderness be filed with the Committees on Interior and Insular Affairs of both Houses, and with the National Park Service, and authorizes the Secretary of the Interior to administer the wilderness in accordance with the provisions of the Wilderness Act. Further, the Secretary is authorized to undertake minimum activity necessary to investigate and stabilize sites of archeological interest.

On November 28, 1973, the President transmitted to Congress a proposal to designate as wilderness 21,110 acres in the Bandelier National Monument, depicted on the map entitled "Wilderness Plan, Bandelier National Monument, New Mexico," numbered 315/20,003-A, dated July 1972. This proposal has been introduced as S. 1069, and is identical to S. 731, except with regard to the differences in wilderness acreages indicated and the maps referenced in section 1 of the two bills.

On March 22, 1974, in hearings held before the House Subcommittee on Parks and Recreation, on H.R. 13562, an omnibus wilderness bill, this Department testified that we had re-examined the wilderness potential of the lands omitted from the President's November 28, 1973, recommendation, and we had determined that

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an additional 920 acres adjacent to the Cochiti Reservoir qualified as wilderness. We recommended that this 920 acres be added to the Bandelier National Monument, bringing the total wilderness to be designated to 22,030 acres. This acreage is depicted on a map entitled "Wilderness Plan, Bandelier Monument, New Mexico," numbered 315-20,014, dated January 1974.

Accordingly we recommend that section 1 of S. 731 and S. 1069 be deleted, and the following language be inserted in lieu thereof:

> That, in accordance with section 3(c) of the Wilderness Act (78 Stat. 16 U.S.C. 1132(c)), certain lands in the Bandelier National Monument, New Mexico, which comprise approximately twenty-two thousand and thirty acres, and which are depicted on the map entitled "Wilderness Plan, Bandelier National Monument, New Mexico", numbered 315-20,014, and dated January 1974, are hereby designated as wilderness. The map and a description of the boundaries of such land shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

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

Sincerely yours,

Assistant Secretary of the Interior

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

94TH CONGRESS
1ST SESSION

S. 1068

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Badlands National Monument, South Dakota, as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Badlands National Monument, which comprise about fifty-eight thousand nine hundred and twenty-four acres, and which are depicted on the map entitled "Wilderness Plan, Badlands National Monument, South Dakota", numbered 137/20,010–A and dated July 1972, are hereby designated wilderness. The lands which comprise about five

thousand three hundred and twenty-six acres, designated on such map as "Potential Wilderness Additions", are, effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated wilderness.

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

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

SEC. 4. Within the wilderness area designated by this Act, (1) the Secretary may construct and maintain wildlife watering devices, as he deems necessary; and (2) the driving of livestock, where established prior to the effective date of this Act shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 5 - 1975

Dear Mr. Chairman:

This responds to your request for the views of this Department on S. 1068, a bill "To designate certain lands in Badlands National Monument, South Dakota, as wilderness."

We recommend that the bill be enacted.

S. 1068 would designate as wilderness approximately 58,924 acres within the Badlands National Monument, South Dakota, depicted on the map entitled "Wilderness Plan, Badlands National Monument, South Dakota," numbered 137/20,010-A and dated July 1972. Lands within the monument which comprise about 5,326 acres, and designated on such map as "Potential Wilderness Additions," will become wilderness when the Secretary of the Interior determines that uses thereon inconsistent with wilderness have ceased. Within the wilderness area designated by the bill, the Secretary may construct and maintain wildlife watering devices, and shall permit the driving of livestock to continue, where established prior to the bill's effective date.

On September 21, 1972 the President transmitted to the Congress a proposal to designate 58,924 acres within the Badlands National Monument as wilderness, and 5,326 acres within the National Monument as potential wilderness. The proposal also provided for wildlife watering devices and the driving of livestock where previously established within the wilderness. This proposal has been introduced as S. 1068, and we urge that it be enacted.

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

Sincerely yours,

Assistant Secretary of the Interior

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

Senator JOHNSTON. We are glad to have as our first witness the distinguished and dynamic Senator from New Mexico, Pete Domenici.

Senator HANSEN. If I may interrupt for a minute, Mr. Chairman, I do have an opening statement that I would like unanimous consent that it may be included in the record prior to the remarks of our distinguished colleague from New Mexico.

Essentially, I am making the point in this statement that the Park Service has done a great job as evidenced by the quality and the preservation of the pristine qualities in our national parks. It is my personal opinion we don't need any wilderness designation in the national parks.

When we look at Yellowstone, which has been in existence for more than 100 years, it is estimated at least 95 percent of it would qualify, without question of a doubt, as wilderness, conforming to wilderness standards right now, and I want to say I think these bills, legislation of this kind, makes more difficult the very effective job the Park Service is presently doing.

Such laws will restrict and cramp the NPS' ability to respond to changing conditions, to the end that I think in 10 or 15 years, we will be looking back and wondering why we did what we have done, if we do what this legislation proposes.

Senator JOHNSTON. I appreciate those remarks. I think we need to give some basic thought to this. One thing that comes to mind that concerns me is if we make too many wildernesses, what does that mean for those parks whose land is not wilderness? Does that mean they are somehow given a green light for development?

[The prepared statement of Senator Hansen follows:]

STATEMENT OF HON. CLIFFORD P. HANSEN, A U.S. SENATOR FROM THE STATE OF WYOMING

Mr. Chairman, when the Wilderness Act was enacted in 1964, this provision was included:

"Sec. 4(a)(3) Nothing in this Act shall modify the statutory authority under which units of the National Park System are created. Further, the designation of any area of any park, monument, or other units of the National Park System as a wilderness area pursuant to the Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the National Park System in accordance with the Act of August 25, 1916, etc."

Despite this proviso, which stressed an apparent reality that the statutory requirements of the National Park System were frequently higher than those of the new wilderness statute, the Act required that roadless areas in the National Parks in excess of 5,000 acres be studied for wilderness potential.

Before the prescribed 10-year study period had expired, the Congress passed the National Environmental Policy Act, which imposed new environmental restraints and administrative procedures upon the management of the National Park System. This Act, together with the broad powers granted by the National Park Organic Act, gave the NPS officials all the authority and built-in environmental requirements needed to effectively manage the National Parks for wilderness or any other Park value.

Today we are considering legislation growing out of studies pursued under the authority of the 1964 Wilderness Act. Under its own statutes, the National Park Service is in process of preparing master plans for the three NPS units involved in the legislation before us today. These plans will do essentially what will be required under the proposed legislation before us, and the plans will be prepared by experienced Park managers with the needs of the entire Park and the visiting public in mind, and aided by inputs from public meet-

ings in the respective areas. The Park management plan also will provide an element of flexibility that would be lost or reduced if another mandate for wilderness management were to be required on top of the existing statutory requirements.

I would hope that the witnesses at today's hearing will address themselves to this general question: What will be accomplished under this wilderness legislation that cannot be accomplished by the National Park Service under existing laws?

Another pertinent question also needs to be answered to the satisfaction of this Committee. Under the proposed Park wilderness status, how can the Park management meet the recreational needs of people living in the respective areas, and other Park visitors, including the special needs of the aged and the handicapped who would like to enjoy these beautiful and accessible areas?

I hope that one one in this hearing underestimates the ability of the National Park Service to effectively manage wilderness. I live on the edge of America's first National Park, Yellowstone, which has had more than a century of use by millions of Americans and which retains most of the superb wilderness that existed at the time the Park was established.

The history of Yellowstone Park, and the younger but equally magnificent Grand Teton Park to the south, amply demonstrates that the National Park Service is compent to manage the units of the National Park System under existing statutory authority.

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

Senator DOMENICI. Thank you, Mr. Chairman. I appreciate the distinguished Senator from Wyoming giving us some time; although it is in the national interest I know how busy you both are personally and how busy the committee is.

I have a prepared statement. It is not long. I will read it.

But Senator Hansen, by way of comment on your position, and I certainly respect it and respect you greatly for your great concern in this area. With reference to Bandelier Wilderness proposal, S. 731, as you know the Congress set some land aside as wilderness study areas. I am pleased to tell both of you, as you will hear later, the Park Service does run an excellent facility at Bandelier. I think they generally are in accord, as to having compiled with the mandate of the study legislation. We may be off by 500 acres or have a dispute over enclaves, but I think you will hear from them that they think this is one of those areas wherein the added designation as a wilderness to part of this huge Bandelier area will be in the best interest of the Park Service's responsibility and the people of this nation, and certainly of New Mexico.

I hope when we are through and we mark the bill up that you two will feel the Park Service is doing a tremendous job, but because of the peculiarities of this 21,000-plus acres it ought to be designated as a wilderness.

Senator JOHNSTON. What are the peculiarities?

Senator DOMENICI. It fits every designation we need as a wilderness. If we want things there to be preserved as they are, Mr. Chairman, there are tremendous archeological finds there we want to preserve. It is truly a wilderness but for some contention regarding an enclave, in every sense of the word.

This first became of interest to the United States in 1890 when Adolph Bandelier published a book and the book was entitled, "The Delight Makers." The book culminated several years of extensive

archeological studies of the Indian ruins in and near the canyon of Rito de los Frijoles in northern New Mexico. It is significant to note that this area contains one of the largest concentrations of prehistoric Indian ruins in the Southwest and contains artifacts of great scientific value. Some of the remains are pit dwellings occupied in the 12th century. During the 13th century the Pueblo Indians built a number of large villages in the area and continued to flourish there for some 300 years. Both the Cochiti and San Ildefonso Pueblos claim Bandelier as the home of their ancestors. In 1916, by Executive Order, President Woodrow Wilson proclaimed the canyon and adjacent lands as a National monument to reserve and protect the relics of the Pueblo communities of the 1200–1500 period for their ethnologic, scientific, and educational interest.

On November 27, 1973, the Department of the Interior recommended the establishment of areas totaling approximately 21,110 acres in Bandelier National Monument as part of the National Wilderness Preservation System. Following receipt of this recommendation, a student at New Mexico State University, Carl Bowman, studied the proposal and submitted recommended changes to the Department of Interior proposal to bring underrepresented ecosystems into the Bandelier Wilderness area. S. 731 reflects the changes recommended by Mr. Bowman, whom you will hear from later.

Last year, members of the Wilderness Study Group of New Mexico and other concerned environmentalists met with Mr. Bowman and the entire group concluded that minor changes should be made to S. 731. I concur with the recommended changes and Mr. Bowman will present testimony concerning slight modifications which would be desirable to simplify the boundary without adversely affecting the maintenance of the ruins.

Visitors to Bandelier today find the charming canyon oasis cutting through the high mesa with its tree lined, spring-fed streams which must have attracted the prehistoric Indian tribes who once occupied the area.

The proposed Bandelier Wilderness area lies on the Pajarito Plateau in north-central New Mexico and is within an easy drive for day use of Los Alamos, Santa Fe, and Albuquerque. In addition, there is considerable visitation from Texas, Colorado, and Arizona.

The Pajarito Plateau is composed of volcanic lava flows ejected from the Jemez Crater in a series of eruptions, the last being approximately a million years ago. After the flows of the last eruption had cooled and coalesced, the forces of erosion carved the plateau into a series of canyons that reach from the base of the Jemez Crater to the Rio Grande, Capulin, Alamo, and Frijoles Canyons. The Pajarito Plateau ends in a line of striking pink and buff cliffs with a sheer drop of up to 200 feet. Cliffs of a 100 foot drop are not uncommon. Below the cliffs, ancient lava flows and sediments drop sharply to the Rio Grande, which winds on a narrow floodplain and passes over many small rapids in the canyon.

Because of a varied habitat, Bandelier is home for a diversity of wildlife including mule deer and black bear. The other animals most frequently found in Bandelier are ground squirrels, rabbits, beavers, bobcats, foxes, coyotes, and mountain lions.

Migrating water birds use the Rio Grande as a major flyway on their way north and south, and flocks of wild turkeys inhabit some of the upper means.

The inclusion of Bandelier in our Wilderness Preservation System will not only preserve something of aesthetic value for present and future generations, but as demand for solace grows, it will provide a necessary retreat from the crowded conditions of our urban areas. It will assure that these outstanding natural resources are managed and maintained indefinitely for their unusual and unique values.

In addition to Carl Bowman and Dave Foreman, the State of New Mexico will present a statement of the Governor's Advisory Committee, and Mr. Bowman will define his research and some of the boundary changes, are generally in accord.

I would also indicate that this proposal has the unequivocal support of the Senior Senator from New Mexico, Senator Montoya. He could not be here this morning and I ask that I be permitted to insert his statement in support of this at a later time today.

We would ask that it follow my statement in the record of the hearing.

Senator JOHNSTON. Without objection.

Senator DOMENICI. That concludes my remarks, and I think the Senator will have technical remarks, and I don't think any purpose would be served in exchanging information and views on this park, but I would say this: in New Mexico, of course, and I think our feelings deserve considerable attention, we are not terribly concerned about the notion we might have too much wilderness. We are doing it in terms of recommending from the State level up here to our Senators and to your people, and I think we are doing it in a very prudent manner.

We have a study committee appointed by the Governor. There are other proposals. They don't bring them all to me, to Senator Montoya, or to the Department of the Interior. As far as the percentage of our land that is wilderness, it does not concern us greatly because it is not very significant. We are not up in any huge percentage of our lands that are in wilderness and our people feel very strongly, they are used for other things, they still have a multi-use concept, and they are trying very hard to use them that way.

Truly, if we don't do this now it will disappear forever, even with the expert work of the Park Service, they cannot quite protect the pristine wilderness qualities of these areas. It is in that context that we urge you to consider the national interest but also the desires of what I think are a compelling percentage of the leadership in the State of New Mexico and its people that this one, Bandelier, be designated a wilderness in compliance with the wilderness study. It meets all criteria. I think delays are inordinate at this time.

We ought to get on with it. I appreciate that there are differing views on wilderness, but I think after hearing the testimony you will concur it has the best chance of remaining what it is for posterity, if it is so designated as a wilderness area.

Senator JOHNSTON. I appreciate your testimony, Senator Domenici. I think you have made an excellent case for this as a wilderness. Of course, this has been recommended by the Park Service in their study

pursuant to the 1964 Act. I debate with myself about whether it is a good idea to have wildernesses in the National Parks. I think there is a great deal of merit in what Senator Hansen has said, but I feel different about those areas designated under the 1964 Act. So on my part, I think you have made an excellent case for inclusion of this.

Senator Hansen.

Senator HANSEN. Let me join with the chairman of the subcommittee in complimenting you on your statement. I do have a few questions if you have just a little time.

I think you said, and I am paraphrasing, the National Park Service people cannot protect the pristine wilderness character in a park. My question is, wherein are they denied full and adequate authority granted in the Organic Act creating the Park Service, that you now find reason to say that under the present mandate or authority they can't do what you think they could do under a wilderness designation?

Senator DOMENICI. Senator Hansen, perhaps my statement is somewhat broad and should be phrased another way. I certainly do not have any argument with the ability of the National Park Service to protect its areas but rather I look at it this way: I think there are two distinct kinds of roles that this kind of geography might play in the future of history.

I think the Park Service has a definite role and its national monuments and parks have a definite role. I think there is a tremendous capacity to protect and use these. But I am equally convinced the Wilderness Preservation Act of the United States, which the distinguished Senator who preceded me, Senator Anderson, was the father of, has a very significant role also.

When I look at this area I conclude if we are going to have a wilderness system, with its definitions and its goals and objectives, that this particular 21,000-plus acres fits it admirably.

I would not sit before you and say to you it is the only way—that without it we would have ruins that are ruinous. But it seems it fits the definition we intend and its goals rather admirably.

In that context I support it. Since the Park Service, which is charged with the responsibility under its Organic Act also recommends it, it would appear to me that it has great merit, and it is in that context that I use the statement, not by derrogation or limiting their capacity but rather that the future will be better apt to be served if it is a wilderness, if we are going to have wildernesses in the United States.

Senator HANSEN. Let me say, I am not surprised at all, nor do I attach any significance that the Park Service comes forward with wilderness proposals. As a matter of fact, if they did not do that, they would be derelict in their duty to carry out the intent of a law passed by Congress.

What the law says, the Federal land management agencies are required to examine their acreage as to wilderness potential. This applies to the Forest Service, the BLM, the managers of wildlife refuges and game ranges. They must determine what lands under their administration conform to the statutory definitions for wilderness.

If such an area is found, and is in excess of 5,000 acres, they are supposed to make a wilderness proposal to the Congress. Let me just observe that this does not mean, in my judgment, that having the opportunity of a little bit of hindsight—and my vision is best when I am looking back at what I have done in the past and the mistakes I have made. I would say it does not necessarily follow that simply because there are lands that fit in every respect the criteria spelled out in the Wilderness Act that it makes sense—indeed, I think it doesn't make sense—to propose that sort of designation upon national parks and national monuments. We would be hard pressed to point out, and I challenge anyone to point out specifically to me in the Organic Act creating the Park Service, and in the separate acts that have established national parks or national monuments, wherein there is any less authority conferred upon the park personnel to administer those areas, or that would give sound basis for anyone to believe that park personnel could not do everything this wilderness legislation would seek to assure that they do do.

I can draw a very clear and distinct line between establishing a wilderness in a national park and in a national forest. The forest is set up under an altogether different concept; it is subject to multiple use. And while some multiple uses can be continued—for example, grazing is accepted in wilderness areas—but many of the forest uses cannot be continued under wilderness status.

I am not trying to pose a specific question to you, Senator Domenici, but I can see an awful good reason for saying lands ought to be included in the wilderness system that are now part of the national forests, the Bureau of Land Management as public domain, or wildlife refuges. But when I look at all of the law that established the National Park Service and the parks and monuments we have created around the country and I was just looking now at the Antiquities Act of 1906 in which national monuments were established, the first one being in Wyoming, Devil's Tower—I am unable to find any good solid reason why we need to establish a wilderness in a national park.

Thank you for being so kind.

Senator DOMENICI. Let me comment for a minute, Senator. I certainly do not dispute your position that under the wilderness study, the mandate, that because the Park Service has said this is one that meets the criteria, that each and every one of those should, in fact, be made a wilderness. I am not here with that firm a relationship between their findings and my request of this committee.

On the other side, however, I think it would be tremendously germane if they didn't find that it would fit. I think we would be here saying it should not be, and I would not be here trying to set that kind of finding aside.

I think it adds merit to the proposal I have brought to the Senate that the people of New Mexico, the Governor's study committee, and I have found no one in New Mexico objecting to this. In the future there may be objection to carving them out of BLM lands or the national forests, but that is not the case here. From the standpoint of New Mexicans, while I greatly appreciate your concern and your position, I would hope in this instance the desires of the inhabitants of the State of New Mexico would be given significant weight, and

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when we have the Park Service concurring that it fits, I think we have made a presumptive case in favor of the statute.

Thank you so much for your time.

Senator JOHNSTON. Thank you, Senator Domenici.

[The prepared statement of Senator Montoya follows:]

STATEMENT OF HON. JOSEPH M. MONTOYA, A U.S. SENATOR FROM the STATE OF NEW MEXICO

Dear Mr. Chairman, I am pleased to be able to present testimony today in support of the Bandelier National Monument Wilderness, which is located in Northern New Mexico. The unspoiled character of the area within what is now Bandelier National Monument is deserving of preservation as a wilderness area and I urge this Subcommittee to favorably report this legislation.

The Bandelier proposal has received the support of many groups in New Mexico including the New Mexico Wilderness Commission, the New Mexico Wilderness Study Committee, the Wilderness Society and the Sierra Club. In addition, the proposed wilderness designation has been supported by Governor Apodaca as well as State Senator John D. Rodgers of Los Alamos and Santa Fe counties. Many individuals have also expressed their support for the designation of the Bandelier area as a Wilderness area.

I fully support, Mr. Chairman, the inclusion of the Jemez and Frijolito additions in the proposed area. It is my understanding that strong citizen support exists for this expansion of the original Park Service Proposal. I will not spend any more time addressing the questions of appropriate boundries or proposed enclaves because I understand that the citizen groups in New Mexico have agreed on a unified proposal which will be presented to the Subcommittee by their representative.

I commend this proposal to the Subcommittee and ask that the legislation be modified to include the above proposal.

Mr. Chairman, Bandelier is but one example of the unspoiled beauty New Mexico has to offer. I hope that this Subcommittee will join the people of New Mexico in protecting for future generations this remnant of our wilderness heritage. At this point, I would like to place before the Committee an Editorial from the *Santa Fe New Mexican* and a news item from the *Albuquerque Journal*, concerning this wilderness area.

I want to thank you for your consideration of this matter and I urge that you favorably report this legislation at the earliest possible time.

[From the New Mexican Opinion, Santa Fe, N.M., Nov. 14, 1975]

WILDERNESS PLAN

The United States Congress should give serious consideration to Governor Jerry Apodaca and others' proposal that part of the Bandelier National Monument be made into a national wilderness area.

A wilderness designation for the rugged country south of Frijoles Canyon reaching to where the monument's boundaries are touched by rising Cochin Lake would help protect many of the important archelogical sites and natural beauty which are threatened by civilization.

Under the proposal being advanced by the governor's office, 20,000 acres of land would be given the wilderness designation making roads, motor vehicles and other improvements, which make it easier for humans to get around, prohibited.

The visitors enter at the bottom of Frijoles Canyon and the development campground and service center near the entrance of the monument would still be accessible.

In recent years Bandelier National Monument has been facing increasing pressure from hikers, 4-wheel drive vehicles, and from trail bikes which threaten to destroy its fragile environment.

Wild burros, who are not native animals to the area, but which have been released to live and multiply through man's neglect, are also eating vegetation, creating rutted trails and contributing to soil erosion which also threatens the environment in parts of the monument.

The request for a wilderness designation is an attempt to stop some of the inroads which civilization and its modern machines are making and to bring

the monument under the more stringent standards and restrictions imposed by law.

Supporters of this proposal have many things going for them, not the least of which is the fact that the area they are seeking to protect is already mostly undeveloped, is extremely rugged and not likely to be the site of any major future development.

The process to secure wilderness designation may take several years and require several evaluations, studies and public hearings. It is wise to begin this process now.

APODACA PROPOSES BANDELIER WILDERNESS

Santa Fe (AP)—Gov. Jerry Apodaca and his Wilderness Commission asked Congress Monday to create a 20,000-acre wilderness in Bandelier National Monument near Los Alamos.

Del. Campbell of Sante Fe, presented testimony Monday on behalf of the governor before the House Subcommittee on National Parks and Recreation, the governor's office said.

Campbell's testimony advocated a bill that would protect all of the monument except the Frijoles Canyon visitor center area with the wilderness designation. Under federal law, roads and other improvements and motorized vehicles are banned from a wilderness area.

Campbell's prepared testimony said, "most of Bandelier National Monument is of high quality wilderness character, with the only significant development located near the visitor center in the bottom of Frijoles Canyon and the developed campground and service area near the entrance."

The wilderness commission was created by executive order of the governor recently with the responsibility to recommend policies concerning federal wilderness legislation. The Campbell testimony was the result of the commission investigation of the Bandelier proposals.

Senator JOHNSTON. We have two Congressmen here, we have Congressman Ruppe and Senator Abourezk. The committee is delighted to welcome the distinguished Senator from South Dakota, Senator Abourezk.

Senator ABOUREZK. I want to thank you, Mr. Chairman, and my good friend Congressman Ruppe. I am supposed to be chairing another committee in appropriations.

STATEMENT OF HON. JAMES ABOUREZK, A U.S. SENATOR FROM THE STATE OF SOUTH DAKOTA

Senator ABOUREZK. I would like to introduce a witness who will be testifying later on in the list, he is a constituent of mine and a personal friend of mine from my part of the country, Reuben Deutscher. I would like you to remember, Senator Hansen, he is one of my constituents when he comes up to testify.

Senator JOHNSTON. That means we will agree with everything he says.

Senator ABOUREZK. Right. I am testifying in support of S. 1068 which is the Badlands Monument in South Dakota. I have a couple of recommendations to add to that. The bill itself proposes that 58,924 of the 64,250 acres of the Monument's back country be designated as wilderness, and 5,326 acres designated as potential wilderness.

I would like the committee to reconsider that 5,326 acres parcel as a designated wilderness area rather than just as potential. It would give the committee the say so right now and if we did this, if we did designate it, then the administration would do it at their will a little later on.

Part of that second parcel, the smaller parcel, is now under lease to private ranchers and farmers in that area. Under the law, and the committee probably knows this, the leases would continue in existence until their expiration so that private use of that land that we are asking for designation right now would not be affected at all. There would be no change in the use of that until the leases have expired.

There is a second recommendation I would like to make and that is the legislation established out for that wilderness area a citizens advisory commission, and Mr. Deutscher will testify on that later on as to the need for it.

But the ranchers on that area, the people who live near the Badlands, have had a great many complaints about Park Service management. What the problem is in that area is first of all the prairie dogs are a problem of coming out of park land and on to private land where the ranchers are adversely affected by the expansion of prairie dog villages yet can do nothing about it because the Park Service will not allow them nor will they do anything themselves.

Second, the spread of noxious weeds that come from the park over on to private land. There is a State law, and I think Mr. Deutscher will explain this in more detail, he has brought the law with him, a State law on noxious weeds. If one private landowner has allowed the spread of noxious weeds over to the land of his neighbor, the neighbor can call the State Weed Control Commission and they will come out and spray the neighbor's weeds and bill it to that fellow who refuses to take care of his own weeds.

Although that doesn't apply to the Government, I think it ought to. I think it is only fair if the government is going to manage land, wilderness areas and parks and so on, they ought to manage it properly so they are not offensive neighbors. As you know out in our part of the country, everybody has to get along as best they can. But why should the Congress put something in the middle of people who ordinarily get along by virtue of one means or another and then not provide a means for redress if someone does something obnoxious to their neighbor?

Senator JOHNSTON. Have they asked and been refused?

Senator ABOUREZK. Yes. People out there have had many meetings with the Park Service and they complain they have no money for that kind of management. I think if this wilderness area is going to be established the money ought to be authorized for those kind of things.

Originally the people out there had asked for a buffer zone of about a mile to be established to be taken out of the wilderness area acreage.

That is not an entirely desirable proposal from anybody's point of view. It takes too much land out of the Park Service wilderness area, but it does provide some kind of protection for the adjoining land owners.

So if the committee would see fit to require the Park Service to manage that area properly with respect to prairie dogs and noxious weeds, there would be no need for a buffer zone whatsoever.

Senator JOHNSTON. How would you take care of the prairie dogs?

Senator ABOUREZK. They would have to manage them somehow. However, the Park Service does it. What we might do is train coyotes to eat prairie dogs instead of sheep. That would be a perfect management program.

I am not certain exactly how it would be done, but there might be a way to do it that the Park Service understands very well.

Senator JOHNSTON. We have the Park Service man behind you and we will ask them about that.

Senator ABOUREZK. I would be interested in hearing that myself.

Senator JOHNSTON. I think you are clearly entitled to protection from weeds by whatever means, but I just don't know what you would do about prairie dogs. I don't believe we would want to set too much of a precedent of hunting prairie dogs in a national park. Maybe we can think of something. Put an electric fence around it.

Senator ABOUREZK. I have a more complete statement I would like to submit for the record, Mr. Chairman.

Senator JOHNSTON. Thank you, Senator Abourezk. The two problems you mentioned, the weeds and the prairie dogs, I hope we can get that resolved today through some kind of modus operandi without having to go to a citizens advisory commission.

My resistance to that is, and I am subject to being persuaded the other way, once we start that we would have to have an advisory commission for every park and a lot of citizens who are not included might feel a little resistance on that.

Senator ABOUREZK. It would be far preferable, Mr. Chairman, if the Park Service would manage the wilderness area, if they did it according to what their responsibilities are supposed to be, you would not need a citizens advisory commission.

I would hope the committee would lay it on to them very heavy today to make sure there is a definite commitment that management will take place. If you don't, I can foresee I am going to have a lot of problems in the future trying to mediate between the landowners and the Park Service, and I don't necessarily want to go into that.

Senator JOHNSTON. If you have a minute, let's ask Mr. Everhardt, sitting behind you, what his suggestion would be with respect to the prairie dogs. He is director of the National Park service.

Mr. EBERHARDT. I would suggest for the chairman's consideration, and the subcommittee, that the prairie dog situation is one outside the park boundary. We have not exerted control. We feel the prairie dog in the park comes under the protection, as does all sorts of other wildlife, and nature would be allowed to take its course, and the livelihood of the prairie dog in that area of the National Park System.

You will see on our proposal for wilderness at Badlands National Monument, there is a buffer zone between the wilderness boundary and the park boundary in that north unit. If there are weeds that are exotic to the National Monument, we would exert some effort to try to control those.

Money is always a problem. I would have to confer with the Superintendent as to what kind of program he has. We would certainly be happy to discuss that and his request for funding in future fiscal years.

Senator JOHNSTON. Let me put it this way, can you give us assurance that you can make all reasonable efforts consistent with budgetary restraints to control that weed problem so we can obviate the necessity for consideration of a citizens advisory group?

Mr. EVERHARDT. Yes, sir. If it is an exotic weed——

Senator HANSEN. What do you mean by an exotic weed, what is meant by that term?

Mr. EVERHARDT. One that is unnatural to the natural environment.

Senator ABOUREZK. Mr. Chairman, in regard to the prairie dog problem, nobody cares what the Park Service does out there, they don't care what the Park Service does with the prairie dogs, wild tigers, or whatever within the boundaries of the wilderness. But as you know, prairie dogs spread very naturally. If that were private land next door the private owner would probably do something about the prairie dog problems so they would not spread on his neighbor's land. So this is a peculiar situation.

The Park Service wants to protect the existence of the prairie dogs, I think that is a good thing, there is not a thing wrong with it, but they are not willing to protect the spread of prairie dogs into adjoining private land, and that is where the problem arises. I think the Park Service ought to take some steps to try to prevent that.

Senator JOHNSTON. Do you know what we could do about it?

Senator ABOUREZK. I could find out if the Park Service was willing to do it. I am not an expert in prairie dog eradication or control.

Senator JOHNSTON. I think if there is any way to start a revolution it would be to allow extermination of prairie dogs within the national parks.

Senator ABOUREZK. There is another way, allow them to spread on private land. I am happy I have finally met Mr. Everhardt. I understand he has done a fantastic job in managing our national parks and I want to compliment him on that. I understand he is from your State.

Senator JOHNSTON. No, he is not; but I imagine he will want to move there.

Senator ABOUREZK. In the Badlands National Monument, itself, the Park Service has closed off a road to local people who live there who want to haul grain and cattle. Now, that for years has been the only road, the only feasible road for people to haul their commodities, their farm commodities and products to the market. When that road is closed off to those people they have to travel sometimes hundreds of miles out of the way.

There are just very few roads in that vicinity. For a long time they were allowed to use the road and eventually, I suppose, because of tourist traffic in the area, it was shutoff to local people. As Rubin was telling me this morning if a rancher had a truck with an Iowa license plate he could haul all the cattle he wanted; if he had a South Dakota plate he would be stopped.

Mr. EVERHARDT. I will be happy to look into that situation and get back to you. I am just not personally familiar with the piece of road you are talking about. Maybe we can discuss this with Rubin and perhaps we can find a proper solution to it.

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

Senator HANSEN. Could I ask the Senator a question, Mr. Chairman? I must say I know a little bit about prairie dogs, although I have not learned it in Jackson Hole—we don't have them there—but at the Devil's Tower National Monument. I understand that there the Park Service responding to the concern of some people, believes they may have an endangered colony there in the Devil's Tower Area. Am I right about that?

Mr. EVERHARDT. Yes, sir.

Senator HANSEN. Years ago in Jackson Hole and Park County, and in the Cody country of Wyoming, early time ranchers had a bounty on wolves. They had found from experience that wolves could cut the hamstring on a cow and she was down. Wolves could do a pretty good job in bringing about some very severe losses among livestock.

That bounty system worked very well. Finally, I guess, most of the wolves were eradicated from western Wyoming, and I think it is fair to say, there was not much evidence of their presence in the national park. As I understand the evolving concept in the administration of Yellowstone, they hope one day—I don't know how quickly, and the expert is here, Mr. Everhardt, and certainly he could respond specifically to questions in this regard—in the management of the flora and fauna, both, as quickly as is reasonably possible, they would like to get back to letting these forces of nature apply to both flora and fauna, to the end that the ecological relationships of the two, as well as the ecological relationships of the different animals, can be worked out according to the plan of nature, not man's plan.

Am I right on that, Gary?

Mr. EVERHARDT. Yes, sir.

Senator HANSEN. I think that is a very viable concept. I subscribe to it one hundred percent. In Grand Teton Park several years ago when Mr. Everhardt was Superintendent, he caught a lot of hell—that is the way it was spelled in all of the local papers and that is what he caught. He caught it because he believed that if we are going to have a national park that really represents pristine nature as it was before the intrusion of man upon the scene, that fire has to play an important role in that whole relationship. I think there has been a subsidence of the criticism but I don't know how many hundreds of letters we received, nor do I know how many times we answered phone calls day and night, and I can imagine that Mrs. Everhardt was working 24 hours a day for the Park Service in answering the phone in your home. But you know what happens when fire burns—there is a plant succession that takes place.

One of the first things to reestablish in a burnt area is weeds. We fought the Canada thistle in Jackson Hole tooth and nail. We put herbicides on, all kinds; borax; we plower them, we covered them with black plastic and everything. You know, when I went up in the national forest and saw an area that I suspect would have been 3 or 4 miles square, it was absolutely infested with Canada thistle. It had not been planted there, it had been blown in, probably from Idaho. It is a windborne seed.

I decided right there that a better way than to continue with what we were doing, was to learn to live with thistles. We think that any time you disturb soil on a ranch, as quickly as you can, get some vege-

tation growing back on there. That is the best way to handle this problem.

Despite what some of the weed control experts told us, I had to conclude that nature has a way of balancing these things out. If the horrible things they said about Canada thistle were true, this country would have been nothing but solid Canada thistle. It hasn't been. It hasn't been for a very good reason. It could not stand the competition of other plants. If a farmer or rancher or highway builder disturbs soil, the planting back of disturbed areas will do the job in the long run.

I make these points solely because I know how concerned your people are about prairie dogs and about weeds. I know how concerned the ranchers are about wolves. But I think the Park Service probably is giving serious consideration to the reintroduction of wolves, if there aren't some there already, and there may already be some in Yellowstone. That has got to be the way these things balance out.

Grizzly bears will take on goats, elks—anything with a conical hoof. They will kill them if they get too numerous. If they should get too numerous despite the predators, they will starve to death. This may not sound like a very humane way to handle nature, but it is the way God was handling it before we came along and started messing things up.

If we put a wilderness designation in that park area, we are going to have to do one of two things. Either we are going to have to anticipate more complaints from more people, such as you have had already, or we are going to have increased pressures to make modifications and changes in the wilderness law.

I think the Park Service can do the job, can do a better job in trying to accommodate its neighbors over the line and beyond buffer zones that may be established under the present law, than they would be able to under wilderness designation.

Senator ABOUREZK. Thank you for asking the question.

Senator HANSEN. I will look forward to your response in writing.

[Laughter.]

[The prepared statement of Senator Abourezk follows:]

STATEMENT OF HON. JAMES ABOUREZK, A U.S. SENATOR FROM THE STATE OF SOUTH DAKOTA

The idea of setting aside lands to be used for the public's enjoyment is one with a long tradition in America's cultural heritage. The need for authorized protection of public lands was first recognized by Congress when it passed the Organic Act of 1916 establishing the National Park Service. Since that time, the stresses of economic development have continued to threaten the quality of public lands and have forced the passage of more responsible laws for the preservation of America's scare resource of backcountry. This growing scarcity of wilderness area in the United States was well-recognized during the twenty-some years of discussion about—and final passage of—the Wilderness Act of 1964. The Wilderness Act was supported by the public and by Congress with the realization that less than 2% of the land in America could even qualify as wilderness, and that the only insurance against continued depletion of wilderness was to establish a National Wilderness Preservation System.

Despite the 1964 vote of support for the preservation of wilderness areas, we in Congress have continued to ignore our responsibility to designate the land segments comprising that 2% of potential wilderness as part of the National Wilderness System. Fortunately, the public has not forgotten the promise of that system, and their enthusiastic support of Wilderness bills will verify this. One such bill is before us today and I sincerely hope that we

recognize our obligation to fulfill the need for designated wilderness in America while the opportunity to do so still exists.

The Badlands Wilderness Bill, S. 1068, deserves our support and final passage. In 1964, the Badlands National Monument was one of those areas encouraged by Congress to be reviewed by the public, the Park Service, and the President with the aim of including appropriate sections of that Monument in the National System of designated Wilderness. In 1972, public hearings were held by the Park Service in Wall, South Dakota for the purpose of discussing local attitudes in support of or in opposition to Wilderness. Also discussed at that time was the question of which and how many acres should be recommended for Wilderness designation if Wilderness was desired. Three hundred and sixty-four participants commented on the Park Service Wilderness proposal, and an overwhelming majority of the individuals and private organizations testifying supported the Wilderness concept. It is also important to note that of three hundred and eleven individuals responding, two hundred and seventy felt that much more Federally owned land within the Monument qualified as Wilderness than had been proposed by the Park Service, and suggested that the Park Service amend their proposal increasing the acreage to be designated as Wilderness. Over two-thirds of the private organizations representing hundred of other individuals in South Dakota made that same recommendation to the Park Service during the hearings.

While S. 1068 generally reflects the public's strong belief that lands within the Badlands Monument must be preserved in as natural a state as possible, the bill only *partially* reflects the public's recommendations that the status of as many acres as possible be changed from Monument to Wilderness. Keeping in mind both the high value placed by Americans on the concept of wilderness territory and the enthusiastic encouragement by South Dakotans for passing a Badlands Wilderness bill, I not only urge you to support S. 1068, but also to review the recommendations I will make for improving that bill.

For the purpose of our discussion today, the Badlands National Monument can be roughly divided into three areas:

(1) the strip along the Northern boundary of the Monument. Here an artery of Interstate 90 branches through the most visually attractive buttes of the entire Monument. This artery of I 90 is the primary route for visitor movement within and through the region since the vast majority of tourists anxious to view this stimulating landscape before traveling on to the Black Hills National Forest (50 miles to the west) can do so from this conveniently situated road.

(2) the "South Unit" comprised of Pine Ridge Indian Reservation lands was added to the Monument by P.L. 94–68. Administration of these lands is contingent upon an agreement between the National Park Service and the Oglala Sioux Tribe and is in no way affected by this Wilderness proposal.

(3) the 64,250 acres of backcountry within the Monument between the northern "visitation strip" and the "South Unit." S. 1068 proposes to designate part of this land as Wilderness, and the remainder as "Potential Wilderness."

Existing visitation patterns will not be affected by S. 1068 since the area most visited, the strip containing the highway through the Monument, is not included in the area affected by this Wilderness proposal. The "South Unit" lands which may someday be used to promote visitation to the Pine Ridge Indian Reservation are also unaffected by this proposal. In addition, the visitation patterns on the 64,250 acres of backcountry which will be included in this Wilderness proposal, will not be altered. Present visitation uses will be allowed to continue upon designation as Wilderness according to criteria specified in the 1964 Wilderness Act.

Uses include recreational activities such as hiking, camping, horseback riding, and wildlife observation; scientific research in geology, paleontology and biology; and a biological reserve to protect flora and fauna in a natural system. All of these uses will continue if the proposed Wilderness area is designated.

Thus, Wilderness designation will cause no adverse affect on backcountry visitor use. The Park Service has stated that with or without Wilderness designation, use will be contained within the "carrying capacity" of the backcountry and rationing initiated as monitoring determines the need. However, the marked advantage of designating these lands as Wilderness is that *designation will preclude development of permanent facilities* not related to the health and safety of the wilderness traveler. Thus, future development of roads, shelters, hostels or other permanent structures would be prevented, per-

mitting the wilderness traveler to enjoy the backcountry in its primitive condition.

S. 1068 as it now reads, proposes that only 58,924 of the 64,250 acres of the Monument's backcountry be designated as Wilderness. The remaining 5,326 acres will be designated as "Potential Wilderness." It is essential that we reconsider the exclusion of these 5,326 acres except for 277 acres of privately owned lands. Let us briefly review the nature of the 5,326 acres:

The 277 acres of privately owned land all located in the Monument's backcountry do not appear to qualify as Wilderness at this time. The most obvious objection to their inclusion is that they are not Federal lands.

The following tracts of land do qualify as Wilderness, and I think should be designated Wilderness at this time.

There are approximately 320 acres within the backcountry recently purchased by the Federal government under contractual terms that allow the previous owner to occupy and use the land until 1997.

2,385 acres of the backcountry make up Federally owned land which was purchased upon contracted agreements that grazing rights would be leased to the private owners until 1980 or 1984 depending on the tract of land.

The final type of land excluded from Wilderness designation by S. 1068 are Federal lands purchased with the understanding that the previous owners would retain the mineral rights for no longer than fifty years. This land comprises 2,344 acres where no active claims have been made nor are expected to be made.

The character of all these land parcels interdispersed within the Monument's backcountry is identical to the character of the surrounding backcountry which S. 1068 *does* designate as Wilderness.

Since the 1964 Wilderness Act, Section 4(c) specifically allows the continuance of these grazing, mineral and occupancy rights, it would appear to make more sense to include this land as a designated area at this time. Such inclusion eliminates the necessity for some future Secretary of Interior to decide *when and if* the land is to become a designated Wilderness area. It also allows for Congress to fulfill its obligation of designating wilderness area by not delegating its responsibility to the Executive Branch. Private rights will not be hindered by such designation and it will make possible immediate inclusion in the Wilderness System when these private rights expire as they must under the terms of the contractual agreements.

These lands, if included in the National Wilderness Preservation System would be preserved from exploitation by man for hundreds of years to come in every way.

The only exception would be those land parcels with pre-existing grazing, mineral and occupancy rights totaling 5,049 acres. Section 4(c) of the Wilderness Act explicitly allows them to continue until the expiration of those rights. The Act states that Wilderness designation is "subject to existing private rights."

In the unlikely event of mineral prospecting or extraction by owners of retained mineral rights, the surface lands affected by such a development would be land which has been designated as Wilderness. While a private owner has the right of ingress or egress to a claim, the Secretary of Interior would administer that activity, promoting to the greatest degree possible the preservation of the surface of those lands as Wilderness. (see Sec. 4(d)3) Considering this and the improbability of the event ever arising, as well as, the fact that Wilderness designation would not allow the numerous prohibited uses stated in the Wilderness Act (see Sec. 4(c)), I believe the benefits for including such lands far outweighs the cost of the possible inconvenience to the Park Service when having to compromise regulations.

Therefore, I recommend that the Committee amend S. 1068 so that *63,973 acres (instead of 58,924) be designated as Wilderness and only 277 acres* of private lands on the periphery of the Monument's backcountry *be designated as "Potential Wilderness."*

Another recommendation for improving S. 1068 relates to the testimony to be given by Mr. Reuben Deutscher of Wall, South Dakota. Views of Mr. Deutscher and others who are neighbors of the Badlands area have not been adequately considered by the Park Service, who are responsible for making decisions about the extent to which regulations are "reasonable" or "unreasonable." One method of ensuring the consideration of the neighbor's opinion is to meet regularly to discuss management policies with the Park Service.

Therefore, I hope you will consider my recommendation that you amend S. 1068 to include a Badlands Wilderness Advisory Commission, composed of Five members appointed by the Secretary of the Interior. I suggest that Four members be appointed from recommendations of the Governor of South Dakota and one member by the Secretary of Interior.

An advisory board composed of local citizens seems an ideal way to broaden the objectivity of "reasonable regulations" by the Park Service. The late Senator John Kennedy provided a fine example for such a cooperative management system when introducing and securing final passage of the Cape Cod National Seashore Act. A local citizen advisory commission which meets regularly with Department of Interior supervisors of the Seashore serves in effect as a management system which is effective both in preserving a quality beach and in ensuring an opportunity for local participation in decisions affecting the surrounding local communities. I believe that a similar commission would be extremely appropriate in the case of the Badlands Wilderness area, for many of the complaints which Mr. Deutscher has expressed on behalf of his neighbors and himself are indeed legitimate.

Some of the problems stem from ambiguous language in previous legislation establishing the Badlands Monument. (see Badlands National Monument Act approved March 4, 1929; Badlands National Monument President Proclamation of January 25, 1939; and Title II—Badlands National Monument Act of June 26, 1936.) Previous legislation has authorized the Secretary to be responsible not only for preserving the natural character of the landscape, but also for such duties as "improvement, orderly use, and development" of the area. The Wilderness Act, unfortunately, does not absolutely clairfy the priority of responsibilities. While the Act does state in Section 4(b) that the agency administering any area designated as Wilderness shall be responsible for preserving the Wilderness character *and* shall administer such areas for such other purposes for which it was established, exceptions are made in the chapter entitled "Special Provisions" (Sec. 4(c)) which state that all regulations are subject to existing private rights. Now the complications involved in the Secretary of Interior doing all of the above and at the same time deriving "reasonable regulations" is indeed questionable, if not impossible. It seems apparent that the very real problems resulting from the above-mentioned ambiguities sometimes infringe upon the rights of Park Service neighbors.

Only by addressing these concerns and taking advice from affected parties can the Park Service establish more reasonable regulations than reflected in the present management policy of the Badlands.

Finally, Mr. Chairman, I urge you to take advantage of this opportunity to carry out the legislative intent of the 1964 Wilderness Act by supporting this much needed conservation bill. In addition, I urge your consideration of my recommendations to improve S. 1068 by increasing the number of designated Wilderness acres from 58,924 to 63,973. This increase is not only legally justified by the Wilderness Act of 1964 in Sec. 2(c) but also represents the expressed desire of a majority of the concerned public. This designation, when coupled with the establishment of a local citizen advisory commission, satisfies a pure and simple need which we can help meet—the demonstration of strong support for the preservation of Federal lands which have splendid ecological and environmental values.

Thank you, Mr. Chairman, for allowing me this opportunity to express my views.

Senator JOHNSTON. Congressman Ruppe, you have been very patient.

STATEMENT OF HON. PHILIP E. RUPPE, A U.S. REPRESENTATIVE FROM THE STATE OF MICHIGAN

Congressman RUPPE. I really do appreciate the fact that you and members of the subcommittee would give me the opportunity to appear today and present my views on legislation to establish Isle Royale National Park as a wilderness area.

Isle Royale, the largest island in the Great Lakes, was established as a national park in 1931. Over the years, the prime attraction of the island to the visitor revolves around its natural north woods character. It is this particular character of Isle Royale, perhaps more so than any other island area of the Nation, which demonstrates the island's suitability for inclusion in the wilderness system.

The subcommittee is aware, of course, that legislation was introduced in the House Interior Committee, and hearings were held by the Subcommittee on Parks and Recreation in 1973. Testimony presented at that time strongly supported the concept of including Isle Royale as a wilderness area. However a number of concerns developed between citizens organizations, the National Park Service, and legislative leaders, forcing postponement of the enactment of specific legislation.

As the Representative of the 11th District of Michigan, which includes all of the northern part of Michigan, I have taken an active interest and role in negotiations between interested parties in an effort to resolve minor differences and come up with a proposal which is acceptable to everyone.

Accordingly, in February of this year, I introduced legislation in the House of Representatives which I believe meets the concerns of those involved in the legislative history of Isle Royale. Hearings were held on the proposal in the Subcommittee on National Parks and Recreation on November 10, 1975. Subcommittee markup was completed on February 6, 1976, and the bill was included in an Omnibus Wilderness Bill with several other wilderness proposals across the Nation. As reported by the House subcommittee, my measure would include 131,880 acres of the park as wilderness. This represents roughly 98 percent of the total island area and although the acreage is slightly different than in the bill I originally submitted, the difference is a result of a technical error in the Park Service map of the island which has since been corrected.

In my view, the acreage mentioned above represents the proper balance between the need to maintain access to the island, provide resources for effective management of the area, and maintain the essential wilderness character of the island.

Furthermore, my proposal classified 231 acres as potential wilderness additions. These are areas which possess essentially wilderness character, yet retain some facility or activity which at the present time makes them nonconforming to wilderness designation criteria. As these facilities and activities are phased out, the 19 areas, many of them small islands, can and will be included within the wilderness area.

Finally, the Ruppe version includes special management provisions which are questionable under the Wilderness Act, yet, the National Park Service has historically insisted are essential in terms of effective management of Isle Royale.

The first such provision provides for the maintenance of boat docks on the island. No significant expansion of boat dock numbers is anticipated, but it is my strong view that the continued maintenance of these facilities is absolutely essential to the continued ease of access and enjoyment the public now associates with Isle Royale National Park.

Very specifically, the boating public, by and large in small numbers, and operating from adjacent areas, have cruised in the Isle Royale waters for years and have used boat or well-protected coves on Isle Royale. These visitors have respected the rare values the park offers and they, in my opinion, should have continued use of the national park in the same fashion as they have used it heretofore.

An additional provision allows the continued operation of a power-line to Mount Ojibway. Again, such activity appears to be questionable under the Wilderness Act, but is important to the management and operation of the park.

Finally, my bill allows the Park Service to follow a program of prescribed burning if in the judgment of the agency such a program is necessary. This man-induced use of fire would be principally used to assist in returning the area to the conditions similar to what might have evolved had natural fire not been purposefully excluded or not permitted to run its natural course.

Mr. Chairman, this provides the subcommittee with a fundamental overview of the legislation I have offered and the concommitant issues involved in establishing Isle Royal as a wilderness area. I strongly urge the subcommittee to include the provisions I have discussed in marking up a bill for final consideration in the Senate.

I thank the members again for the opportunity to appear this morning and will certainly be available to be of assistance to all parties interested in the development of Isle Royale wilderness legislation.

I might for a moment make a couple of comments. I have indicated the particular nonconforming uses on the island. I think there is some question whether those nonconforming uses can be identified in legislative form or embodied in the committee report. In the latter two I have no great concern as to how the nonconforming uses should be identified.

I do have a rather strong feeling in the matter of the boat docks; these boatowners have used the island for years, they are good environmentalists, so to speak, they want the island to be included in the wilderness designation although I don't think they all, as non-experts in the field, understand the implications of the legislative designation of wilderness.

There are few places out on Lake Superior you can travel to. Isle Royale is one of them. They stick their boat along the island from time to time for protection. They have been good neighbors. I think we should specify they would have continued use of the island as used heretofore, otherwise if the language winds up in the report or if someone says, well, we will go along with it, 10 or 15 years from now, then someone will take them to court or the Park Service will say, not being in the law itself that exclusion should be terminated.

Senator JOHNSTON. Let me interrupt there, if I may. We are talking about boat docks, power transmission lines, and a program of prescribed burning. Those are the three nonconforming uses?

Congressman RUPPE. In the case of the people who have used the boat docks, it is important, they have used them for years. We have have already had a little bit of a rhubarb, so to speak, in the wilderness study legislation where some of the suggestions on how the study area should be managed are written into the report. But in my

opinion the Park Service was not inclined to follow the report at the time.

Senator JOHNSTON. I have a memo from Senator Phil Hart who told me several conservation groups had expressed concern about putting this language in the bill.

Apparently they would not object to it being in the report. That brings up the basic question I think we ought to resolve now about these three uses. Can they be protected, the three nonconforming uses, by having them in the report, in your judgment?

Congressman RUPPE. It is a valid point. Recently the study was passed and it is my understanding the report language in that instance the areas were to be run as they had been run heretofore, not to be run during the study area as pure wilderness areas. In my case, the Forest Service went around the language in the report and had run them as pure wilderness areas contrary to the language in the report.

That is why in this case with those boatowners having no voice to express their concern, no lobby so to speak to speak for them, I think their rights to continue to using the island should be wedded in concrete so management later on does not unilaterally deprive them of that right.

Senator JOHNSTON. I think everyone agrees that they ought to continue using the boat docks.

Congressman RUPPE. Some people do not, but I think the majority of people would.

Senator JOHNSTON. We are not trying to get rid of the transmission lines, are we? And the program of prescribed burning, I don't know about that.

But the thing that concerns me is what kind of precedent we set. We don't want to put you liable to get your boat docks torn down or decayed away in later years. But at the same time we don't want to set a precedent that requires we write that kind of language into the act every time we want to prescribe it.

If we wrote it in in your case and failed to write it in in the next case, they would say it is congressional intent to have nonconforming use. That is my concern.

Congressman RUPPE. But if we don't write it in someone would say it was not the intention of the Congress to lock it in concrete. The island is one of the few national parks totally encompassed by water, and there is one other factor, there is a difference in the acreage between my proposal and the proposal of some of the environmental groups, about 864 acres.

In my particular case, I excluded from wilderness area a little bit larger enclave areas than was the proposal suggested by environmental groups. I did so so the Park Service would have some flexibility of management within the exclusion areas, so if they wanted to move a campsite a couple of hundred yards away, they would have that flexibility to do so.

Over the years they have done an outstanding job of managing Isle Royale and I think we should give them additional or continuing flexibility so management prerogatives would not be taken, in effect, away from them almost completely.

There is also a request for 231 acres which I have in potential wilderness and some of the environmental groups have suggested be

put in a wilderness reserve. You might ask the Park Service as to their opinion on that matter. I have no greater feeling on that one way or the other.

Senator JOHNSTON. Senator Hansen.

Senator HANSEN. I would like to ask unanimous consent that, immediately following Congressman Ruppe's statement, a statement that expresses certainly wide support for the wilderness proposal, made by Hon. Robert P. Griffin, be included in the record.

Senator JOHNSTON. Without objection.

Senator HANSEN. I appreciate the concerns that our distinguished colleague has. What we are saying, in effect, or what you are saying, in effect, is that you recognize certain uses for which there is wide public support and in order to make certain the application of the Wilderness Act unamended is not enforced as to deny further enjoyment of those uses, you are saying that you believe these uses should be spelled out in the bill to show the clear intention of Congress that despite what the Wilderness Act says, it won't apply in every respect in this instance, and that these boat docks will be maintained. Am I right about that?

Congressman RUPPE. Under pure wilderness they would likely be excluded. But people who use the island carefully and prudently should have the same rights in the future as they have had in the past.

Senator HANSEN. Do you think the role of the Park Service would be improved upon by tying the hands of the Park Service?

Congressman RUPPE. The environmental groups have a concern that the management be continued in the future as it was in the past but in that legislative mandate we should give the Park Service some opportunity for flexibility so they can carry out the same protectionist measures they have done in the past.

Senator HANSEN. Do you anticipate the Park Service will continue to do that good job?

Congressman RUPPE. I think we should offer protection to all users, the hikers, the camping groups, and the few boatowners who have come over there probably more years than anyone else.

Senator HANSEN. Do you have lightning strikes where fire occurs naturally?

Congressman RUPPE. I would have to let the Park Service answer that. We had some in the thirties, but it seems with basic fire protection being extended we have not had the same occur since.

Senator HANSEN. I thought one of the proposals was that the Park Service be permitted the right to start fires in certain areas where it would seem to be desirable.

Congressman RUPPE. I understand they have an interest in that. Perhaps they had better address it.

Senator HANSEN. Thank you very much.

Senator JOHNSTON. Thank you very much. You have made an excellent case.

At this point I want to put into the record the statement of Hon. Philip Hart, a Senator from the State of Michigan. He makes an excellent case for inclusion of this area as wilderness; and also the statement of Senator Griffin.

[The statements follow:]

STATEMENT OF THE HONORABLE PHILIP A. HART
A U.S. SENATOR FROM THE STATE OF MICHIGAN
IN SUPPORT OF S. 1675, FEBRUARY 19, 1976
FOR THE SENATE SUBCOMMITTEE ON PARKS AND
RECREATION OF THE COMMITTEE ON INTERIOR
AND INSULAR AFFAIRS

Mr. Chairman, thank you for scheduling this hearing and for the opportunity to submit testimony in support of S. 1675, a proposal to designate as wilderness approximately 132,744 acres within Isle Royale National Park in Michigan. As in the past, other members of the Great Lakes Senatorial delegation have joined my colleague, Senator Griffin, and me as sponsors of this bill.

Isle Royale, located in Lake Superior, is an especially remote and beautiful corner of creation - a fragile, basically unspoiled island ecosystem in which nature operates free of man's intrusion. The survival of a thriving and naturally balanced timber wolf population, unique in the continental United States, adds a special touch to Isle Royale's natural offerings.

It was precisely because of the outstanding northwoods wilderness character of the Isle Royale archipelago, of its pristine, isolated splendor and natural ecological values, that Isle Royale was authorized by the Congress for inclusion in the National Park System in the early 1930s.

The wilderness values of Isle Royale have been protected through sensitive management by the National Park Service. It is the maintenance and preservation of the delicate balance between human visitation and essentially undisturbed wilderness that we seek. We believe our proposal,

developed by a number of conservation-minded citizens, accomplishes this by fully applying the intent and spirit of the Wilderness Act to the particular conditions and needs of this park.

The Wilderness Act wisely, I think, does not get into the business of establishing detailed management practices, but sets out some overall standards which apply to the treatment of wilderness areas. This approach allows flexibility in adapting management plans to particular wild areas. For example, the Wilderness Act offers these two guiding principles:

1. Management activities are to be kept to those necessary to meet the minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area).

2. Management plans should recognize existing private rights which may be included in a wilderness and allow for continuation in wilderness areas of previously established but by pure wilderness standards non-conforming uses.

Some useful guidance on pursuing these goals was developed during May, 1972, hearings of the Senate Subcommittee on Public Lands on our original Isle Royale and several other wilderness proposals.

We have sought to make S. 1675 responsive both to the goals outlined in the Wilderness Act and the guidelines discussed in those hearings. The bill provides an uncomplicated, broad plan to protect for the visitor to Isle Royale a wilderness experience. Facilities provided in the backcountry are to be tailored to serve this goal without diminishing the wilderness experience. Immediately developed areas around more elaborate non-primitive

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type campgrounds or around major concentrations of visitor-use would be excluded from wilderness designations.

Some special features of this plan should be mentioned.

A small group of islands, six acres in all, are added to the national park and designated as wilderness. These are the Gull Islands off the northeast tip of Isle Royale, which are presently under the custodial management of the Bureau of Land Management. The inclusion of these islands in the park (together with extension of the submerged land boundary to encompass them) will ease management problems. The Department of the Interior concurs with this recommendation. Our bill also contains an innovative feature worked out by Michigan conservationists based on a recommendation made in the original National Park Service proposal for Isle Royale Wilderness. Under this provision, which is part of section 1 of S. 1675, a few small tracts within the park, totaling about 35 acres, would be specifically tagged as "wilderness reserve" which would be part of the wilderness when present non-conforming improvements have been removed. Without a special provision, the later addition of these units would require a repeat of the entire process of wilderness designation, including enactment of subsequent legislation. This seems unnecessary as the total acreage involved is so small. So, we have developed in S. 1675 a mechanism by which Congress, retaining its prerogative to designate wilderness areas, can designate these specific tracts as "wilderness reserves" and authorize that they be automatically added to the larger wilderness upon publication of notice by the Secretary of the Interior

when non-conforming uses have been terminated and removed. The non-conforming uses involved are truly temporary in nature, including such structures as an old ranger station scheduled for demolition and a single-strand powerline to a fire lookout which is to be replaced by an alternative power source.

As an outgrowth of the earlier hearings, we have included directly within the wilderness proposal a number of small cottages on the few remaining inholdings within the park which temporarily contain private rights. These small tracts of land existed prior to the establishment of the park, and the private owners hold life-tenure rights to continue the use of their cottages. These can be included directly as part of the designated wilderness with the full understanding that the private rights and uses which exist shall continue until expiration of the life-tenure permits, at which time the non-conforming uses will be removed.

To sum up, Isle Royale is a particular gem of wilderness in the National Park System. Any visitor will confirm that there is available here an unforgettable, intense, deep wilderness experience for the visitor who seeks to approach nature on its own terms.

In the early 1930s, when this group of islands was being studied for national park potential, renowned ecologist Adolphe Murie was dispatched to the islands. He concluded in his report:

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

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

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

The National Park Service has preserved this island well. The administrators are of the quality we want and the Wilderness Act can strengthen their hand and provide us all with real assurance that Isle Royale will remain truly wild. It is in this spirit that we offer S. 1675 and urge that you approve S. 1675.

STATEMENT OF

THE HONORABLE ROBERT P. GRIFFIN

U. S. SENATOR FROM MICHIGAN

Mr. Chairman. I am pleased to have this opportunity to express my strong support for S. 1675, which designates as wilderness 132,744 acres of Isle Royale National Park.

Ever since wilderness legislation was first proposed for Isle Royale in the Senate, the major issue has been how much land do we preserve. Hearings were held in 1972 in which this issue was studied, and the acreage initially designated by the National Park Service has been reviewed and revised. The original Senate proposal has also been refined, resulting in S. 1675, a carefully drafted, well-balanced piece of legislation.

Although progress has been made toward ironing out the differences in Congressional proposals, much of the credit for S. 1675 still belongs to the many citizens and environmental organizations who have utilized their experiences and expertise to develop a proposal to preserve the Isle Royale wilderness. The conservation-minded citizens of Michigan and the nation are deeply indebted to these environmental groups who have devoted so much time and effort in order to make this legislation become a reality.

It is important to also note that this "citizen proposal," as S. 1675 is sometimes referred to, has been given the full support of Governor Milliken and the Michigan Department of Natural Resources, as well as the major State and national environmental organizations. In fact, the continued interest by the State of Michigan and its citizenry, and the Senators of Michigan, Illinois, Indiana, Minnesota, and Wisconsin indicates the broad support for this important bill.

The Wilderness Act of 1964 has given us the means to protect our vanishing wild areas. But, as is often the case, we fail to appreciate a priceless and irreplaceable resource until our belated action is just too late. The list of extinct or endangered species and the wasteful destruction of the vast virgin forests of the continental U. S. bear witness to the precious resources lost because we did not plan for the future.

Isle Royale is a particularly appropriate site for preservation of one of the few remaining wilderness areas. The unique location of this beautiful island isolated from the development tendencies of our society by Lake Superior has allowed it to retain its primeval nature. However, Isle Royale's real value is its wild areas. To lose the wilderness to encroaching development in future years would be a loss not only to the Park, but also to the State of Michigan and the nation as a whole.

While we still have the time to prevent any new development of the wild areas of Isle Royale, I urge that S. 1675 be given prompt and favorable consideration so that as much as possible of the precious wilderness on this gem of Lake Superior may be permanently preserved for generations to come.

Robert P. Griffin
U. S. Senator

Senator JOHNSTON. The next witness is Curtis Bohlen, Deputy Assistant Secretary, U.S. Department of the Interior, whom I understand will be accompanied by Gary Everhardt.

STATEMENT OF HON. E. U. CURTIS BOHLEN, DEPUTY ASSISTANT SECRETARY, U.S. DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE

Mr. BOHLEN. Mr. Chairman, Senator Hansen. I am pleased to appear today before the subcommittee to recommend enactment of legislation which would designate wilderness within Isle Royale National Park, Mich.; Badlands National Monument, S. Dak.; and Bandelier National Monument, N. Mex. I am accompanied here today by the Director of the National Park Service, Mr. Gary E. Everhardt.

Mr. Chairman, as called for by the Wilderness Act of 1964, we have held public field hearings and reported to the Congress on wilderness suitability for 56 National Park System units, including Isle Royale, Badlands, and Bandelier. The field hearing for Isle Royale National Park was held in Houghton, Mich., on January 31, 1967; for Badlands National Monument the hearing was in Wall, S. Dak., on January 12, 1972; and for Bandelier National Monument the hearing was in Los Alamos, N. Mex., on December 18, 1971.

Mr. Chairman, there has been a healthy exchange of viewpoints as a result of our field hearings on preliminary wilderness proposals. Our analysis of these viewpoints and our professional views are reflected in our recommendations now before the subcommittee. A significant result of public involvement has been the change away from the early concept of buffer zones and large exclusions as we have developed guidelines for wilderness proposals and management.

The guidelines, issued on June 24, 1972, recognize that both developed use areas and preservation areas are necessary to fulfill the purpose for which the parks were established. They recognize that wilderness perpetuation requires constant monitoring of man's influences on natural processes and life systems and responsive, careful management. The Wilderness Act and our guidelines permit the use of motor vehicles, motorized equipment, and mechanical transport, structures or installations only as necessary to meet minimum requirements for the administration of the wilderness area, including emergency measures. Our guidelines require the manager to use the minimum tool, equipment or structure necessary to successfully, safely, and economically accomplish the management objective. The chosen tool or equipment is to be the one that least degrades wilderness values temporarily or permanently.

Accepted tools include such things as fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, handtools, equipment caches, fencing, and fire management. In special cases involving the perpetuation of wilderness values or in emergencies, aircraft, motorboats, and motorized vehicles may be used.

Wilderness campsites for public use may contain pit toilets, fire rings, tent sites, and a hand-operated water pump. This kind of campsite could be removed or relocated as management needs dictate.

Campsites which contain permanent buildings, water treatment or sewage disposal facilities, and which provide visitor conveniences such as beds, meals and supplies will not be included in wilderness. Some areas studied contain small boat docks, water guzzlers to sustain wildlife, and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of wilderness values. When such an area would otherwise qualify as wilderness, we recommend such areas with a specific provision in the proposed legislation to permit retaining and maintaining these structures. A similar position is taken with respect to permitting underground utility lines.

Senator JOHNSTON. Let me interrupt at that point. What you are saying is, any time you have boat docks, or power lines, you would like to have that written into the legislation, that simply putting it into the report would not be in conformance with your habit and practice, is that correct?

Mr. BOHLEN. Yes, Mr. Chairman. In the process of devising these guidelines, in 1972, we struggled a long time with some of these issues, particularly this one. The Wilderness Act as passed by the Congress is ambiguous on many of these issues. It is open to interpretation in many different ways.

There are those who say it clearly allows the use of motor vehicles when they have been used in the area before or that it would, in this case, allow the continued use of boat docks.

We felt that, to insure clear standards for wilderness management, we should try in our guidelines to delineate what in our minds is permissible in wilderness, and what is not.

Clearly, in my mind, there is no place for motorized vehicles in wilderness areas except in an emergency or occasional maintenance needs. We felt if we did not be specific in our guidelines, and also specific in the legislation, that eventually wilderness criteria could be broadened to allow a number of things in that should not be there.

That is why we adopted this particular philosophy, and why we feel when Congress does allow a specific use in a wilderness area that normally would not be considered compatible with wilderness, then it is a good idea to spell that out in the legislation.

That way the Congress recognizes that this is a specific need for this specific area and not a normal use in wilderness. I would subscribe to what Congressman Ruppe says, that if you include a practice in the legislation it is very clear to the public that it will continue. Including it only in the committee report may not be as clear 15 years from now as having it in the legislation itself.

An area under study may also contain hydrometeorologic devices for monitoring water resources outside the wilderness area. When these devices are found to be necessary, a specific provision allowing their use will be included in legislation proposing wilderness designation. For the installation, servicing, and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used.

The guidelines provide that stock driveways and areas being grazed may be included in wilderness if the imprint of man's work is substantially unnoticeable. Generally, we have included stock driveways

and grazing areas if their operation does not include the use of roads, structures, mechanical equipment, or motor vehicles. Our guidelines also permit the inclusion in wilderness of lakes created by water development projects if they are maintained at a relatively stable level and have a natural appearing shoreline.

When lands are presently unqualified, but will, within a determinable time, qualify and be available Federal land, a special provision is included in the legislative proposal giving the Secretary of the Interior the authority to designate the lands as wilderness when he determines they qualify. This potential wilderness addition might be a private inholding containing some improvements but which the National Park Service has authority and plans to acquire. Once acquired, and after removal of any nonconforming uses, the area would be added to the wilderness with proper notice by the Secretary of the Interior.

Mr. Chairman, Isle Royale, Badlands, and Bandelier contain large areas which are typical of primitive America, but each represents a different type of landscape and environment.

Isle Royale National Park, located on Lake Superior in northwestern Michigan, preserves a wild and beautiful north woods habitat which includes a community of wolves and moose unique to the National Park System outside Alaska.

Badlands National Monument in southwestern South Dakota, is a landscape carved by erosion which supports herds of bison, bighorn sheep, deer and antelope, and contains animal fossils of 40 million years ago.

Bandelier National Monument, in northern New Mexico, is a setting of cliffs, forested mesas, and deep gorges which also contains the ruins of many cliff houses of 15th century Pueblo Indians. While these three National Park system areas represent wide natural diversity, we believe that each contains lands which are well qualified for wilderness designation.

Mr. Chairman, with your permission I will now ask Director Everhardt to describe the wilderness recommendations for these three areas.

Senator JOHNSTON. If we could take a moment to talk about this concept of pure wilderness. We have 56 areas under the 1964 Act that you recommended for wilderness. We dealt with only a very few of those in our legislation.

Mr. EVERHARDT. Four have been created.

Mr. BOHLEN. I think the Congress has passed four.

Senator JOHNSTON. My prejudice is to make it easier, if we have only had 4 out of 56, we have a long way to go, and it will take an inordinate amount of this committee's hearing time to get to these areas recommended for wilderness. It seems to me we have to have another vehicle other than go area by area and listen to a lot of witnesses all describe the beauty of these places, and which they are. We ought to be able to get them into wilderness areas more easily. I am thinking about legislation whereby we could have the National Park Service designate areas and then put encumbrances on your withdrawing those areas once you designate them, except under extenuating circumstances. Let's say you come in and designate all of

these areas immediately. Then you could not withdraw those areas except upon notice to our committees and the expiration of a certain period of time.

I am not talking about taking away the congressional jurisdiction to create or uncreate one, but simply to let you put areas into wilderness so we don't have to go through each and every one of those things and have a hearing before it gets into wilderness.

I would like to have a hearing there and prevent you from taking it out except under these circumstances. I know there has been a lot of talk about Congress ought to keep the jurisdiction and conservation groups feel that way, but my prejudice is not to make it harder to put things into wilderness but to make it easier but not to allow you to withdraw it for no reason.

For example, let's say Isle Royale was put into wilderness by designation of the Park Service. Then if you wanted to withdraw it or make any change in the use pattern, any change whatsoever, you would have to first give notice to both committees in Congress and allow, let's say, a full year to go by, publish notice in the Federal Register, and make it that either committee, the House or the Senate, could veto your withdrawal or change of use patterns except in an emergency.

Something like that would make it easier to get these things into wilderness. If we have to have a hearing on each of these 56, as much as we have to do in this committee, not to mention the full committee, with everything else we have to do, then it will take us months or years to get into wilderness those lands recommended for wilderness.

Mr. BOHLEN. Mr. Chairman, that is an idea very worthwhile exploring. We would be happy to work with you on it.

I suspect a few years ago the opposition by conservation groups to such a proposal would be greater than it is today. In the last few years we have modified our proposals, so now I feel there is very little difference between what we have proposed as wilderness and what the conservation groups have proposed.

Senator JOHNSTON. In this way, it would not be frozen in as a permanent thing. But the kind of proposition I am talking about, it doesn't—it just makes it easier to get in but it doesn't make it that easy to get out.

Mr. BOHLEN. We have a parallel perhaps in the bill that passed Congress last week on wildlife refuges. The Secretary may establish refuges but only the Congress may disestablish them.

Senator JOHNSTON. That is the concept I am talking about. We would like to begin dialogue with some of the conservation groups. We need that kind of change.

Mr. BOHLEN. I think it would be well worth it. At the pace we are going it will take a long time to get this established. I, for one, have testified at least three different times on Isle Royale alone. Anything we can mutually do to speed up the process would be most welcome.

Senator JOHNSTON. The hearing and the difficulty ought to be getting something out of wilderness, not putting it in in the first place; it ought to be very easy to put it in and very difficult to get it out.

Now, Mr. Everhardt, you have statements here on each of these parks. Rather than go through each wilderness area to say what

ought to be in, let's just deal with the issues in dispute. They have all been recommended by the Park Service. Let's just talk about where we have disputes and what the real issues are.

Mr. EVERHARDT. Thank you, Mr. Chairman. I would like to introduce Mr. James Howell, who is the National Park Service Wilderness Coordinator, and he will assist and make reference to the map we are considering today.

With respect to the Badlands, we are recommending a wilderness designation of 58,924 acres, and potential wilderness additions of 5,326 acres. As you can see on the map, all wilderness is primarily located in the North unit of Badlands National Monument. We have not recommended any wilderness in the south unit of Badlands because there are certain rights that are reserved by the Oglala Sioux Tribe and because of these and the agreements we have with the tribe to have scenic easements, to have rights-of-way on road, and the other lands being a part of the Tribal lands we have not recommended any wilderness in this area.

With respect to the area we have recommended for wilderness, there are some private lands. There are some Federal lands with retained 50 year mineral rights. They are Federal lands with retained grazing rights, and in wilderness unit one, there is road access to an area subject to grazing. We are recommending these areas be created as potential wilderness. When these rights are no longer in order, the Secretary would have the prerogative to designate these as wilderness lands.

Mr. Chairman, there is one other item, in this area. We have 10 earthen tanks proposed as water areas for buffalo, for antelope, the deer, Bighorn sheep and some other 300 species of wildlife in this area.

We think the administration's proposal to authorize continued use of these watering holes, to allow for construction of others if necessary, should be part of a special provision in the wilderness legislation for Badlands.

I think at this time, Mr. Chairman, we would be happy to respond to any questions you or the committee might have with regard to Badlands National Monument wilderness.

[The prepared statement of Mr. Everhardt on Badlands National Monument follows:]

STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE

BADLANDS NATIONAL MONUMENT

Badlands National Monument in southwest South Dakota is in a region largely devoted to grazing and and agriculture. The Monument comprises some 380 square miles and was established in 1939 to preserve the scenic and scientific values of the Badlands. It contains expanses of flat to rolling mixed prairie grasslands where fossils of the cretaceous period are continually exposed to erosional forces that carve the Badlands. Some 1,165,000 visitors annually view the Badlands from numerous overlooks and geological and fossil points of interest along the main park road. For many of these visitors traveling from the east to Yellowstone and Grand Tetons National Parks, Badlands National Monument is their first exposure to one of the western areas of the national park system.

The Monument consists of two units. The north unit of 111,530 acres was established by proclamation in 1939. On August 8, 1968, Congress authorized the addition of 133,300 acres of the Pine Ridge Indian Reservation to the

Monument as the south unit. Most of this unit had been acquired from the former Badlands Air Force Gunnery Range. At the time of the wilderness study the south unit consisted of 47,000 acres of Federal land, 76,000 acres of Oglala Sioux Tribal lands and 10,100 acres of private lands. No lands were recommended as wilderness in the south unit because the Federal lands were authorized to be conveyed to the Oglala Sioux Tribe in exchange for the use of the lands for Monument purposes with only right-of-ways and scenic easements being held by the United States. An agreement between the Oglala Sioux Tribe and the Federal Government, effecting this transfer of lands, has now been signed.

Mr. Chairman, the President, on September 21, 1972, recommended to the Congress that 58,924 acres in the north unit be designated wilderness and 5,326 acres as potential wilderness additions. Included in the potential wilderness additions are private lands, Federal lands with retained 50-year mineral rights, Federal lands with retained grazing rights and in wilderness unit 1 a road access to an area subject to grazing rights. The lands subject to grazing rights have not been recommended as wilderness because motor vehicles, fences and other structures are used in the grazing operations. These potential wilderness additions would be designated wilderness effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased. The wilderness recommendation represents 26 percent of the National Monument.

Mr. Chairman, others have recommanded that the private lands and private use areas be designated as wilderness immediately. We have not made such a recommendation because the Wilderness Act of 1964 defines wilderness, in part, as undeveloped Federal Lands. We propose that authority be provided for the Secretary of the Interior to designate these lands after all property rights are acquired by the United States and any existing facilities are removed and all roads are closed. We have just acquired one parcel of 160 acres shown as potential wilderness addition to unit one. This parcel could be designated immediately following enactment of the wilderness legislation.

Mr. Chairman, there are 10 earthen tanks within the proposed wilderness which retain water that is essential for the buffalo herd of over 300 animals, as well as the antelope, deer, bighorn sheep, and other wildlife. The administration's proposal authorizes the continued use of wildlife watering devices and the driving of livestock were established prior to the date on which wilderness is designated.

We recommend that 58,924 acres be designated wilderness and 5,326 acres as potential wilderness additions. This is 26 percent of the National Monument and 57 percent of the north unit.

Senator JOHNSTON. Mr. Everhardt, livestock, would you authorize motorized vehicles?

Mr. EVERHARDT. There are prior existing rights to run livestock driveways in the National Monument. I guess the standard operation has been to drive these with motorized vehicles. However, I understand that there is access to these driveways that does not involve the wilderness proposal. For that reason, I do not think we have a problem.

Senator JOHNSTON. Senator Hansen.

Senator HANSEN. Let me say, Mr. Chairman, I have read the three bills, and I have a number of specific questions that could be raised. However, I suspect there might be some who would think I was trying to nit-pick.

Rather than do that, let me ask a general question. Has the Park Service been in the process of trying to prepare master plans for the parks and monuments in this country?

Mr. EVERHARDT. Yes, they have. I can refer to the status of the master plan at Badlands——

Senator HANSEN. That is a general question. Let me ask this. How long has the Service been working on those master plans?

Mr. EVERHARDT. It has been our policy, Senator Hansen, to develop a master plan or a general management plan for every area of the National Park System.

Senator HANSEN. How long have you been focusing on that assignment or that task?

Mr. EVERHARDT. Probably since the early 1950's.

Senator HANSEN. What did you try to do? I don't want to put words into your mouth but what concepts, what objectives did you have in mind? Could you elucidate a little bit on what you were trying to do in the development of those master plans?

Mr. EVERHARDT. I think we were taking a serious new look at our master plan. That is why we were beginning to refer to those as general management plans.

The first thing we would ask of the Superintendent is to sit down and define what are the goals and objectives for management of this area? What was the area established for? What are the values of the area? What did Congress in mandating this area to be a part of the system, what was the policy, what was the desire of Congress?

From that we would move into a land classification map. We would go out and do a very detailed resource inventory. We would find out what is the wildlife, what is the resource, that has been given to us to manage.

From that we would develop this land classification map.

It may indicate wilderness, it may indicate some areas of development where visitor use facilities could be accommodated.

It would also indicate historical and cultural areas within it. From that you might see through the next step for development for interpretation, for the resource management of the area plus development of the area which would lead us into general development plans, specific development plans.

The public hearing process, the involvement of the public locally, and whatever interest groups have an interest in this area, would see through that public planning process.

Senator HANSEN. Am I right in concluding from your observations—and you spoke of many values and you included visitor facilities, that sort of thing—that you have among your considerations the taking of an inventory of what is represented by the park, what its potential may be, the preservation of pristine wilderness, ecosystems, and all that sort of thing on the one hand, and on the other the need to make available for the enjoyment—I recall the word, pleasuring grounds' which may have been used over a hundred years ago—of the public? Was that one of your concerns?

Mr. EVERHARDT. Yes. Management of the resource, protection of the value that exists, and wise use by the public.

Senator HANSEN. Do you believe the designation of parts of parks and monuments as wilderness will enable you to do a better job than you set out trying to do as you were evolving the separate master plans for each of the areas?

Mr. EVERHARDT. I think, Senator, the designation of wilderness is probably one of the outstanding actions we can take in setting aside a piece of property in a national park. I think it is a matter of recog-

nizing the value in a piece of land and giving that kind of designation to it.

I also feel it is very beneficial in the future management of that area that we do not have capricious action that might diminish the values of that area. So designation of wilderness gives it that higher level of protection.

I would also say, Senator Hansen, designation of wilderness does not remove the need for management. Maybe in some areas there is need for intense management. In some areas we have had problems; the number of people coming into wilderness is increasing tremendously. Because of the use of these wilderness areas, we have to have intense management practices to insure that wilderness values are protected in those areas.

Under the guidelines we have I see this is going to create a need for continued management to assure those values are not degraded.

Senator HANSEN. Let me be sure I understand what you are saying. Were you oblivious to the importance of wilderness in developing these master plans you say you have been working on since 1950?

Mr. EVERHARDT. Certainly most of the master plans since the Wilderness Act of 1964 are cognizant of wilderness. In the revision of these management plans, as they come up, wilderness has to be considered.

Senator HANSEN. You were mandated by law to do that?

Mr. EVERHARDT. Right.

Senator HANSEN. I don't disagree with that at all. But you use the term capricious. How long have you been associated with the Park Service?

Mr. EVERHARDT. About 19 years.

Senator HANSEN. Do you recall how many different parks or monuments you may have served in?

Mr. EVERHARDT. In my career I have been in about six different locations.

Senator HANSEN. I assume it is fair to say you have met a lot of park personnel in those years?

Mr. EVERHARDT. Yes, sir.

Senator HANSEN. Have you observed actions of people in positions of responsibility—not some minor official or park ranger, but someone with decisionmaking responsibility—who gave you reason to believe that he would act in a capricious manner, that absent wilderness designation could result in a marked or significant change in a park or monument that would not be in the public interest?

Mr. EVERHARDT. No, sir. I would have to say I have never observed that.

Senator HANSEN. I haven't either.

Mr. BOHLEN. I would like to perhaps cast the issues slightly differently. Senator Hansen referred to the Organic Act. To be sure that is a great act but it is ambiguous. As you well know it calls for both preservation of the parks and making them available for use of the public. I have forgotten the exact words, but that is the gist of it.

Senator HANSEN. If I could interrupt at that point. You mean that overall directive seems to go in two different directions, is that what you are saying?

Mr. BOHLEN. Yes. It is open to interpretation by a Director of the Park Service or by a Superintendent as to whether he should in a given area stress preservation or stress use by the public.

We have seen within the Park Service the pendulum swing back and forth. There are periods when emphasis is on development of the parks. Today the emphasis is on preservation of the pristine areas.

I look at the Wilderness Act as putting a stamp of the Congress on a given area and saying this area is so worthy of permanent protection it should be designated wilderness and we should remove the administrator's discretion as to whether or not that area should be developed in the future.

I don't know if Gary agrees with me, but it would seem to me this would be a help to the Superintendent of the Park. He comes under tremendous pressure, as you well know, from various interests to build more roads, more facilities, whereas in his soul he probably knows they should not be built.

It seems to me the Wilderness Act in that way backs up the Superintendent.

Senator HANSEN. If I might interrupt. Let me ask this question.

I know you have been in Grand Teton a number of times. I know you are aware that earlier Leigh Lake was opened to use by persons with motor boats; there was a road, an oiled road going up to it. Now motorboats are not permitted there. The road has been plowed up, it has been returned to nature.

Unless you are very perceptive, if you were to wander in there you would not be aware there had once been a road there. We are talking about Isle Royale saying we want to have these boat docks maintained. It has been suggested by some of the earlier witnesses that it be written into the law so there can be no doubt about that.

I am not familiar, I have not visited that very beautiful area, I am looking forward to that. But if it should develop those persons who enjoy canoeing—that seems to be a popular trend, one that is increasing in Wyoming, certainly—let me ask you can you say with assurance that 25 years from now it might not make good sense to take those boat docks out? Let people launch their canoes, if we were to determine we don't want motorboats in that area—I assume there are not motorboats in there now, if it is wilderness—how do you respond to that?

Mr. BOHLEN. The case of Isle Royale is unique. It is on a very large lake far removed from the mainland. One purpose of the docks is safety. To be sure, they are to facilitate visitor use. But in case of storms that arise quite suddenly there on the lake, they do provide a safety factor. Those shores are extremely steep but a small boat could come ashore and tie up there.

Senator HANSEN. Are motorboats used there now?

Mr. BOHLEN. Yes.

Senator HANSEN. Do you recommend their use be permitted to continue.

Mr. BOHLEN. We do. This is outside the wilderness area. Our proposed wilderness line is on the shore so the motorboats are all used outside the wilderness.

Senator HANSEN. I thought the boat docks themselves would be in the wilderness, am I right about that or not?

Mr. BOHLEN. You are partially right, in that if you want to be very specific about it the line of wilderness would be at water level. The majority of the docks would extend outside of the wilderness but obviously there is a portion where the dock anchors to the land that is technically within the wilderness.

One of the fears expressed by people in the area is that if we don't make specific provision in the act for a dock, 15 years from now there will be pressure to remove the docks there as not compatible with wilderness.

All we are saying is for the foreseeable future, we see the desirability of having the docks there for visitor use, for safety, and it is a good idea to assure there is not misunderstanding what the intention of the Congress was.

Senator HANSEN. Would it be fair to assume if we try to fix in concrete the rules to be observed in the future, that we prescribe certain limits to our own intelligence?

Mr. BOHLEN. I think you will find there are very few instances where we are proposing specific uses in the legislation.

Senator HANSEN. I am just going to keep track as we follow along with these bills, of the exceptions people want to write in.

On the Bandelier Monument of New Mexico they were talking about the future development of a rather large enclave, where it is anticipated many nonconforming uses may occur in the future.

As I understand it the area surrounding that would all be wilderness. It will be interesting to me to see how that development takes place and how we try to rationalize the invasion of the wilderness concept in providing more and more services and utilities within that area.

That is not for you to respond to. That is just my observation.

Senator JOHNSTON. Thank you, Senator Hansen. I agree with you that the Park Service deserves a great deal of credit and a great deal of discretion in what they do and with that I concur. But I very much agree with Secretary Bohlen who points out the help it is to have an area designated. It does not freeze it in concrete to designate something in a wilderness.

Senator HANSEN. Would the Secretary repeat specifically how he thinks the wilderness designation gives the Park Service tools it presently does not have in achieving objectives it has been trying to identify and spell out in these master plans.

Mr. BOHLEN. The act gives the Park Service no authority it does not have already to preserve our wilderness, but the act clearly does give the Service assistance in preventing the despoiling of any pristine area.

As I am sure you are aware, Senator, coming from Wyoming you happen to have some of the best parks in the system, but there are other areas where there have been strong local pressures to put a road through or build some type of facility which normally we would not consider desirable in a national park.

It seems to me it is of great help to the Superintendent of the Park and the Director if it is clearly spelled out that this is an area to be

preserved as wilderness, not to be spoiled, and they can resist these pressures.

Senator HANSEN. Not to be spoiled? I don't think that would be a hard answer for any park man to make.

Mr. BOHLEN. I don't want to get into examples but I have been familiar with some areas where roads were put in, that sort of thing, that probably never should have been put in.

Mr. EVERHARDT. I would like to add one thing. The example you made about Leigh Lake, I think bringing about the Wilderness Act had probably some influence on the local manager to take the action taken at Leigh Lake. I think the motorboats were taken off the lake only about 5 years ago.

The road, it seems that would have been in the late fifties, early sixties, the road was taken out. So it has brought about a new ethic in land preservation.

Senator HANSEN. You are talking about the concept and the philosophy behind the creation of the Wilderness Act?

Mr. EVERHARDT. The concept of the Wilderness Act has probably brought about greater understanding of the need to protect these areas.

Senator HANSEN. Being very complimentary, which is not very difficult for me to do when I am talking about the Park Service, I think this concept was a viable, ongoing concern and interest to park people long before Congress got around to drafting the Wilderness Act.

So I don't get the cause and effect relationship you ascribe to Leigh Lake. I think it is the other way around. But by virtue of that concern, there were cries of anguish. I live there. I know. Nevertheless, it was done. I don't think the Park Service needs to apologize to anyone.

Mr. EVERHARDT. We appreciate that we had some ideas that led to something.

Mr. BOHLEN. You mentioned whether we would be setting an undesirable precedent by putting specific provisions in an act. I believe the Congress has already established that precedent.

The principal one that comes to mind is the Okefenokee Wildlife Refuge in Georgia. Because of very unusual circumstances there, the Congress made special allowance for motorboats through the wilderness area and provision for motorized weed cutters to keep the canoe trails open.

That is one of the best examples where we see the need for a special provision.

If that had not been put in people could have thought that Congress considered it generally suitable to have motors in the wilderness, this would be compatible with wilderness; clearly in my mind they are not and in that instance Congress spelled out specifically that this was an exception.

Senator JOHNSTON. I am going to have to leave you in a few minutes; I am hosting a luncheon as I frequently do, and it is an illustration of why the present law and set up is unworkable on wildernesses; if we have to have hearings on every boat dock in every one of these 56 areas we are just not going to get it done. We do not

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have time in the Senate. I apologize to these witnesses who have come and wanted to testify before as many Members of the Senate as possible. We will hear your testimony.

Senator HANSEN. Let me apologize, Mr. Chairman, I have taken far more time than you have. I feel constrained to say what I have said.

Senator JOHNSTON. Not at all, I think this discussion we have had today has been very helpful. We need some new tools to deal with this problem. It just does not work to have to have a hearing on each one of these things. We need to give more discretion to the Park Service.

Senator HANSEN. And more money.

Senator JOHNSTON. And more money; that is right.

Now, keeping in hand the power of Congress to do what it wants to; but we should not have to go in and write into the law about a boat dock. We don't have time. I don't apologize for it. We have appropriations. I am hosting a luncheon and then we have markup on Appropriations Committee this afternoon. That is the way it is.

I can stay a few more minutes and then Senator Hansen will come back at 1:30 p.m. In the meantime, Mr. Everhardt, will you give us a quick overview of these other two parks.

Mr. EVERHARDT. We can do that, Mr. Chairman. We will move along with Bandelier National Monument. We are proposing 22,030 acres be designated as wilderness. As you can see here we have a 500-acre nonwilderness area. We feel because of concentrated use in this area—there has been some opposition that this be included in the wilderness. Our feeling is because of the facilities we have, the overnight accommodations, not commercial but overnight accommodation of Park Service people, we need to——

Senator JOHNSTON. Is that the only point of difference?

Mr. EVERHARDT. Primarily. We would like to keep this portion to accommodate the visitors' services. You can see the majority of visitors' services in Bandelier are concentrated in the Frijoles Canyon where there are some overnight accommodations, a visitors' center, some roads, some interpretive devices, and there is a campground in this area.

But in the future it may be necessary to accommodate the visitor to this park and keep the area called Back Gate as a possible location for visitor services.

Another point of disagreement is down around the Frijolito ruins; we feel this should be excluded from wilderness. We would like to develop a nice trail up there to accommodate an intense visitor use. For that reason we would like to exclude that from wilderness.

Another point with respect to the lake, the Cochiti Reservoir: we would tighten that up a little bit, put more into wilderness, bring the wilderness line down to the maximum flood level. There is quite a bit of use on this reservoir, people boating, swimming, picnicking, fishing and so forth. We feel there is a little bit of need there to accommodate picnicking where boaters can come in and beach their boat and have some kind of picnic.

Senator JOHNSTON. I hope you can stay this afternoon so we can hear from the opponents. You can respond and we will have very open discussion.

Would you give me a quick overview on the differences on the other?

Senator HANSEN. Could I ask a quick question? Will the enclave there require supplies be taken into it and so forth? How do you get them in there?

Mr. EVERHARDT. Yes, by horses, packhorses. Otherwise, it would be necessary to take a helicopter although we think it could normally be accommodated by packhorse.

[The prepared statement of Mr. Everhardt on Bandelier National Monument follows:]

STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE

BANDELIER NATIONAL MONUMENT

Bandelier National Monument is situated in central New Mexico, and comprises 29,661 acres of steep-walled canyons and mesas covered with ponderosa and pinyon pines, juniper and douglas-fir. The area is rich in sites of archeological interest. Very little archeological work has been done here since 1910, leaving a large area of unexplored scientific potential.

Bandelier National Monument was established in 1916 to preserve the relics of the Peublo communities of the 1200–1500 period for their ethnologic, scientific, and educational interest. Some 200,000 visitors annually come to Frijoles Canyon where the prinicpal visitor facilities are located. Most visitors tour the Tyuoyni Ruins and the numerous cliff dwellings in this canyon.

Some 7,000 visitors backpacked into the backcountry of Bandelier in 1975 and stayed from 2 to 14 days. Backpacker use increased 400 percent over the previous year. A high-intensity visitor use area is in the vicinity of the Stone Lion Shrine and Pueblo Ruin of some 300 rooms. This is shown as a 500-acre nonwilderness enclave. Because of its attractions, this area receives concentrated visitor use. The area also serves as a maintenance, management, and research base, with one researcher stationed there year round. Facilities include a cabin for trail crews and rangers, pit toilet, and storage building and a visitor use shelter. In the future a water purification system and vault toilets will be needed.

Mr. Chairman, another major consideration in the recommendation of wilderness is the Cochiti Reservoir project southeast of the Monument on the Rio Grande River. The Corps of Engineers project started impounding water in June 1975. Approximately 210,000 visitors to the Reservoir were recorded this year at access points outside the Monument. The main recreational use of the Reservoir is boating, swimming, and fishing. Some use also takes place on the beach area within the Monument. The Reservoir will have significant fluctuations in the water level and the shoreline will have an unnatural appearance since the Corps of Engineers will undertake vegetative control measures on lands within the maximum flood pool of the Reservoir.

The President, on November 28, 1973, recommended that 21,110 acres within the Bandelier National Monument be designated wilderness. Since then we have reexamined the wilderness potential of lands omitted from that proposal. As a result, we believe an additional 920 acres adjacent to the Cochiti Reservoir should be designated as wilderness, bringing the total recommended wilderness to 22,030 acres. Originally, this land was left out of the proposal because of its potential for recreational development. We now believe that only a small area needs to be developed for picnic sites in connection with boating on Cochiti Reservoir. Since waters of the Reservoir will cover part of the existing Rio Grande trail a new trail will be needed above the maximum flood pool level of the Reservoir.

flood level of the Reservoir.

Mr. Chairman, since there are many important archeological sites within the Bandelier National Monument, the administration's proposal would authorize the minimum activity necessary to investigate and stabilize sites as necessary within wilderness. The Wilderness Act recognizes that wilderness may contain features of scientific or historical value and may serve scientific and historical uses. This provision would authorize actions such as stabilization of ruins to protect them from deterioration when such action is deemed necessary. The

proposal would also authorize the maintenance of two existing visitor use shelters within the wilderness.

Mr. Chairman, others have proposed that the administration's wilderness recommendation be enlarged by adding: all or part of the enclave in the Stone Lion area; a portion of the Escobas Mesa in the northwest part of the Monument between highway 4 and the Frijoles Canyon rim; and a small area containing the Frijolito Ruins which is on top of the cliff above Frijoles Canyon. We have not included the area in the vicinity of the Stone Lion Shrine and Pueblo because of the activities and facilities both existing and anticipated at this location. At this time we do not know the type, location or extent of camping facilities that may be needed in this area. The Escobas Mesa area was not included because of the potential need to provide for more intensive visitor uses in the area adjacent to state highway 4. The Frijolito Ruins were not included because of plans to improve trail access which could bring large numbers of visitors to this site.

We recommend that 22,030 acres be designated as wilderness. This is 74 percent of the Monument.

Mr. EVERHARDT. Now on Isle Royale we have no difference other than what Congressman Ruppe has already shared with the committee this morning. Our proposal is very much the same as his. We are recommending 131,880 acres of wilderness and 231 acres of potential wilderness.

Senator JOHNSTON. There is no difference of opinion except whether these exceptions ought to be written into the law?

Mr. EVERHARDT. That is the thing. We would recommend provisions be made to allow the maintenance of the docks, the prescribed burning and the other aspect of power lines. This powerline, we are investigating now the possibility of putting it underground. In the future you can see that area could be added in as wilderness.

Senator JOHNSTON. There is not enough to argue seriously about on Isle Royale?

Mr. EVERHARDT. No, sir.

[The prepared statement of Mr. Everhardt on Isle Royale National Park follows:]

STATEMENT OF HON. GARY E. EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE

ISLE ROYALE NATIONAL PARK

The main island of Isle Royale in Lake Superior is 45 miles long and 9 miles across at its widest point. The main island and more than 200 small islands contain approximately 133,790 acres. Lake Superior waters and submerged lands of 405,500 acres comprise the remainder of the existing 539,280 acre park.

The interior of Isle Royale is characterized by a series of parallel ridges and valleys, more than 30 island lakes and 25 miles of trout streams. The rugged shorline is marked by numerous narrow points and bays. Isle Royale is world renound for its outstanding example of prey-predator relationship where moose and wolf are an integral part of a delicately balanced ecological system.

Some 65 percent of the 10,000 annual visitors are backpackers who hike the trails and camp at wilderness campsites. The wilderness use has been steadily increasing. The 20 percent of the visitors who arrive by concessioner operated boat primarily use the concession accommodations at Rock Harbor and Washington Harbor and this number has remained relatively constant. The remaining 15 percent of the visitors come by private boat primarily to use the shoreline campsites and has been increasing as well.

From our examination of wilderness suitability of lands within the Isle Royale National Park, we have determined that 131,880 acres, shown on the map in green, should be designated as wilderness immediately, and 231 acres, shown on the map in red, designated as potential wilderness. The potential wilderness additions consist of 23 private life-term leases for cottage sites, 4

commercial fishing bases, a corridor containing a power transmission line which is to be placed underground, and a Coast Guard boathouse site on Passage Island. These potential wilderness additions would be designated wilderness effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased. Also, we recommend that the Gull Islands and all submerged lands within the territorial jurisdiction of the United States located within 4½ miles of Passage Island and the Gull Islands be added to the park. The Gull Islands are included in our 131,880-acre wilderness recommendation. This recommendation represents 98 percent of the island area and 23 percent of the total park.

Mr. Chairman, others have recommended that all of the lakeshore campgrounds be included in wilderness. However, we have included in wilderness the campsites which contain only tent sites, fire rings, pit toilets, a simple shelter and a small boatdock. These sites serve as individual, family, and small group camps. The campgrounds we have not included have been developed to serve a number of parties, including large groups, and contain developments such as large group shelters, one or more large docks, incinerators, ranger stations, fuel and equipment storage facilities. We may also need to add water supply and sewage disposal systems at some of these campgrounds.

Others have also recommended that the Lake Superior portion of the park be designated wilderness except for boat access corridors to serve developed areas. We have not made such a recommendation because the waters of Lake Superior are open to navigation, international as well as national and the State of Michigan retains the mineral rights to this area and controls commercial fishing in these waters.

Mr. Chairman, as we indicated in our response to your request for our views on S. 1675, we recommend enactment of S. 1675 if amended. This amendment would delete the entire section 1 of S. 1675, and a new section 1 would be inserted. In summary this new section 1 would designate approximately 131,880 acres as wilderness, and approximately 231 acres as potential wilderness. It would permit the construction and maintenance of boat docks for the protection of the wilderness resource, the maintenance of an existing power transmission line, and the pursuance of a program of prescribed burning within the new wilderness area.

Mr. BOHLEN. Perhaps I could go back to an issue the Senator from South Dakota raised. I believe he proposed in the case of the Badlands, the area we have designated as possible wilderness addition, should be made wilderness now by the Congress. We see some problems in doing that. Those are lands privately owned that we hope to acquire or lands that we now own but there are outstanding rights, grazing or mineral rights.

We don't think under the 1964 Act Congress intended private lands or private rights be put into the wilderness system. I think if the committee saw fit to follow that suggestion the committee would have to go ahead and condemn those lands quickly.

Mr. EVERHARDT. A lot of people are recommending the waters of Lake Superior be put into wilderness. We don't agree with all of this, these waters are open to navigation, international as well as national, and the State of Michigan retains the mineral rights and fishing rights. Our proposal would come down to the waterline mark on the shoreline.

Senator JOHNSTON. I appreciate your testimony. I hope you can come back at 1:30 p.m. to respond to the other people.

I want to thank all of our witnesses who have been so patient. Some of you have been here before. I notice that Rubin Deutscher has been here before. I guarantee you, we will pay very close attention—at least I will—to your testimony in written form, as well as your oral testimony.

I apologize. Hopefully we will be able to come up with some new means of getting land into wilderness that will take less time so we can give our real attention to the matters in dispute and the things that do justify our time and attention.

The committee will be in recess until 1:30 p.m.

[Whereupon, at 12:10 p.m., the committee recessed to reconvene at 1:30 p.m.]

AFTERNOON SESSION

Senator HANSEN [presiding]. I would like to reverse the order of the hearing and ask Mr. Arthur T. Wright and Mr. Reuben Deutscher to come forward at this point if they would.

You may proceed in any way you like. I will try to ask the minimum questions in order that we may hear from you. If you have prepared statements they will be included in their entirety in the record. If you would like to summarize—anyway that would best suit you gentlemen, that would be perfectly acceptable to the committee.

STATEMENT OF REUBEN DEUTSCHER, SOUTH DAKOTA

Mr. DEUTSCHER. Mr. Chairman, members of the subcommittee, I wish to make a few comments. I have my written testimony, entered last November, and I have some more this time. [See appendix II, p. 203.]

I am an area land owner, to the west side of the Badlands National Monument. I would like to clarify the statement Senator Abourezk made this morning. A lot of this is top A–1 Ag table land. It is being used for farming, summer fallow and winter wheat. We have a father and son operation there. We raise cattle and also winter wheat.

My concern is not only for my own selfish interest, my concern is for the future generation. I have noted some of the things that concern me and one of the items is the present boundary fence. To us we do not care what kind of fence they remove or replace or if they keep what they have.

What we want is a maintenance program annually. What we want is snow breaks, soil deterioration—there has not been any maintenance program. In fact, the fence has never been completed. It doesn't matter what kind of fence we have there, if there is no maintenance, it is no good.

Second, I would like to go into the predator problem. We have numerous prairie dog towns adjacent to the property line within the boundaries and they are expanding out on the private land.

We are not against prairie dogs providing they are not continually flowing out on private lands. All we, as landowners adjacent to the property, ask is that they control the towns that border their boundary lines so they are not a continuous expense to the private owners on the outside.

I think we could take the same attitude with our livestock. When they get into the monument we could say we know, but there isn't anything we can do about it. We respect their requests to us to take them out. We work with them.

I also want to make it clear the shoe could fit on the other foot. We are in the same business, livestock or life. The noxious weed problem is not too great around the boundary or within the boundary of the monument. The noxious weed problem is more serious on BLM land, forest land, and I am sure you will hear more about that from other groups.

Senator HANSEN. If I could interrupt, Mr. Deutscher, for a moment. Let me observe the Senate has just begun voting. I understand there is a likelihood there may be several other votes. Since I am here by myself and will necessarily have to be running back and forth, at least once and maybe more times than once, if you could hit upon the points you think most important there will be five bells appearing in a little bit and at that time that is the deadline I must leave here.

You don't have to finish up before I get back, I will be back, but it may be that there will be several interruptions. I say that also for the other witnesses who have not yet appeared.

Mr. DEUTSCHER. We have a considerable problem with coyotes. They produce them, they protect them, they let them run at will in and out of the boundary except at the hunting seasons. They have gone out there and scooped them back in the evening so the hunter couldn't get a shot at them the next day. Let's form a pattern. If we are going to scoop them back let's do it every day of the year not just during hunting season.

I have recommended a 1-mile buffer zone. We have had one gentleman show where we have ten earthen dams within the area. They have completely lived their lifespan. The Rangers in the area should note the lifespan of an earthen dam in that soil is short. These are not younger than 20 years.

Last season they ran out of water in that area. We had one dam that is on the north boundary——

Senator HANSEN. Do they get filled with sediment, or silt, is that the problem?

Mr. DEUTSCHER. Yes. Now when they run out of water the buffalo will go get water, so they break out and come on to private land. We have notified them. This problem was serious last summer and we were criticized.

Should this happen again we will just call the Humane Society and have them make the observation. I agree it should be wilderness but we still have men who have fenced them in, and that consideration must be taken into account.

Senator HANSEN. What is your suggestion, that there be maintenance or repair work done on the dams?

Mr. DEUTSCHER. You cannot repair the present dams. The Wilderness Act handbook says maintenance not too noticeable to man. If you are going to store water that lasts through a season I think it will be noticeable by man.

The fence could be maintained. Prairie dog towns could be controlled and fire could be controlled before it got out into the wheatland. It is hard to tell what value you have across the fence. It depends on what year and what time of the year.

I think you will have to agree if you live in a city that has an ordinance that when your neighbor's house was struck by lightning and you couldn't start working on it until lightning struck yours because it was an act of God.

I take exception to the Senator's advisory board because the advisory board would have to use the "Wilderness Handbook" as the policy goals to operate by.

Therefore, I would suggest it would be another buck-passing station that would meet, hear you, have sympathy, but they can't do anything because they have this handbook.

No. 1, I can't see where the advisory council could do anything when you look at the President's document signed July 18, 1975. I would like to have you acquaint yourself with this document and pay special attention to section 2.

Definitions as used in this order term * * * Federal land means all real property owned by or leased to the Federal Government, excluding (1) lands administered by the Secretary of the Interior pursuant to his trust responsibilities for Indian affairs, and (2) real property located in metropolitan areas.

My observation of this is the rural people of America are being highly discriminated against. In other words, when you people within metropolitan areas or Indians on reservations have an infestation of rodents, pests, or predators you are permitted to do something about it. But when we have that problem, if we live next to Federal lands, we are expected to face this problem as a fact of life.

If we don't like it we have a choice of moving into a metropolitan area or on an Indian reservation.

I would like to comment on the proposal in the Senate and the House to tax Federal lands to compensate local government for the operation. Most of the cost of local government is supported by real estate taxes on private land and as a State loses land to monuments and wilderness areas its source of revenue for local government is cut down and I am sure that these entities of government cannot operate without good local government and also a part of the cause of needing local government.

We in South Dakota have lost 50 percent of our land off the tax rolls and we have not other source of revenue, these losses, I think it is time they compensate us so we can operate our schools and local government.

Senator HANSEN. Mr. Deutscher, if I could interrupt you at that point, I will run over and vote and get back as quickly as I can. I do want to hear your testimony.

[Recess.]

Senator HANSEN. Mr. Deutscher, please continue, sir.

Mr. DEUTSCHER. I don't know if I completed my wishes on the Senate bill that would return some revenue to local governments. I maintain the monument area or wildlife refuge needs local government. As we lose acreage we are losing a source of revenue to support it.

In closing, I would like to ask some questions I wish the committee would consider.

Of the wilderness areas that are established across the Nation how many of them are accepted by the people in the local areas as an asset under the present handbook policies?

How many wilderness areas are there in the area today and how many more are there proposed?

As elected officials here in Washington representing the people of our Nation, do you feel that you are demanding as thorough an impact study of an area that is being affected by a wilderness area as you are demanding of many other requests by the people in this Nation?

I urge you to seriously consider the problems and questions which I have presented here before you take any further action on this proposal.

If you have any further questions or want an on the site tour of the area I will be glad to oblige you at your convenience.

Senator HANSEN. Thank you very much, Mr. Deutscher. It is the opinion of the acting chairman that the bill, S. 1068, would not change the relationship of privately owned taxable lands on the tax rolls vis-a-vis federally owned lands, as the situation is now, is that right?

Mr. DEUTSCHER. That is right. There would be no source of these lands toward local revenue. There has not been since they have been acquired by the Federal Government. That is right.

Senator HANSEN. Thank you very much. Let me say the membership of the full committee will be very much interested in the testimony that is being presented here today.

I would observe for all of the witnesses that we may very well want to submit questions to you later on and you may be hearing from any of us on the committee if there are questions that arise as we have an opportunity to review the testimony of the various persons.

I say that in the interests of time. I want to see that everyone who is here today is heard and it is then probably best for me not to make so many interruptions.

[The prepared statement of Mr. Deutscher follows:]

STATEMENT OF REUBEN DEUTSCHER, SOUTH DAKOTA

Mr. Chairman and Members of the Subcommittee: Listed below are some of the problems we must consider concerning the Badlands National Monument and proposed Wilderness area within the Monument boundaries.

1. PRESENT BOUNDARY FENCE

I am of the opinion that the present fence is of sufficient quantity and of good enough quality but would insist that the government set up an annual budget and a work crew to maintain it annually. As I see it up to now neither has been provided. All we seem to see is some Monument employee complaining about our livestock getting in there. In this area we must maintain all fences annually because of snow brakes and erosion of water in this type of soil. The fence has really never been completed. It should be maintained from your side the same as we maintain ours from our side. I respect the Badlands National Monument and its objectives, the same as I respect any other neighbor and his objectives and also the Badlands National Monument should feel the same way.

2. PREDATORS AND WILDLIFE AND THEIR CONTINUOUS MOVEMENT FROM WITHIN THE BOUNDARIES ON TO NEIGHBORING PROPERTY

I believe the Monument should be just as responsible for their livestock as they expect us to be of ours. We have numerous prairie dog towns within the boundary that are growing and are getting on land joining the boundary. They

are very expensive to control when you have no cooperation from your neighbor. I strongly urge that you allow no prairie dog towns within a mile of your boundary fence. We have five small towns on our property and have killed all the dogs three times this season; this indicates to me that they are coming from within the Monument boundaries. I have contacted the Badlands National Monument headquarters frequently the last two years. The towns are still expanding onto our property from within the boundary fence. The only reply I got was that there isn't anything they can do about it; you know the shoe could be on the other foot when they contact me about my cattle. I could say the same thing.

The deer and the coyotes are also quite a problem. The Badlands National Monument personnel are really concerned about the deer during the hunting season. They have set up road blocks and check all vehicles going through the monument. One year they had a roadblock east of my house, within the boundary, not only checking deer but spooking the deer back in so they wouldn't be shot at the next morning. If we are going to be concerned about the deer during the hunting season lets be concerned about them the rest of the year also. We know for a fact that within the last 30 years the deer, antelope, coyote and prairie dog population in this area have increased from practically nothing to too many. We think this has been brought about by conservation practices and water development by resident land owners and operators and not by the land set aside for Parks and Monuments.

3. THE BUFFER ZONE

In regards to the 1/8 mile buffer zones around the outside of the proposed wilderness areas within the Badlands National Monument should the proposed wilderness area become a reality, I strongly urge you to widen the buffer zone of 1/8 mile to one mile for the following reasons. I would like to see the policies changed in this area so it would give the local rangers the right to control noxious weeds and predators before they contaminte the adjacent land which is necessary to furnish food and fiber for all the people of the world.

The one mile zone would permit the control of predators without destroying the intent of the Wilderness Act. The sources of water could be developed and maintained within the one mile zone. The habitat of the monument would have died this last year for lack of water had it not been for some rapidly deteriorating dams built by man some years ago. These dams will be a "has been" without maintenance. About a month ago the Park Service employees developed a spring within one mile of the boundary. This is against wilderness intent, it was a crash program, done without technical assistance, to get some badly needed water for the animals, this will need maintenance to continue to work. A one mile buffer zone could permit this. There is also another spring within the one mile buffer zone that could be developed. Any other springs out in there could then be left to the whims of nature.

The one mile buffer zone would also assure a more realistic control of prairie fires, fence maintenance. Gentlemen how would you like to have your life's earnings join neighbors property who couldn't do anything about a fire, predators, or wildlife until they are on you?

4. ADVISORY BOARD

I would have to take exception to Senator Abourezk's advisory board. To me an advisory board would be just another "buck passing station" which we have enough of. An advisory boards hands are tied by the Wilderness handbook policies which are too broad and vague. It leaves too much in the hands of individuals who are single minded and do not consider any other area or problems within the same area. I also can't see how an advisory committee can do anything to change the inconsiderate attitude of the people on the public payroll when it comes to control of predators, noxious weeds, prairie fires, farm vehicles, utility pick-ups, and children of local residents going to school, if this Wilderness handbook is the tool they can use to back them on their actions. Also when we look at the predator and rodent problem I don't care how big and strong this board is they have a tough time doing anything when they have two obstacles, or whatever you want to call them, to override; No. 1 the Wilderness handbook; No. 2 the President's document. (Title 3 signed July 18, 1975) I ask you to acquaint yourself with this document and pay

special attention to Sec. 2, Quote: "Definitions as used in this Order term" "A Federal Land means all real property owned by or leased to the Federal Government, excluding (1) Lands administered by the Secretary of the Interior pursuant to his trust-responsibilities for Indian affairs, and (2) real property located in metropolitan areas."

My observation of this is the rural people of America are being highly discriminated against. In other words, when you people within metropolitan areas or Indians on reservations have an infestation of rodents, pests or predators you are permitted to do something about them and we people who are rural who have the misfortune of living next to Federal lands are expected to face this problem as a fact of life. If we don't like it we have a choice of moving into a metropolitan area or on an Indian Reservation.

5. I would also like to comment on H.R. 9719 and a similar bill in the Senate, which is long overdue, but should cover Federal lands such as monuments and wilderness areas. Most of the cost of local government is supported by real estate taxes on private land and as a state loses land to monuments and wilderness areas its source of revenue for local government is cut down and I am sure that these entities of government cannot operate without good local government and also a part of the cause of needing local government.

In closing I would like to have you consider the following: Of the Wilderness areas that are established across the nation how many of them are accepted by the people in the local areas as an asset under the present handbook policies? How many Wilderness areas are there in the area today, and how many more are there proposed? As elected officials here in Washington representing the people of our nation, do you feel that you are demanding as thorough an impact study of an area that is being affected by a Wilderness area as you are demanding of many other requests by the people in this nation?

Gentlemen I urge you to seriously consider the problems and questions which I have presented here before you take any further action on this proposal.

If you have any further questions or want an on the sight tour of the area I will be glad to oblige you at your convenience.

Thank you for your consideration and I appreciate the time you have taken to listen to my testimony.

Senator HANSEN. Mr. Wright, we will be pleased to hear from you, sir.

STATEMENT OF ARTHUR T. WRIGHT, REPRESENTING THE WILDERNESS SOCIETY

Mr. WRIGHT. My name is A. T. Wright. I am representing the Wilderness Society. We are here in strong support of a 64,250 acre wilderness proposal as represented by S. 1068. However we recommend against the adoption of 5,326 acres of wilderness reserve known as potential wilderness additions. We recommend against the adoption of any management language for reasons I will make clear and we oppose the motion that a management committee, which we believe would be ineffective and is unnecessary inasmuch as the problems the management committee would be designed to correct are those which are not peculiar to wilderness but peculiar to the monument as a whole, and exist with or without wilderness.

However, Senator, I would like to depart from my written text in order to comment on some concerns of yours which are very real ones to you, I know, but as a representative of an environmental group I would like to comment on them.

That is, your point of view with respect to why do we need wilderness whenever we have an Organic Act? I think Buff Bohlen may have commented on this as well. But it is clear at least to us that the wilderness precludes accession to economic pressure within the park.

It grants to the park section managers an added strength in resisting developments within the parks which would destroy their basic character.

So I do believe this indeed was answered by the passage of the act, when the Congress made it clear it did not wholly trust administrative decisions about wilderness. I found them on some occasions to be inadequate and the Congress should make these judgments.

We firmly believe in the congressional wisdom in this regard and would like to see this idea that somehow or other that wilderness is not needed in the national parks not make too much headway. Congress has already passed the Wilderness Act and I would stress that as well, Senator. Congress did not establish a National Wilderness Recreation System, a National Wilderness Development System, it established a National Wilderness Preservation System. One of the great things about wilderness, Senator, it is like money in the bank. The options are always there.

I have before other committees expressed the view that what Congress gives, Congress can take away. As you know, wilderness area can be declassified.

Senator HANSEN. We find it more popular these days. Mr. Wright, to give than to take away. I am speaking facetiously, of course.

Mr. WRIGHT. I understand that. Wilderness if not forever, as much as I would like it. It is like money in the bank. It is not closed for development or extraction of resources or for any other use the human race may see fit to put a wilderness area to.

So for these reasons I strongly see a need for wilderness in the National Parks and I thought the Congress had made this abundantly clear.

Now getting back to the Badlands, we have our concerns about the Park proposal of placing 5,326 acres in a category known as potential wilderness additions. These would be private lands, federally owned lands with 50 year mineral rights, owned by private individuals, and 10-year grazing rights.

We believe the Wilderness Act is broad enough, general enough and flexible enough to accommodate all of these needs without potential wilderness additions. Moreover, we believe it is something of a delegation of authority by the Congress to the Secretary to make wilderness judgments.

We do not believe the legislative history of the act or the act itself is favorable to that idea of Congress delegating atuhority to make wilderness judgments. Moreover, we have a concern that something could happen to potential wilderness additions if they receive bad handling by the Department of the Interior or there are administrative or legal loopholes involved in potential additions and I think with strong economic pressures, somehow, someway, potential wilderness additions could find themselves in deep trouble, and not make this wilderness system as intended by the Congress.

I would not say these things if I did not clearly believe that section 4(c) of the Wilderness Act permits all of these things to occur, these intrusions to occur, or these rights to exist, without impediment to the private right, and to put these in the wilderness system.

That is our view with respect to those. Nor do we believe the Department of the Interior needs special management language in order that they may construct and maintain wildlife watering devices. It is clear, as Mr. Deutscher has said, we are talking about 10 dirt tanks which are situated in a 2-acre area for bison and other wildlife. These can be maintained under the wilderness act, they do not have to be segregated or left out of wilderness in any way.

We believe the Park Service does not really need special management provisions that entitles them to maintain the stock tanks. They can do it anyway. Congress has passed numerous legislation wherein the water rights for domestic livestock were said to be available for maintenance and care even though in wilderness. If we can do it for livestock, we can certainly do it for wildlife. I really do not think that there is a problem there.

In a broader sense as times goes on and I cover more and more of these wilderness hearings I must express to you a concern, Senator, that I find. I find them in administrative and congressional hearings, that people not only oppose wilderness very often, but they oppose the existence of a National Park System, a National Wildlife Refuge System or a National Forest System.

I find this very disturbing, much more so than opposition to wilderness. Without the system we could not have wilderness anyway. We find now, the Park Service for example, in other years took the stance that they had to have buffer zones, nonwilderness enclaves. corridors, all of the things that are now coming up again.

They have once all been considered. We have been through that route. Now we find there are all manner of minor intrusions that exist in these areas, marks of man, that somehow we ought to take special action to accommodate.

I believe the Wilderness Act can do that. I am talking about fence maintenance, the capability of doing something about prairie dogs, noxious weeds, or such, on Monument land. Wilderness will not help or hinder that in any way.

The Park Service says otherwise in regulations that preclude the Federal Government from doing some of the things that local people would like them to do. I understand their problems. They are severe ones. I am sympathetic. But it comes back to be a question of whether we have a National Park System or we don't and where do we draw the line so the human race can operate with appropriate restraint and discipline and allow some thing to happen of an ecological kind without getting disturbed by them.

I don't live in these areas. I don't have to live with them on a daily basis like this gentleman does. I am sympathetic and appreciative of his problems. It is not only Badlands. Two weeks ago in Shenandoah we had a problem with Shenandoah corridors, fire roads, under which the Wilderness Act would permit them to be operated for emergency operations, for recreation purposes, and yet we have a proposal for nonwilderness corridors for them in the Shenandoah wilderness.

There seems to be a proliferation of problems pertaining to wilderness which I see very damaging to the wilderness cause and which I believe if allowed to run riot could very well be very damaging to the National Wilderness Preservation System.

Thank you very much.

Senator HANSEN. Thank you very much, Mr. Wright, for your testimony. I appreciate your appearance here today and in the hope I will be able to hear each witness, any questions I might have—and I am not certain I will have any—I will transmit to you in writing.

I will ask unanimous consent that the record be kept open for other witnesses who may wish to follow with additional testimony and for members who may wish to ask additional questions.

Mr. WRIGHT. I would like to make, what I hope is a helpful comment, to the subcommittee in connection with Senator Johnston's proposed legislation. I like his idea about this lengthy time-consuming, burdensome process which the Congress can ill afford. I would like to say working with the Federal agencies, with the Congress, I am sure we can delineate for you those parks which are basically noncontroversial, those which do have management problems, and maybe undertake hearings on some kind of a basket case, segregated as to the out-problems, no problems, move those which do not have problems and we are doing this with respect to national wildlife refuges, and this is why I suggested it. It is something for the subcommittee to consider, the possibility of examining them all, segregating them, and running the hearings through on a specialized basis that would speed up the process.

Senator HANSEN. I know members of the subcommittee will be interested in your evaluation of the proposal made by Senator Johnston.

[The prepared statement of Mr. Wright follows:]

STATEMENT OF A. T. WRIGHT, REPRESENTING THE WILDERNESS SOCIETY

Mr. Chairman and Members of the Subcommittee, my name is A. T. Wright, staff consultant of The Wilderness Society, 1901 Pennsylvania Avenue, N.W., Washington, D.C.

The Wilderness Society is a forty-year old national membership conservation organization dedicated to the preservation of wilderness and wildlife habitat and to the expansion and protection of the national parks, forests and wlidlife refuge systems.

Mr. Chairman, in order to avoid repetitive testimony, I will leave it for other Badland witnesses to describe this great area, its superb scenic qualities, wilderness and wildlife values. Instead, I will concentrate on other aspects in the hope of being helpful to the Subcommittee.

The Wilderness Society is here today in strong support of the recommendation of the citizen conservationists of the State of South Dakota that 64,250 acres of the Badlands National Monument be designated as wilderness by Act of Congress. Such designation would apply solely to the North Unit of the Monument which contains 111,530 acres, none of which is in the tribal ownership of the Oglala Sioux. No Wilderness is proposed for the South Unit of 133,300 acres of the Monument which is Pine Ridge Indian Reservation lands.

The 64,250-acre proposal consists of two separate wilderness areas, the western area of 54,750 acres and the eastern area of 9,500 acres separated by a road. The proposal coincides with that of the National Park Service except that the Service offers 58,924 acres of wilderness, plus 5,326 acres of wilderness reserve, known as "Potential Wilderness Additions" or PWA's as they are known. In other respects, the Service's proposal is an excellent one and deserves commendation. Under the Service's plan, PWA lands will be designated as wilderness by the Secretary of the Interior when he finds that prohibited uses have ceased and places a notice in the Federal Register designating the PWA areas as full-fledged wilderness.

The western wilderness area as originally proposed contains 3,726 acres of potential wilderness additions comprised of: (a) 760 acres of private lands, (b) 1,080 acres of federal lands with retained 50-year mineral rights, and (c) 1,886 acres of federal lands with 10-year grazing rights which expire in 1980. We now understand that recent acquisitions by the Park Service have reduced private inholdings in the western area to about 300 acres.

The eastern wilderness area as originally proposed contains 1,600 acres of potential wilderness additions comprised of: (a) 520 acres of private lands, and (b) 1,080 acres of federal lands with retained 50-year mineral rights. The eastern area contains no grazing rights nor does it now contain any privately-owned lands due to the aforesaid recent acquisitions.

We suggest to the Committee that there is no need for the Congress to designate any lands as "potential wilderness additions" as the Park Service recommends. The Wilderness Act does not require it in our judgment. The Congress wrote the Wilderness Act with sufficient skill and clarity to accommodate the circumstances said by the Service to warrant a PWA approach.

For example, with respect to the 300 odd acres still remaining in private ownership, Section 4(c) of the Act makes clear that wilderness designations are subject to existing private rights with respect to uses otherwise prohibited. The Congress has many times designated private inholdings as wilderness. The U.S. Forest Service, as of January 1, 1972, had 29 inholdings, comprising 300,918 acres in 29 wilderness areas totaling 6,035,194 acres. This information is extracted from a document entitled "National Forest System Areas as of June 30, 1972," file 1380 (5400) of the U.S. Department of Agriculture. The document designates inholdings as "Other lands" which are then defined as lands in "private, state, county, and municipal ownership . . ."

As recently as January 3, 1975, (PL–93–622—the Eastern Wilderness Areas Act), the Congress approved 16 eastern national forest wilderness areas, six of which contained private lands comprising 6,223 acres out of total wilderness designations of 84,590 acres. None of this is potential wilderness additions. A problem did occur with the inadvertent inclusion of some private lands bordering a public road in the Bristol Cliffs Wilderness in the Green Mountain National Forest in Vermont. However, this was a unique situation in no way indicative of customary inholding circumstances.

There are also 2,160 acres of federal lands with retained 50-year mineral rights which the Service would place in PWA status. Such rights will be in no way threatened by wilderness designation and thus do not to be so designated. In the meantime, the wilderness designation will protect the mineral areas from other forms of development damaging to the wilderness character of the land. For example, highways, transmission lines, or pipelines, most certainly cannot transgress a congressionally declared wilderness area. This is not true with equal certainty in a PWA situation. Flawed handling by the Department or the appearance of legal or administrative loopholes compounded by economic pressures might just prove the undoing of land in PWA status. In addition to being unwise as a practical matter, the delegation by the Congress to the Secretary of the power to designate areas as wilderness appears to be inconsistent with the Wilderness Act and its legislative history.

Nor do we believe that it is necessary for the Congress to specifically authorize the continuance of grazing rights or activities necessary thereto, such as the special management provision desired by the Service pertaining to the "driving of livestock." Here again the Wilderness Act makes clear that wilderness designations do not impede or prohibit such rights. Another unit of the National Park System, the Lava Beds National Monument in California, is a strong case in point. With respect to grazing rights, the report of the House Interior Committee had this to say: "While the members recognize that a life-time grazing permit exists with respect to certain lands in the Schonchin Lava Flow, it did not concur in the conclusion that grazing, per se, precludes designation of the lands as wilderenss. On the basis of this conclusion and at the suggestion of witnesses, the committee expanded the size of the proposed wilderness area from 9,179 acres to 28,460 acres."

Public Law 92–493 of October 13, 1972 designated 28,460 wilderness acres with no mention of the life-time grazing rights. As the Committee well knows, committee reports can adequately express committee concerns and intentions where doubts and uncertainties exist among those affected by proposed legislation.

Lastly, S. 1068 provides that the Secretary may construct and maintain wildlife watering devices. Here, we are talking about 10 dirt stock tanks situated in a two-acre area for bison, antelope, deer, bighorn sheep and other wildlife. Section 4(a) of the Wilderness Act states that wilderness designations are "within and supplemental to the purposes for which national forests and units of the National Park and Wildlife Refuge Systems are established and administered . . ." If wilderness is supplemental to these purposes, it follows that such purposes do not have to be disregarded in wilderness areas, as the Department seems to believe. Secondly, Section 4(c) of the Act entitled "Prohibition of Certain Uses" provides flexibility in the management of wilderness areas. It lists prohibited uses but qualifies such prohibitions with the words "except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act . . ." The real constraint here is not management per se but meeting the test of being necessary management in a wilderness area. Thus it is clear that if a specified activity is necessary to the wildlife resource, it can then be undertaken. This undertaking is constrained only by Section 4(b) of the Act which states that the Department is "responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character."

In view of all of the foregoing, we recommend that the Subcommittee approve 64,250 acres of wilderness with no acres designated as potential wilderness additions and without special management language.

Thank you for the opportunity to appear here today.

Senator HANSEN. Our next witness will be Ms. Raye-Page of the Wilderness Society, and Dr. Rupert Cutler. Dr. Cutler will speak first of Isle Royale.

If you have prepared statements, they will be included in full in the record. You may in your oral comments summarize if you like, highlighting those portions of your testimony which you would like most to call to the attention of the subcommittee.

Another vote is in progress, and when five lights appear on the clock I will run again.

STATEMENT OF RAYE-PAGE, REPRESENTING THE WILDERNESS SOCIETY

Ms. RAYE-PAGE. Mr. Chairman, am representing the Wilderness Society. We do join with citizen conservation groups of Michigan as well as with other national organizations in strong support of S. 1675, sponsored by Michigan's Senator Hart and colleagues.

This bill's proposed acreage of 132,744 for wilderness designation represents the finest efforts and cooperation of citizens to evaluate the wilderness potential for an area. Years of onsite investigation of physical characteristics and ecological and recreational values have resulted in this wilderness recommendation.

It was indeed the remote wildness of Isle Royale that in the 1930's precipitated the inquiry as to its suitability to be a national park candidate. The marvelous untouched nature of this Lake Superior island's eco-systems, abundant in wildlife and rich in plant communities, that was revealed in the study, led to the creation of Isle Royale National Park in 1940. Nearly four-fifths of this essentially wilderness island is water and submerged land isolated most of the year by the weather of Lake Superior.

Though recreational facilities and a few other developments have intruded on the wildness, much of the island is still wilderness of the quality that that is rapidly vanishing from the earth. In order to preserve wilderness eco-systems, such as exists on Isle Royale, for ecological continuity and for natural recreational enjoyment for future generations is the reason that the Congress enacted the 1964 Wilderness Act.

The differences in the acreage proposals of the Park Service (121, 880), Senator Hart's bill (132,744) and Congressman Ruppe's proposal (131,938) are caused by the difference in size of the various exclusions from wilderness. Senator Hart's bill takes into consideration the existing developed areas and the need to exclude them from wilderness as well as the need for enough space for reasonable expansion and revision of development at each site. Sufficient area is already available for such needs. No large exclusions should be permitted because further encroachment on the natural environment of Isle Royale will not only harm the fine ecological systems and the superb scenery, but also will diminish the recreational pleasure of hikers, boaters, and others who go to Isle Royale in search of a wilderness experience.

Completely insupportable are special management provisions such as those in H.R. 2726 which give to the Secretary of the Interior the discretion to (a) construct and maintain boat docks, (b) maintain an existing powerline, and (c) prescribe burning.

The 1964 Wilderness Act allows existing minimum facilities necessary for the safety of visitors. Simple docks for refuge from the storms of Lake Superior could fall in this category. The fact that the Wilderness Act requires each agency to protect the wilderness resource could apply to such docks for emergency use.

According to the legislative history of the Wilderness Act, existing nonconforming structures may be permitted. Also the administrating agency has the right to serve its administrative needs for the maintenance and protection of the wilderness under its jurisdiction. Prescribed burning is allowable if necessary to maintain the wilderness character. Wildfire is a natural phenomenon. Maintenance of the power line falls in this same category. Entrance criteria for wilderness should not be confused with management guidelines. The 1964 Wilderness Act is broad enough to accommodate necessary management requirements. Specific management directives for particular wilderness areas are superfluous, however, any particular concerns about management could be addressed in the committee report rather than in the bill.

The society commends the wilderness reserve language of S. 1675, page two, lines 1–8, which retains for the Congress the right to designate intended wilderness areas rather than relegating this right to the discretion of the Secretary of the Interior, as does the Park Service's potential wilderness addition language.

S. 1675 contains the provisions and language supported by conservationists. The Wilderness Society urges this committee to endorse completely S. 1675 to designate Isle Royale as a part of the National Wilderness Preservation System.

Thank you.

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Senator HANSEN. Thank you very much, Ms. Raye-Page. Dr. Cutler, I will be back as quickly as I can.

[Recess.]

Senator HANSEN. Dr. Cutler, your entire written statement will be included in the record. If you would like to highlight it.

STATEMENT OF DR. M. RUPERT CUTLER, OKEMOS, MICH.

Dr. CUTLER. Thank you, Mr. Chairman. I will try to save you some time by simply reading most of it.

It was about 10 years ago when I first testified on conservation efforts in Houghton Mich., and almost 10 years have elapsed between that hearing and this one. We urge the subcommittee—our almost basic plea to you, Senator, is that the Senate seek final passage of the Isle Royale bill soon.

The differences between the bills are relatively minor. We hope you will report one of them quickly.

The passage of such a bill will assure that there will be no more piece-meal, unintended nibbling away of the island's essential wildness through additional construction and development activities. Sufficient developed overnight facilities already are in place. The trick in years to come will be to keep use of the island within the island's recreational carrying capacity to avoid trampling, erosion, waste management problems, and congestion.

Wilderness zoning is the perfect tool to limit human visitation to a level which allows perpetuation of the complete, natural community of life.

This is one of the few places in the world where we have a predator-prey relationship as it should exist in nature, with the wolves, the moose and the beaver.

Senator HANSEN. If I could make a brief comment at that point. We had an interesting experience in Wyoming on the Bridger Wilderness. There it seems the designation of that unique and great area has had the opposite effect. The words wilderness area printed on the maps seem to be a magnet that has resulted in far greater visitation in the area prior to its designation. The game and fish people have said it is almost impossible for them to effect any degree of management and supervisory function in seeing people have licenses.

They have literally thousands of people in the area at one time. They suspect on the basis of their observations, that the fish populations have declined. The birds, including the small birds, like the grouse that can be taken, present an opportunity for some folks—and I grant this is a very small number percentagewise—but there are those who will accept the wilderness as a challenge to see if they can survive and see what fish and wildlife can be taken by persons on foot.

We have had one other thing that has been of concern. There seems to be disregard for the sort of lifestyle that would keep the streams unpolluted. There has been a rather sharp rise in the amount of human pollution in the headwaters of the streams which flow into the Atlantic and the Pacific oceans.

Dr. CUTLER. It is up to organizations like the Wilderness Society and the Sierra Club and the American Forestry Association, trail riders, and wilderness people, to set educational campaigns to encourage people to behave as they should.

Senator HANSEN. I know they are doing that and I want to commend them.

Dr. CUTLER. Thank you. The other aspect to your comments that we are constantly torn between the tradeoffs, between the difficulty of over-use resulting from wilderness designations, and the result of not designating these areas and seeing other activities encroach upon their naturalness. We hope as the wilderness system begins to be rounded out, added to and completed, become more national and as information reaches more people about the availability of extensive recreational opportunities near their homes, part of the Eastern wilderness opportunity, they will not have to use the more better known areas like Yellowstone and Bridger.

Senator HANSEN. A very good point.

Dr. CUTLER. At this point in the relatively long history of the Isle Royale wilderness review effort, there remain relatively few differences of opinion among interested groups as to how the island should be administered. All concerned agree that almost all of it should be included in a statutory wilderness zone.

There remain two problem areas, however. One involves the question of the appropriate location in the record of a set of special administrative provisions unique to Isle Royale. The other involves small differences in the size of the exclusion provided in recognition of the presence of permanent developments.

As members of the subcommittee and the subcommittee's staff will recall, there have been numerous similar instances in earlier wilderness-designation bills where special nonconforming use situations had to be dealt with. Closure of a public road in the Great Swamp National Wildlife Refuge Wilderness in New Jersey, access to private cottages in Monomoy Island National Wildlife Refuge Wilderness in Massachusetts, and continued use of inconspicuous hydro storage reservoirs in the Desolation Wilderness in California come to mind. All these and other minor administrative "gray areas" have been clarified in the language of the reports issued in the past by the full committees.

This approach has the force of law, through interpretation of the committee report as legislative history, yet keeps the statute clean and without the appearance of amending the parent Wilderness Act. If the subcommittee, in its wisdom, concludes that special language authorizing boat dock and power transmission line maintenance and prescribed burning within the Isle Royale wilderness is a good idea—and we doubt that such specificity is necessary because the Wilderness Act provides considerable latitude for administrative activities on behalf of the safety of visitors—then we ask that this language be used in the committee report not in the statute.

As to the matter of differences in the size of the proposed wilderness exclusions, we urge that the thrust of the Hart bill, which provides for the exclusion of 1,064 acres, be followed.

In our minds there is no reason to exclude as so-called potential wilderness additions, land now affected by temporary nonconforming uses such as life-lease cottages and summer homes.

As in the case of other wilderness areas recently established by the Congress, such nonconforming activities can be referred to in the Committee report as temporary and subject to removal in the future.

It would make little sense to require either the Congress or the executive branch to go through another time-consuming decision-making and rule-adopting process later with regard to these so-called potential wilderness additions. We urge the subcommittee to adopt the "wilderness reserve" concept in section 1 of S. 1675 in this regard, rather than the Park Service's "potential wilderness" approach.

While reluctant to take the subcommittee's time discussing the details of our wilderness exclusion boundaries, we do feel, however that we should include in the record at this point the acreage figures we recommend for each exclusion, trusting that the subcommittee staff will make the appropriate comparisons with Park Service recommendations and arrive at a final recommendation to the committee which provides for the exclusion of only now-developed lands. In summary, our recommended exclusions are: Belle Isle, 30 acres; Johnson Island, 10; McCargo Cove, 120; Washington Island, 30; Windigo, 320; Siskiwit Camp, 10; Maline Bay, 10; Rock Harbor Light, 19; Mott Island, 170; Rock Harbor, 170; Daisy Farm, 120; Moskey Basin, 25; and Three Mile Camp, 40.

The development of the citizens' alternative wilderness plan for Isle Royale has been a constructive effort involving much mutually beneficial dialogue between NPS staff members and interested local citizens. The wilderness review process called for in the parent Wilderness Act serves to open Government decisionmaking to the influence of the affected public, which is all to the good. So much "due process" has a cost associated with it, however, in the form of the time spent contemplating the decision. If this subcommittee is able to report soon a bill similar in most respects to S. 1675, and if the other body can do likewise, the many citizens who have put weeks of volunteer effort into drafting the best possible wilderness proposal for Isle Royal National Park will feel their decade of work on this project has not been in vain.

Thank you. Now, I would like to add, Mr. Chairman, to what Mr. Wright said earlier about the subcommittee chairman's remarks earlier today directed toward some way to speed up the Park-Wilderness review process. I am confident the Wilderness Society and other interested groups would be pleased to work with your staff and the Park Service on ways to expedite the wilderness review process while wanting to preserve opportunities for meaningful public involvement in these important decisions.

Senator HANSEN. Thank you very much, Dr. Cutler. If I understood you correctly, your recommendation is that the language stipulates what nonconforming uses ought to be permitted, ought to be in the committee report rather than in the statute itself, is that correct?

Dr. CUTLER. Yes, sir.

Senator HANSEN. Thank you so much.

[The prepared statement of Dr. Cutler follows:]

Testimony of Dr. M. Rupert Cutler of Okemos, Michigan
on S. 1085 and S. 1675
To Designate Lands in Isle Royale National Park as Wilderness

Before the Subcommittee on Parks and Recreation
of the Senate Committee on Interior and Insular Affairs
February 19, 1976

I appreciate the opportunity to transmit to you the enthusiastic support of several Michigan citizens' groups for the Isle Royale wilderness proposal embodied in Senator Hart's S. 1675. My statement represents the joint position of the Upper Peninsula Environmental Coalition, the Mackinac Chapter of the Sierra Club, the Northern Environmental Council, the Northern Michigan Wilderness Coalition, the Michigan Student Environmental Confederation, and the Off-the-Beaten Pathfinders, a Houghton, Michigan, hiking club. Support for S. 1675 also has been expressed by the Governor William Milliken, the Michigan Natural Resources Commission, the Michigan Wilderness and Natural Areas Advisory Board, the United Auto Workers, and others.

My personal connections with this project go back to 1954 -- when I studied the impact of an overabundance of moose on the island's vegetation as a wildlife management student -- and to 1967 -- when I testified at the National Park Service's administrative field hearing in Houghton on its initial Isle Royale wilderness proposal. Almost ten years have elapsed between that hearing and this one. We urge the subcommittee to seek final passage of an Isle Royale wilderness bill this year. Differences between the bills are relatively minor. Please report one of them soon.

Administration witnesses have laid the background for your consideration of this proposal. As has been indicated, no area in the United States more truly epitomizes the kind of extensive undisturbed natural landscape the Wilderness Act was passed to protect than 134,000-acre Isle Royale in Lake Superior. Passage of an Isle Royale wilderness bill will assure that there will be no more piecemeal nibbling away of the island's essential wildness

through additional construction and development activities. Sufficient developed overnight facilities already are in place. The trick in years to come will be to keep use of the island within the island's recreational carrying capacity, to avoid trampling, erosion, waste management problems, and congestion. Wilderness zoning is the perfect tool to limit human visitation to a level which allows perpetuation of the complete, natural community of life.

At this point in the relatively long history of the Isle Royale wilderness review effort, there remain relatively few differences of opinion among interested groups as to how the island should be administered. All concerned agree that almost all of it should be included in a statuatory wilderness zone.

There remain two problem areas, however. One involves the question of the appropriate location in the record of a set of special administrative provisions unique to Isle Royale. The other involves small diferences in the size of the exclusions provided in recognition of the presence of permanent developments.

As members of the subcommittee and the subcommittee's staff will recall, there have been numerous similar instances in earlier wilderness-designation bills where special non-conforming-use situations had to be dealt with. Closure of a public road in the Great Swamp National Refuge Wilderness in New Jersey, access to private cottages in Monomoy Island National Wildlife Refuge Wilderness in Massachusetts, and continued use of inconspicuous hydro storage reservoirs in the Desolation Wilderness in California come to mind. All these and other minor administrative "gray areas" have been clarified in the language of the reports issued in the past by the full Committees. This approach has the force of law, through interpretation of the Committee report as legislative history, yet keeps the statute clean

and without the appearance of amending the parent Wilderness Act. If the subcommittee, in its wisdom, concludes that special language authorizing boat dock and power transmission line maintenance and prescribed burning within the Isle Royale wilderness is a good idea -- and we doubt that such specificity is necessary, because the Wilderness Act provides considerable latitude for administrative activities on behalf of the safety of visitors -- then we ask that this language be used in the Committee report, not in the statute.

As to the matter of differences in the size of the proposed wilderness exclusions, we urge that the thrust of the Hart bill, which provides for the exclusion of 1,064 acres, be followed. In our minds there is no reason to exclude, as potential wilderness additions, land now affected by temporary non-conforming uses such as life-lease cottages and summer homes. As in the case of other wilderness areas recently established by the Congress, such non-conforming activities can be referred to in the Committee report as temporary and subject to removal in the future. It would make little sense to require either the Congress or the Executive Branch to go through another time-consuming decision-making and rule-adopting process later with regard to these so-called potential wilderness additions. We urge the subcommittee to adopt the "wilderness reserve" concept in Section 1 of S. 1675 in this regard, rather than the Park Service's "potential wilderness" approach.

While reluctant to take the subcommittee's time discussing the details of our wilderness exclusion boundaries, we do feel, however, that we should include in the record at this point the acreage figures we recommend for each exclusion, trusting that the subcommittee staff will make the appropriate comparisons with Park Service recommendations and arrive at a final recommendation to the committee which provides for the exclusion of only now-developed lands. In summary, our recommended exclusions are: Belle Isle, 30 acres; Johnson Island, 10; McCargo Cove, 120; Washington Island, 30; Windigo, 320; Siskiwit

Camp, 10; Malone Bay, 10; Rock Harbor Light, 19; Mott Island, 170; Rock Harbor, 170; Daisy Farm, 120; Moskey Basin, 25; and Three Mile Camp, 40.

The development of the citizens' alternative wilderness plan for Isle Royale has been a constructive effort involving much mutually beneficial dialogue between NPS staff members and interested local citizens. The wilderness review process called for in the parent Wilderness Act serves to open government decisionmaking to the influence of the affected public, which is all to the good. So much "due process" has a cost associated with it, however, in the form of the time spent contemplating the decision. If this subcommittee is able to report soon a bill similar in most respects to S. 1675, and if the other body can do likewise, the many citizens who have put weeks of volunteer effort into drafting the best possible wilderness proposal for Isle Royale National Park will feel their decade of work on this project has not been in vain.

Thank you.

Senator HANSEN. Miss Raye-Page, if you would like to remain at the witness table I will ask Mr. Foreman and Mr. Bowman, who will both be speaking on Bandelier, to come to the witness table.

I understand you two would like to be heard on that proposal before the committee. We will hear first from Mr. Foreman.

STATEMENT OF DAVE FOREMAN, GLENWOOD, N. MEX., REPRESENTING GOV. JERRY APODACA OF NEW MEXICO

Mr. FOREMAN. My name is Dave Foreman, and I am from Glenwood, N. Mex. I am here representing Governor Jerry Apodaca of N. Mex. and the New Mexico Wilderness Commission of which I am a member.

The New Mexico Wilderness Commission has been appointed by Governor Apodaca to examine proposals for wilderness classification and other wilderness related matters on behalf of the Governor and to recommend appropriate policies concerning Federal wilderness legislation. Accordingly, the New Mexico Wilderness Commission has examined the proposals to place much of Bandelier National Monument in the National Wilderness Preservation System and makes the following comments and recommendations which have the endorsement of Governor Apodaca:

Both the Senate and the House of Representatives of the U.S. Congress have had bills before them which contain proposals for a Bandelier Wilderness. House bills include H.R. 4197 (Lujan) H.R. 5823 (Seiberling), and H.R. 7169 (Sebelius). Senate Bills are S. 731 (Domenici) and S. 1069 (Jackson). These bills reflect basically similar boundaries, but it should be noted that the original National Park Service proposal of 21,110 acres has been expanded by both the National Park Service and citizens' organizations.

Most of Bandelier National Monument is of high quality wilderness character, with the only significant development located near the visitor center in the bottom of Frijoles Canyon and the developed campground and service near the entrance. Ther are no commercial conflicts with wilderness designation.

The legislatively proposed wilderness area should be expanded to include the citizen-supported "Jemez addition" of approximatly 637 acres in the northwestern area of the monument and the "Frijolito addition" of approximately sixty acres upstream of the visitor center. The eastern boundary along the Rio Grade should coincide with the high water mark for Cochiti Lake. That portion of Frijoles Canyon lying downstream of the Frijolito addition should be excluded from wilderness designation except for the lower 1 mile where the wilderness boundary should return to the monument boundary.

No enclaves are necessary and none should be in the legislation. The performance of activities desired by the National Park Service in the vicinity of the Stone Lions Shrine, the Pueblo of the Stone Lions, and the Capulin Canyon Cabin is permissible under the 1964 Wilderness Act (sections 4(b) and 4(c),.

Governor Apodaca and the New Mexico Wilderness Commission strongly recommend that the Bandelier Wilderness legislation be passed as described above.

We appreciate the opportunity to make these comments and recommendations.

I would like to make some personal comments. Last fall members of the Commission and several conservation groups met with Joseph Rumberg, who is Southwest regional director of the Park Service, to discuss the Bandelier Wilderness proposal. At that meeting, Mr. Rumberg agreed to our additions, the Jemez addition and the Frijoles addition and also agreed the area around the Stone Lions Shrine could be included in the wilderness area.

Senator HANSEN. That is in the center there.

Mr. FOREMAN. Yes, the doughnut hole. Mr. Rumberg of the Park Service in Santa Fe agreed to that and said they saw no problem with that. What they wanted to do was basically put a roof over the Stone Lions Shrine which is idols of mountain lions the Indians had there to protect from erosion, and eventually maintain the facilities at the Capulin Canyon Cabin.

It is our understanding the Park Service agreed with us on this. I called Mr. Rumberg again, and again he agreed with our proposal, and when this morning I talked with Director Everhardt of the Park Service I find they did not agree with that. I was sort of caught between the rock and the hard spot, because I was telling everybody the Park Service agreed with the larger proposal the conservation groups had proposed.

I am not sure what the situation is on this. It seems there is a lacking in communication between the field and the Washington office. But I suppose that is not uncommon.

When I get home I am going to talk to Mr. Rumberg and see if the Park Service can make a decision on this. Our feeling is an enclave like that in the wilderness would make management of the wilderness more difficult.

Senator HANSEN. Thank you very much, Mr. Foreman, for your testimony. I understand you speak for the Governor and the Wilderness Commission which he has appointed?

Mr. FOREMAN. Yes, sir.

Senator HANSEN. Thank you so much. Director Everhardt of the Park Service is here. If we are able to, I will afford him an opportunity if he would like to respond, and perhaps you would like to do that now. There seems to be some misunderstanding on Mr. Foreman's part as to the position of the Park Service. Would you comment on that?

Mr. EVERHARDT. Thank you, Senator Hansen. I think as we discussed earlier today our feeling has been this area is going to be an area of intense use. I was not aware that Joe Rumberg agreed with the proposal as submitted. I would have to defer to our Wilderness Coordinator and see what our regional directors have been recommending. But our feeling is this is an area where there is going to be a base camp for archeological investigation. It will be an area where we are going to have mechanical devices for purification of water to support this base camp. It is going to be an area where there is going to be the necessity to bring in supplies and materials. So we felt with this intense use, intense visitation that the quality of that wilderness would not be experienced by the visitor in this

area. I would not be opposed to looking at the need for closing that down a little. I see there are a couple of shelters in this area that we were hoping to do some maintenance on. Maybe we could do a little bit more to reduce the 500-acre nonwilderness area.

But that is how we feel about it, Senator, and how we expressed it to you this morning and to the committee.

I was not aware that these agreements had been reached. So we are happy to note that.

Senator HANSEN. Thank you very much, Mr. Everhardt.

Mr. Carl Bowman, whom I met earlier this morning, is here. We would be pleased to hear from you, sir.

STATEMENT OF CARL B. BOWMAN

Mr. BOWMAN. I am Carl B. Bowman. I would like to testify today on the Bandelier Wilderness area of approximately 24,000 acres. I have prepared a slide program which contrasts the wilderness I have proposed with that recommended by the National Park Service and a longer report that describes the wilderness that I would like to have included in the record. I have already submitted that.

[Slide presentation "A Bandelier Wilderness Area".]

Senator HANSEN. Thank you very much, Mr. Bowman. Those are certainly excellent slides. I have not been in that area. I have been keenly anticipating a trip into New Mexico and I look forward to doing that.

[The prepared statement of Mr. Bowman follows:]

STATEMENT OF CARL BOWMAN

I would like to testify today on a proposed wilderness area for Bandelier National Monument, in New Mexico. The wilderness I have proposed is one of 22,830 acres. As part of my testimony, I have prepared a written statement which discusses the wilderness as a whole. Mr. Chairman, I ask consent that this report be included in the record.

For my oral testimony I have prepared a slide program which contrasts the wilderness I have proposed with that recommended by the National Park Service in their report of August, 1972.

A BANDELIER WILDERNESS AREA

(SLIDE PRESENTATION)

Bandelier National Monument, in north-central New Mexico, is located on the Pajarito Plateau at the base of the Jemez Mountains. The plateau is cut by numerous deep, cliff lined canyons. It was in these canyons, and on the plateau, that ancestors of the modern Pueblo Indians built their homes. The monument was set aside in 1916 to preserve the cultural remains of these prehistoric peoples. Also contained in the present monument boundaries is a superb natural area, containing not only archaeological features, but a wide range of ecological conditions and significant scenic values.

The National Park Services has recommended a wilderness area for Bandelier National Monument. After careful study of this proposal, it is felt some changes to the Park Service proposal would enhance the wilderness area. The changes are based on personal experience in the proposed wilderness, discussions with others familiar with this area, and a careful study of wilderness legislation, as well as ecological and archaeological considerations. These changes will add lands scenically outstanding and ecologically significant to the wilderness area. These lands are remote or undeveloped now, and display true wilderness character.

The first, and largest of these wilderness additions, is the Jemez Wilderness Addition. Lying west of Bandelier is a high plateau. Because of its elevation, it receives additional precipitation throughout the year. This additional moisture is able to support a relatively dense forest. Streams originating on the high plateau have cut deep canyons through the plateau on their way to the Rio Grande. A portion of the high plateau is contained in the northwest "panhandle" of Bandelier. It was added to the monument in 1963 for its scenic features. The area is presently undeveloped. Any major development in this high plateau would require extensive clearing of forested land, and a costly extension of utilities. For these reasons, it is less suited for development than lands further east. It is therefore proposed that 637 acres of the high plateau be retained in its wilderness state and added to the Bandelier Wilderness as the Jemez Wilderness Addition. This addition contains the dense forests characteristic of the high plateau, and provides watershed for Frijoles Canyon. Designation of this area as wilderness will not only benefit the forest. Inclusion of the forest in the Bandelier Wilderness will increase the ecological complexity of the entire wilderness. With increased complexity comes greater ecological stability. With this greater stability, the Bandelier Wilderness will benefit as a whole.

The second area proposed for inclusion in the Bandelier Wilderness lies in the White Rock Canyon of the Rio Grande, where it forms the eastern boundary of Bandelier. It is one of the few remaining undeveloped portions of the Rio Grande in New Mexico. The portion of the canyon bordering Bandelier is the most spectacular part of the canyon. Here the canyon is the narrowest, and its walls climb over 1,000 feet above the river. Spectacular cliffs terminate the Pajarito Plateau above the Rio Grande. Steep slopes lead from the base of these cliffs to the floodplain of the river below. The canyon rim is forested with pinon-juniper, common to the monument. The steep slopes are arid and support only grasses and scattered trees. Along the Rio Grande, relatively lush parks containing pines and deciduous trees grow where there is sufficient moisture.

Cochiti Lake, a reservoir created by the Army Corps of Engineers, will flood the bottomlands and lower canyon walls of White Rock Canyon. This flooding is expected to vary widely, as fluctuations of water level in Cochiti Lake will be great. The White Rock Wilderness Addition will not be flooded by Cochiti Lake. If the lake is allowed to rise to the 20 Year Flood Pool, a narrow buffer of non-wilderness land will separate the wilderness from the wasteland below. This area will include the spectacular cliffs and upper canyon walls of the White Rock Canyon. Because of the rough terrain, it is little suited for any development, but rather has true wilderness character. Addition of the White Rock Canyon, one of the most beautiful portions of Bandelier, to the wilderness will insure it from development, and, like the Jemez Addition, will enhance the ecological stability of the Bandelier Wilderness.

The National Park Service has recommended the retention of a 540-acre non-wilderness enclave in the Bandelier Wilderness. This enclave would be used for the mechanized excavation of Yapashi Pueblo, protection of the Shrine of the Stone Lions, as a base for wilderness management and as a base for archaeological excavations. Study of wilderness legislation has shown that these functions can be performed in a wilderness area without difficulty. Other wilderness areas have similar management bases within their boundaries. Since Bandelier is a historical unit of the National Park System, the excavation of Yapashi Pueblo and protection of the Stone Lions can be accomplished in the wilderness area by permit of the Secretary of the Interior.

The 540 acres returned to the wilderness an scenically significant. West of Yapashi Pueblo and the Stone Lions is an escarpment rising to the higher western plateaus. The escarpment is highly visible throughout the monument. From its slopes, panoramic views of Bandelier and the Pajarito Plateau can be obtained. An upper section of Capulin Canyon would also be returned to the wilderness. It is an area of rugged cliffs and canyons, well suited to wilderness designation. By designating the Stone Lions Enclave wilderness, there will be no problems for the Park Service in administering the wilderness from the present facilities, or in excavating the prehistoric ruins, but the wilderness will benefit from the greater continuity, as well as the outstanding features added.

A small area above the south rim of Frijoles Canyon is also proposed for addition to the Bandelier Wilderness as the Frijolito Wilderness Addition. This small area contains the excavated ruins of Frijolito Pueblo, and is bounded on three sides by the wilderness area. This area forms an integral part of the Bandelier Wilderness. Views of the area stretch south across the monument, linking it with the adjoining wilderness in mood as well as geography.

As the population of northern New Mexico rises, and more and more people seek the solitude of wilderness, a need for natural areas able to supply the inspiration of nature will grow. The National Park Service Wilderness Recommendation for Bandelier National Monument, as altered by the four changes proposed in this report, will preserve an area of exceptional scenic value in an ecologically sound manner without sacrificing the rich archaeological and cultural values for which the monument was created.

AN OUTLINE OF THE BANDELIER WILDERNESS

When Bandelier National Monument was first established in 1916, its purpose was, and remains today, to preserve the prehistoric remains of a pueblo culture which flourished in the Bandelier area until about 1500. However, the modern monument boundaries also include a wild and rugged area of as yet unspoiled wilderness. This beautiful wild area is now being considered for inclusion in the National Wilderness System. The proposal outlined on the following pages gives a description of a wilderness area of 22,830 acres, which includes a sample of the various ecosystems and topography found in the undeveloped portion of Bandelier. The wilderness is divided into five sections, as shown on the accompanying map, and each is discussed in outline form.

Area A

Area outline.—The northwestern "panhandle" of the monument, from the south monument boundary north across Canyon de los Frijoles and a high mesa to abandoned logging roads near State Road 4, and east to the boundary of the old Ramon Vigil Grant.

Physical description.—Frijoles Canyon is up to 1,200 feet deep in this area, with a constant stream in the floor. The canyon walls are forested in pine and spruce, except where cliffs intervene. The canyon floor is likewise forested, with a heavy undergrowth of herbs and shrubs, interspersed with small meadows. The mesa supports a ponderosa pine forest with some spruce and fir (mixed conifer) and open, grassy meadows.

Ecological life zone.—Canadian Zone and Canadian/Transition Ecotone.

Archaeological resource.—This area is not surveyed for archaeological remains, but large ruins seem unlikely because of the dense nature of the forest.

Modern facilities.—Trails, trail markers, one trail shelter, and one fire cashe (both in Frijoles Canyon). The old logging roads have reverted to a natural condition.

Area B

Area outline.—The north rim of Canyon de los Frijoles and associated tributaries, to a point approximately one mile upstream from the Frijoles Visitor Center, then following a line roughly southwest to the west monument boundary.

Physical description.—Open ponderosa pine forests on mesas interspersed with grassy meadows and scrub oak thickets. The major canyons (Frijoles, Alamo, and Capulin) have cliffs and steep walls. The bottoms are forested with pine and spruce with heavy undergrowth, interspersed with small, grassy meadows. The area is composed of soft volcanic tuff (compressed ash), with a limited outcrop of clay and sandstone in the southwest.

Ecological life zone.—Transition Zone and associated riparian.

Archaeological resources.—Numerous small pueblo ruins (for one or two families) are within the area. Medium-sized pueblos are not specifically reported, but several in the area fall in this range. Large pueblos are not reported, but their future discovery would not be surprising.

Modern facilities.—Trails, trail markers, one fire cashe.

Area C

Area outline.—Potero de los Vacas, middle Capulin Canyon, and the intervening mesas and canyons.

Physical description.—Open ponderosa pine forests grade into dense pinon-juniper scrub woodland. Minor canyons have steep, sometimes barren sides. Some grassy clearings are in the vicinity of ruins. Capulin Canyon is 600 feet deep, with high cliffs and steep slopes forming the walls. The canyon floor is forested (ponderosa pine is predominant, although a few cottonwoods appear) with a grassy or shrubby understory. The entire area is composed of volcanic tuffs.

Ecological life zone.—Transition/Upper Sonoran Ecotone and associated riparian.

Archaeological resource.—The large ruins of Yapashi Pueblo (possibly the largest ruin in the monument), and the Shrine of the Stone Lions (mountain lion effigies carved in bedrock, and still revered by some pueblo groups) are the two outstanding features in this area, and two of the most interesting within the proposed wilderness. Near Yapashi there are numerous cavate dwellings, and small and medium ruins are undoubtedly more numerous than reported on the surrounding mesas.

Modern facilities.—Trails, trail markers, one trail shelter, one fire cashe, and a management base camp in Capulin Canyon (consisting of a cabin, corral, and a radio transmitter), similar to management bases in other, existing, wilderness areas.

Area D

Area outline.—The south rim of Canyon de los Frijoles to the west rim of White Rock Canyon, and south and west to the monument boundaries.

Physical description.—The mesas are forested with dense pinon juniper scrub woodland in the north and west, thinning to a savannah-like juniper woodland in the southeast. An understory of grasses is badly overgrazed by the ferral burro population. Major canyons (Alamo and Capulin) support ponderosa pine and cottonwoods, with a moderate shrub and herb understory. Many canyons are cliff-lined, and even the minor canyons have steep, barren sides. The area is almost entirely composed of volcanic tuff, although lower Hondo and Capulin Canyons cut through layers of black lava.

Ecological life zone.—Upper Sonoran Zone, Transition/Upper Sonoran Ecotone.

Archaeological resource.—Along with Area B, this area contains the bulk of prehistoric sites in Bandelier. Small ruins abound, and medium-sized ruins are frequent. The large ruins of San Miguel and the excavated ruins of Frijolito are within this area as well (no difficulty is anticipated in the upkeep of Frijolito in the wilderness area). The Painted Cave, a large, shallow cave with its back wall covered with pictographs, is a major attraction in this area. Cavate dwellings are also found in Capulin Canyon.

Modern facilities.—Trails, trail markers, one fire cashe, and one trail shelter (in Alamo Canyon).

Area E

Area outline.—The west rim of White Rock Canyon down to a point forty feet above the maximum water level of Cochiti Lake, placing the boundary at the 5,500 foot contour (Cochiti Lake is a project of the Army Corps of Engineers).

Physical description.—This area contains the rugged, scenic cliffs and slopes which terminate the Pajarito Plateau above the Rio Grande. The vegetation is a light growth of juniper interspersed with grasses and cacti. Some large areas are barren, covered by rockfalls. The relatively lush parks along the Rio Grande are not included because of their impending destruction by Cochiti Lake.

Ecological life zone.—Upper Sonoran.

Archaeological resource.—There are scattered small ruins on the lower slopes, but larger ruins seem unlikely because of the rough topography.

Modern facilities.—Trails, trail markers.

Together, these five areas present a unified wilderness, well suited to offer the seeker of solitude, the seeker of beauty, or just lovers of nature, a unique area where these desires can be met. Because of provisions in wilderness legislation, the Bandelier Wilderness can be established for the preservation of existing wilderness values, without the need of sacrificing the knowledge of its former inhabitants through archaeology.


to Valle Grande
to Los Alamos
A
CAÑON DE LOS FRIJOLES
B
to
SAN MIGUEL MOUNTAINS
B
C
Stone Lions
Yapashi Ruin
ALAMO CANYON
Frijolito Ruin
Frijoles
to Santa Fe
D
San Miguel Ruin
CAÑADA CANYON
D
Painted Cave
E
E
WHITE ROCK CANYON
Rio Grande
north
0
1
2
miles
Wilderness Area
BANDELIER NATIONAL MONUMENT
Monument Boundary
Paved Roads
Dirt Roads
Wilderness Area
c.bowman/11-75

STATEMENT OF RAYE-PAGE REPRESENTING THE WILDERNESS SOCIETY

Ms. RAYE-PAGE. I am representing the Wilderness Society and I would like to say Mr. John McComb, the representative of the Sierra Club from the southwest area was here previously to testify and I think he will send in his statement. He was not able to come back.

Senator HANSEN. Fine.

[See appendix III, p. 225.]

Ms. RAYE-PAGE. I also have a statement from the Defenders of Wildlife which I will give to you. [See appendix I, p. 177.]

We very much support the statement made by Mr. Foreman and Mr. Bowman. One of the reasons for having this reserve in wilderness is not only does Bandelier preserve the ruins of the ancient Pueblo Indians but it also displays the environment in which they lived which you cannot always have. There are very minor differences in all of the wilderness proposals. The acreage differences in these areas in the different proposals are caused by the fact that some of the wilderness groups did use the Park Service map base to arrive at a figure of 23,267 and others in New Mexico reassessed those figures and came up with a different figure which is 24,600. But we think they are all about the same. It is a matter of how they measured it.

We are all in agreement on the same area. We support the Jemez, the Frijolito Pueblo Ruins and the Stone Lion Enclave.

I will mention several reasons why the Stone Lions area should be included.

Section 4 of the Wilderness Act confirms the right of the agency to administer an area and to fulfill its managerial requirements by stating that (1) the act is supplemental to the purposes for which the units of the National Park System are established and administered, section 4(a); (2) that the act shall not modify the authority under which the units of the National Park System are created, nor shall it lower the standards evolved for the use and preservation of park units, section 4(a)(3); and (3) that the agency shall be responsible for preserving the wilderness character of the area and shall so administer for other purposes for which it may have been established as also to preserve its wilderness character, section 4(b).

Early excavation of archeological sites were often crude and destroyed the sites they were trying to learn about. Some of the present techniques are more sophisticated and there are indications there would be more sensitive and productive methods in the future.

Our next difference is with the specific management language than that proposed by the Park Service which has been addressed here quite a bit today. But we do think the Wilderness Act, as always, has been discussed already but we do not think the Park Service anticipates coming in with bulldozers, so most ecological or archeological research that they permit would be limited. So we suggest that there be no special language in this bill, that it be in the committee report, if it is considered that that concern needs to be addressed.

Senator HANSEN. Thank you.

[The prepared statement of Ms. Raye-Page follows:]

STATEMENT OF RAYE-PAGE, REPRESENTING THE WILDERNESS SOCIETY

I am Raye-Page representing The Wilderness Society which appreciates the opportunity to present its views.

We join with the New Mexico and other national conservation organizations in support of wilderness designation for Bandelier National Monument.

We commend the Park Service and Senator Domenici for their excellent proposals for wilderness.

Bandelier is rich in the history and mystery of the ancient civilization of Pueblo Indians. It contains not only the ruins of this civilization but also the wilderness environment in which the people lived. The protection of the remnants of the area's early culture by wilderness designation is appropriate because the 1964 Wilderness Act defines wilderness as that which may contain "ecological, geological, or other features of scientific, educational, scenic, or historical value." (sec. 2(c)). Bandelier embodies all of these wilderness values There are only minor differences in the wilderness proposals.

I. ACREAGE

There are no real differences in acreages recommended by the New Mexico groups, the Sierra Club, the Wilderness Society, and Senator Domenici. Some of the groups have used the Park Service map base to arrive at a figure of 23,267 acres while some have reassessed the map base figures to arrive at 24,600 acres for wilderness. All of us agree that to the Park Service proposal of 22,030 acres there should be added the following areas:

1. *Jemez* addition (no. 2 on our map)—637 acres in the northwest corner of the monument form a high plateau of ponderosa and pinyon pine and juniper which qualifies as wilderness.

2. *Frijolito Pueblo Ruins* (No. 3 on our map)—60 acres in which the ruins have been excavated without damage to the wilderness values.

3. *Stone Lion enclave* (no. 1 on our map)—540 acres which contain the Stone Lions ancient shrine, Yapashi Pueblo, and Park Service maintenance and research facilities. This area should be included in wilderness in order that its anthropological significance shall be preserved and that the wilderness and historical experience of visitors shall not be diminished. Section 4 of the Wilderness Act confirms the right of the Agency to administer an area and to fulfill its managerial requirements by stating that (1) the Act is supplemental to the purposes for which the units of the national park system are established and administered (sec. 4(a)); (2) that the Act shall not modify the authority under which the units of the national park system are created, nor shall it lower the standards evolved for the use and preservation of park units. (Section 4(a)(3)); and (3) that the Agency shall be responsible for preserving the wilderness character of the area and shall so administer for other purposes for which it may have been established as also to preserve its wilderness character (Section 4(b)).

Therefore, the requisite maintenance facilities need not be excluded from wilderness, Protective sheltering of the shrine from erosion can be accomplished, and archeological excavation and research can be conducted. Early excavation methods were often destructive; present techniques are more sophisticated; and there are indications that more sensitive and productive methods will evolve in the future.

II. OUR NEXT DIFFERENCE IS WITH THE SPECIFIC MANAGEMENT LANGUAGE PROPOSED BY THE PARK SERVICE

The Wilderness Act, as we have just discussed in regard to the Stone Lions area, allows the Park Service the prerogative of administering the area in accordance with its managerial needs and with the purposes for which the unit was established. Thus, special language in the bill to authorize investigation and stabilization of sites and maintenance of shelters is unnecessary. We suggest that the Committee Report could adequately address these concerns.

Mr. Chairman, we conclude with the recommendations that the Jemez, Frijolito Ruins, and Stone Lions areas be added to the wilderness proposal of

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the Park Service and that specific management concerns be reflected in the Committee Report rather than in the bill.

Thank you.

Senator HANSEN. Before I adjourn the hearing let me ask Director Everhardt. Do you have any further observations to make before we do that?

Mr. EVERHARDT. No, sir. I think our position is well stated in our statement. If you have any questions, we would be happy to respond.

Senator HANSEN. The hearing record will remain open for not less than 2 weeks in order that there might be an exchange of ideas and have those ideas included in the hearing record, if there are such ideas that need to be further explored.

Let me thank you on behalf of Chairman Johnston for your appearances here today. You have been most patient. I think the subcommittee is indebted to each of you for having made the contribution you have. I think it has been an excellent morning and afternoon. The hearing is now adjourned.

[Whereupon, at 3:12 p.m., the hearing in the above-entitled matter was adjourned.]

APPENDIXES

[Under authority previously granted, the following statements and communications were ordered printed:]

MEMORANDUM FROM THE CHAIRMAN

Many persons have requested that their comments be made part of the printed record. Not all could be accommodated. This volume, however, contains a broad sampling from the mail we have received. We have tried to ensure that all points of view have been included and that the weight of comments pro and con has been preserved. Those letters which were not reprinted here remain as part of the Committee's file and they, too, will be considered in our further work on the problems under study.

Over the past several weeks we have received a large number of letters from interested individuals and groups throughout the country, containing their opinion on the proposed bills to designate lands as wilderness.

APPENDIX I

Additional Communications Submitted for the Record on Wilderness Additions—National Park System

DEFENDERS OF WILDLIFE,
November 4, 1975.

Hon. J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: Defenders of Wildlife is pleased to submit comments on proposed Wilderness designations for various units of the National Park System, including Yosemite, Isle Royale, and Shenandoah national parks; Pinnacles, Badlands, and Bandelier national monuments; and Point Reyes National Seashore. We appreciate the invitation to present our views on this timely and important subject.

Our comments are not directed at the details of each Wilderness bill being considered in this hearing, but rather at the general concept of National Park Wilderness. For the purposes of the specific proposals before us today, we support, without exception, the citizens' proposals for each park area. In the case of Shenandoah National Park, we support the 112,687-acre alternative.

Wilderness designations for qualified units of the National Park System are long overdue. The Wilderness Act is now eleven years old, and the nation has learned of the benefits of a wilderness management overlay on certain public lands. Wilderness management insures the best possible protection for wildlife habitat and other natural values in national park, forest, and refuge lands. Such protection should be applied to the National Park System as quickly and expediently as possible.

The Wilderness Act clearly states that wilderness is primarily a preservation, not recreation, tool. Congress made the judgement, on behalf of the American people, that wilderness environments should be preserved as examples of our natural heritage. To this end, the outstanding backcountry areas in our National Park System merit inclusion in this program without delay.

The recreational potentials of our national parks will not be adversely affected by Wilderness status. The Organic Act of the National Park Service (16 USC 1 *et. seq.*) states that national parks and the natural features therein are to be protected and preserved unimpaired for enjoyment by future generations. In this context, wilderness designation is consistent with the 1916 mandate for preservation, and few, if any, management decisions would be pre-empted by these wilderness proposals that would not be precluded by sound management under the original legislation. However, the wilderness overlay is a special designation selecting and preserving the outstanding primitive areas in our parks.

In summary, our position is strongly in favor of maximum Wilderness designation for the national park areas in questions. We urge this Committee to move forward with the citizen-proposed acreages, thus opening the way for consideration of the remaining National Park System areas as components of the National Wilderness Preservation System.

Sincerely,

TOBY COOPER,
Wildlife Programs Coordinator.

WORLD-OF-ROCKHOUNDS ASSOCIATION, INC.,
Artesia, Calif., February 11, 1976.

HON. J. BENNETT JOHNSTON,
Chairman,
Parks and Recreation Subcommittee,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: The World-Of-Rockhounds Association would be pleased to have its views included in the proceedings listed to be heard 19 February 1976.

Our nation finds itself in a dilemma. On the one hand natural resources and the basics of life are needed, then on the other, many are clamoring for a perfect environment in which to live. The planet that we call home does seem to have a limited amount of resources which it will yield, and so-called experts have given many estimates on the remaining supply. History has indicated that as a need arises, technology has solved the problem.

The most serious problem we face today is not a shortage of what this planet will provide but a problem of waste. The so-called environmental protection proponents claim theirs is the only way to save anything for the future. That position is far from the truth. Progress dictates that we must go forward or not survive, as a nation or a people. Waste is a national problem which cannot be solved by closing off the source of natural resources.

The most wasteful thing this nation can do is to expand the most wasteful act Congress has ever passed—The Wilderness Act. The Act does not provide for grazing of cattle to produce food, the Act does not provide for proper harvesting of timber for housing, the Act does not provide recreation for over 98% of the American people, the Act does not provide for wildlife management or protection and the Act does not provide for exploration or extraction of needed resources. Our nation and its people need all of these.

The only claim to fame the Act does have is to provide large playgrounds for less than 2% of the American people that have the physical endurance, but more particularly, the economic freedom to spend weeks at a time, on foot or on animals, in these areas. (Percentage figures from a Department of Interior report).

Our nation needs to increase its recreational areas, it also needs many natural resources and these needs can be provided together. The Wilderness Act cannot provide for any of the needs of this nation, therefore, is a waste.

Consequently, to place any land area under the Wilderness Act is a waste this nation cannot afford.

Sincerely yours,

VIRGIL H. THOMAS,
Chairman, National Affairs Research.

APPENDIX II

Additional Statements and Communications Submitted for the Record on S. 1068—Badlands National Monument, S. Dak.

DACOTAH CHAPTER OF THE SIERRA CLUB
P. O. Box 1624
Rapid City, South Dakota 57701

Statement of Norman E. Nelson, Chairman

S. 1068, TO DESIGNATE CERTAIN LANDS IN THE BADLANDS NATIONAL MONUMENT, SOUTH DAKOTA, AS WILDERNESS.

Hearing, 6 November 1975, before the Subcommittee on Parks and Recreation of the Senate Committee on Interior and Insular Affairs.

Mr. Chairman and Members of the Subcommittee:

My name is Norman E. Nelson, and I am Chairman of the new Dacotah Chapter of the Sierra Club. Our membership of more than 300 includes both Dakotas; our mailing address is P. O. Box 1624, Rapid City SD 57701. In addition, I have been asked to present these comments on behalf of the South Dakota Environmental Coalition, a coalition of eastern South Dakota environmental organizations; the Coalition will be submitting additional written testimony.

Environmentalists in the State of South Dakota have been interested in, and have been working in support of, the proposed Badlands Wilderness since the beginning of the proposal in 1971. The Sierra Club spoke in favor of an expanded wilderness area at the January, 1972, public hearings. We believed then, as we still believe, that the Badlands Wilderness represents one of the very few opportunities to add, in the words of the Park Service's Final Environmental Statement, "a significant area of prairie grassland" to the National Wilderness Preservation System. There is almost no grassland in the Wilderness System, and this once extensive and still important ecosystem continues to disappear as more and more land is

converted to intensive agriculture. This proposal is Congress' chance to protect a large area of grasslands.

Let me try to give you a feel for the Badlands Wilderness Area. Have you ever been in an area where the loudest sound was the song of a meadowlark? Where the stillness of the night was broken only by the call of the coyotes, and the only lights visible were the stars close overhead? Where you could sit in broad daylight and watch a coyote stalking prairie dogs? Where the solitude was broken only by the waves of the wind through the waist-high grass, while a hawk circled above the crumbling turrets of a fantasy castle sculptured by erosion from pink and gold and gray layers of shale?

These rolling areas of grasslands, constantly changing landscapes of light and shadow and sculptured form, give you a feeling of what the first men to cross the plains must have seen: the herds of bison and the all-encompassing grass. Within the areas proposed for the Badlands Wilderness, these sights and sounds may still be found, as I have found them there. Such areas are clearly examples of what the Congress had in mind when it passed the Wilderness Act. And, if our Wilderness areas are to fulfill their mandated function as living laboratories, it is essential that we add more grasslands to the system.

The beauty of the grasslands is subtle, not breath-taking. Perhaps this is why most of our wilderness areas until now have been in the mountains and forests. There is very little prairie left that does not know the bite of the plow or the geometry of the fenceline. In Badlands National Monument we have the chance to know what it was to see an endless vista of rolling grasslands, and perhaps to sense what once spanned a thousand miles: the grassland wilderness.

The Badlands were once the home of great dinosaurs, living by

the sea that covered the central part of the continent; later fossils found there include the ancestors of today's horses and camels, as well as many species which left no descendents. The wildlife of today is adapted to a far different climate: the scorching heat of summer and the piercing cold of winter have shaped the flora and fauna of the grasslands. Most of the plants found there today are the native species which have adapted to the climate which created and maintains the grasslands. From the herds of bison, deer, and pronghorn, and the bighorn sheep to the tiny chipmunk whose coat is tan to match the background of the formations in which it lives, the animals of the Badlands are the animals of the undisturbed grasslands. The abundant bird life (more than 120 species have been sighted) includes such species as the turkey vultures which may always be seen circling on the wind, or perched atop the eroded badlands formations. There are prairie dog towns within the area, providing food for coyotes and other predators; the endangered black-footed ferret, which lives only in prairie dog towns, has been recorded there, and is believed to still be present. Here one can see the prairie as it once was, with the wide variety of plants and animals which make it a unique ecosystem.

Today there are almost no indications of former human use of the area. To the Indians, and to the early explorers, the area was the "bad lands to traverse", although some prehistoric sites have been recognized. As the state's Historic Preservation Program states, there would be no detrimental effects from Wilderness designation on historic resources known or unknown.

Sporadic attempts to homestead in the area have all resulted in failure, due to the uncertainty of the rainfall and the large amounts of land required for successful ranching. About the only remnants of this settlement are the scattered stock dams mentioned in the proposal. These are earthen dams, now grassed over for many years, and are not

intrusive. There is no reason why these dams, which have been maintained more for the deer and pronghorn than for the bison, which can find water for themselves, should not be part of the Wilderness Area, as proposed.

In a way, it is the very inhospitability of the area to man's settlement that has made it possible for us to be here today asking for Wilderness designation. The same forces that shaped the prairie ecosystem are still operating here; the native species that form that ecosystem are doing well where man's livestock cannot.

It is important that it be understood that the proposed Badlands Wilderness is presently, in all significant aspects, being managed as wilderness, but without the statutory protection it requires to assure that such management will be continued. Designation as part of the National Wilderness Preservation System will not change the management of the area, it will ensure its continuance. This vital statement deserves repeating: Wilderness designation will not change the present management.

Let us look in a little more detail at some of the management questions in the areas proposed as Wilderness. First, it is important to realize that the wilderness proposal areas are entirely within the boundaries of the North Unit of the Badlands National Monument, and do not involve any expansion or change of those boundaries. Some confusion has arisen because the Park Service held hearing on a proposed expansion of the Monument on the same day as the wilderness hearings; this misunderstanding seems to have created some opposition to the wilderness proposal. As noted, all the areas involved are presently within the old boundaries of the Monument, and do <u>not</u> mean an expansion

Wildlife management within the Badlands Wilderness proposal areas

follows present Park Service guidelines, and would not be changed by designation. The herds of deer and pronghorn are protected within the Monument, but they continue to move freely in and out of the Monument and are controlled by hunting outside the boundaries; this will not change. The same is true when it becomes necessary to control the size of the bison herd.

Similarly, some of the ranchers with land adjacent ot the Monument have expressed concern about the spread of prairie dog towns onto their land; again, while we recognize the problem, since control measures are presently banned within the National Monument, there would be no change with designation. Nor would designation affect the rancher's right to use control measures on private land, as at present. As noted, the endangered black-footed ferret lives only in prairie dog towns, and is possibly present in the proposed area.

The question of impacts on weather modification efforts in the state is irrelevant to the issue of wilderness designation. We would refer you to the statements in both the Proposal and the Environmental Statement that weather modification is controlled by the Park Service Organic Act, and designation can not change the policies of that Act.

There is presently no grazing of domestic livestock permitted on federal lands within Badlands National Monument. Wilderness designation will not change this, and it is again irrelevant to the issue to argue that such designation would impair the grazing rights of the ranchers. On those lands where there are some retained grazing rights, the Wilderness Act, under Section 4(C), would clearly allow them to continue; the Park Service has announced the intention to terminate grazing upon the expiration of those retained rights in 1979 and 1980, which again would not be changed by Wilderness status.

In all these aspects, then, we see that Wilderness designation will not change anything except to make permanent the wilderness values that are presently there. Nothing that we can see stands in the way of Wilderness designation at this time.

Finally, we join with Senator Abourezk in asking that the Park Service's several "Potential Wilderness Additions" be added to the Badlands Wilderness at this time. Some of the land designated as potential additions has already become federal land since the publication of the original Proposal and Environmental Statement. The Superintendent of Badlands National Monument informed us, only this week, that the tract in Area 2 has been acquired, and that the paperwork for a land exchange for the Whitcher tract in Area 1 is all but completed. Since these areas are now or soon will become federally owned, they should be included in the designation at this time. We would go further and ask that the other inholdings also be designated, as the Act would seem to permit.

Section 4(C) of the 1964 Wilderness Act is very clear in stating that Wilderness designation is "subject to existing private rights". There is therefore no reason why the lands with retained mineral rights, lands on which there is not now and apparently never has been mining, and on which the rights will expire after a specified time, can not be designated at this time. We support designation of the full 64,250 acres of Badlands Wilderness at this time.

In summary, the Dacotah Chapter of the Sierra Club believes that the grasslands and the badlands formations which make up the Badlands Wilderness proposal are a unique and very special combination of ecosystem and scenic values, such as can be found nowhere else. We

believe that the Badlands Wilderness deserves permanent protection to preserve these values "untrammeled by man, where man himself is a visitor who does not remain", and we call upon you to approve the passage of the Badlands Wilderness bill and designate the full 64,250 acres of the Badlands Wilderness as a part of the National Wilderness Preservation System.

We thank you for the opportunity to present this testimony, and ask that it be made a part of the hearing record.

69-667 O - 76 - 13

DACOTAH CHAPTER
SIERRA CLUB
P.O. BOX 1624 PH. (605) 348-1344
RAPID CITY, SOUTH DAKOTA 57701

Additional Testimony for S. 1068, "Badlands Wilderness"

For the record: Public Hearing, 19 February 1976
(Addendum to testimony submitted 6 November, 1975)

Mr. Chairman, Members of the Subcommittee:

On behalf of the Sierra Club, I would like to supplement my previous remarks. Since the hearings were postponed in November of last year, we have had an opportunity to speak with some of the ranchers who have expressed themselves in opposition to this wilderness proposal, and to the Superintendent of Badlands National Monument. We still believe that the maximum acreage possible should be designated as the Badlands Wilderness at this time.

The concerns expressed by the ranchers are real; they deserve consideration, perhaps by the management committee proposed by Senator Abourezk, perhaps by other administrative means, but they are irrelevant to the wilderness proposal itself.

The designation of the wilderness area will not materially affect the concerns which have been expressed; non-designation, or a greatly reduced designation, will similarly not solve them.

One concern, in answer to which the ranchers have proposed a one-mile buffer zone, is the expansion of prairie dog towns and spread of noxious weeds. We submit to you that such a buffer zone is not the answer, and is not needed. Under present Monument guidelines, control by poisons is not permitted: a buffer zone would not change the guidelines, and thus would not allow control. Conversely, if the guidelines are changed to allow control, Section 4(c) of the Wilderness Act would clearly allow such control within the Wilderness should the need be demonstrated. Thus, the one-

mile buffer zone, which could take as much as 6,000 acres from the wilderness area, is no solution at all.

Problems with such concerns as fire control are purely administrative matters, and clearly are not affected by wilderness designation. Again, Section 4(c) of the 1964 Act explicitly states that emergency measures may be taken.

Similarly, maintenance of the small watering dams would appear to be mandated by the clause in the Wilderness Act continuing the purposes for which the area was originally set aside; no special management language is needed, and thus concern that these dams might not be maintained as needed is not a valid reason for opposing the designation of the Badlands Wilderness.

In the four years which have passed since the first hearings were held in Wall, South Dakota, on the wilderness proposal, changes in land ownership have now made it possible to increase the designation above the 58,924 acres proposed in 1972 by the Park Service. At this time, only 277 acres within the proposal area remain in private ownership. As we noted in our previous testimony, we oppose placing 5,326 acres in "Potential Wilderness Additions"; the operative definitions should be those of Congress in the Wilderness Act, not the Park Service. With the possible exception of the 277 acres still in private ownership, all the areas designated as potential additions are presently qualified, and should be designated by Congress at this time. The Wilderness Act is clear in stating that pre-existing private rights, such as grazing and mineral rights, may continue, and the rights in question are due to expire on a fixed schedule. Their designation should not be left to the future whims of some Secretary.

In conclusion, the Sierra Club, as was stated in our previous testimony, asks that the maximum acreage be designated as the Badlands Wilderness at this time. If

any lands are to be designated Potential Wilderness Addition, this designation should be restricted only to the 277 acres of private land, with the provision that they will be designated wilderness automatically when they come into federal ownership.

Thank you for the opportunity to present this additional testimony.

Norman E. Nelson, Chairman
Dacotah Chapter
Sierra Club

Statement of Donald Higgins

This statement is in favor of the inclusion of 64,250 acres of Badlands National Monument in the National Wilderness Preservation System as prescribed by the Wilderness Act of 1964. The intent of Congress in passing the Wilderness Act in 1964, after many years of debate, has been clearly carried out in the Wilderness Proposal for Badlands National Monument now before the Senate in S. 1068. All of the Congressional criteria for study of the area, initial proposal, public hearings, and presedential recommendation have been met in the Badlands Wilderness Proposal. The National Park Service has fully complied with the Congressional directives of the 1964 Act, and the Park Service personnel are to be commended on their work which will give legislative protection to one of the few areas of grassland wilderness.

In the matter of public comment on the Badlands Proposal, the record has been open for several years beginning with field hearings in Wall, South Dakota in 1972. Other meetings and news stories have given exposure to the issues involved with the wilderness designation. South Dakota Senators and Representatives have handled correspondence concerning questions and objections to the proposal, and staff assistants have kept current on the issues. The record of public debate has been kept open, and people have been encouraged to present their views culminating in the Senate hearing of February 19, 1976.

In following the debate about Badlands Wilderness since its inception, and by checking various points of contention "on the ground" in the Badlands setting, I have noticed that none of the objections to the proposal were based on an understanding of the specific criteria for establishment of an area as Wilderness under the 1964 Act. Objections dealt with management issues already covered by the Wilderness Act or with matters external to the National Monument.

The National Park Service proposal for Badlands was arrived at following careful study by many people of lands within Badlands National Monument using the Congressional criteria for Wilderness qualification. Obviously not all of the lands of the Monument

were eligible for inclusion in a wilderness proposal. However the lands that were proposed meet all of the requirements for designation as Wilderness. After the proposal was presented to the public many objections arose. However, analysis of the objections reveals that the issues raised were often unrelated to the actual specific proposal for Wilderness. Among the objections were the following, with brief rebuttals:

1. That lands of the Pine Ridge Indian Reservation would be affected by the Wilderness proposal, and that Indian rights and control of tribal lands would be interfered with by the legislation. Actually none of the lands of the Pine Ridge Reservation were ever included in the National Park Service recommendation for Wilderness. The initial Park Service study rejected any inclusion of Indian lands of the South Unit of Badlands National Monument precisely because the lands did not meet the criteria set up by Congress in the Wilderness Act. Conflicts regarding Indian lands are irrelevant to the Wilderness proposal, the area of which is not on the Pine Ridge Reservation. Coincidence of public comment on two distinct issues clouded the specific nature of the Park Service recommendation for Badlands Wilderness.

2. That private lands and rights were endangered by the Wilderness proposal. All of the lands of the proposal are within the boundaries of Badlands National Monument. No additional lands were considered; this was not an expansion of the Monument. Over 55,000 acres of the proposal were Federal land. The small private inholdings were outlined in the original study and rights on these lands were recognized. Since the original study some of the private lands have been sold to the Federal government or or exchanged for lands outside the Monument. On non-Federal lands the rights of the owners are intact. Certain lands had been sold previously to the Park Service, such as the 1886 acre Kalkbrenner inholding in the heart of the Sage Creek area. The legal agreements for the use of these lands were worked out before the Wilderness recommendation, and the arrangements between parties are not affected by the Wilderness designation. The Wilderness Act specifically recognizes pre-exiting rights, and no conflict exists in S. 1068

3. That cattle grazing would be cut-off with wilderness designation, and that cattle grazing and movements of cattle outside the Monument would be affected. Again misinterpretation of the Wilderness Act is involved. The pre-existing rights of cattle grazers under

previous agreements were protected and recognized by the National Park Service. Wilderness designation does not cut-off cattle grazing on the Kalkbrenner or Hocking pastures in particular. These units are covered by other agreements with specific termination dates. Grazing on lands outside the Monument, mainly lands of the Buffalo Gap National Grasslands, U.S. Forest Service, is not affected by wilderness designation. Cattle movement across Monument lands via stock driveways was recognized in the Park Service study, and again pre-existing rights were protected. However, no major stock drieveways are involved in the main part of the Wilderness. The Kalkbrenner driveway is part of the pre-existing agreement regarding that inholding.

4. That mineral rights and access would be cut-off with Wilderness designation. Reading of the Wilderness Act indicates that Congress recognized valid mineral rights in the original legislation. The National Park Service study listed these mineral claims as they occur within the Wilderness area. It is important to point out here that the claims are largely for sand and gravel, and that the area proposed for Wilderness is not a mineral rich area. Geological studies have not demonstrated occurrence of valuable minerals, especially not oil, gas, or coal. These lands are not part of the Western coal field, and study of mining claims will show that this grassland area with Badlands silts and clays is not apt to produce minerals. In any case, claims within the Monument are governed by rules other than the Wilderness Act.

Because the area covered by the Badlands Wilderness has been in the Monument for so many years, many of the conflicts seen in other areas are not at issue here. Surely timber harvesting is not involved on this grassland, and water rights are not at stake here. Reading of the National Park Service study indicates the specific character of this grassland area.

During the public debate and Congressional review of Badlands Wilderness two issues have been brought forward that require specific comment. These are the questions of "need" for wilderness designation, or "why wilderness" in a National Monument, and the concern about protecting pre-existing rights in managing the area under the Wilderness Act. The Wilderness Act passed by Congress in 1964 is clearly a vehicle for establishing Wilderness Areas on Federal lands for the nationally recognized purpose of protecting the natural values of these lands as stated in the Act.

This was the result of years of effort and debate before Congress. The value of these lands as part of our national heritage is now recognized by almost everyone involved, after the innovative action of Congress 12 years ago. The issue today is which lands should be included in the National Wilderness Preservation System.

The 1964 Act clearly states that the National Park Service, among others, is to review the lands under its jurisdiction, and to report to the Congress, through the President, the results of inventories of National Park Service lands that would qualify as Wilderness under the terms of the 1964 Public Law. As shown in the Park Service study and in the above comments, the National Park Service carried out the mandate of Congress for Badlands National Monument. In fact they did a very good job for which few changes were needed. It has been stated that because the National Park Service already manages land in its natural state, that wilderness is superfluous on lands controlled by the Park Service. However, Congress in its wisdom recognized the many pressures exerted on units of the National Park System, and directed the National Park Service to review its lands for Congressional protection of lands of unique natural value. That is not to say that all Park lands are automatically wilderness. The criteria set up by Congress surely recognize and exclude many areas not having wilderness qualities. Therefore the traditional roles of the National Park Service in managing park and recreational lands are not influenced by wilderness proposals. Obviously many areas do not qualify as Wilderness, and these will continue under other uses. It is hardly fair to say that the National Park System is being "closed to the public" by wilderness designations. The area involved is not that great. On the contrary wilderness designation will enhance visitor experiences in certain units. While the good intentions of the Park Service are recognized in managing lands, the present day pressures on all lands makes it especially important that unique natural areas are given Congressional protection beyond the changing winds of administration. This is precisely what the Wilderness Act does for lands that meet its criteria. The fate of these lands of great national interest is removed from the hazards of changing Park Service personnel and local pressures for development. The protection of these lands under the Wilderness Act becomes a matter of national choice; the will of the people acting through Congress to protect national treasures.

It is clear in the Wilderness Act (Section 4) that the National Park Service does not give up management prerogatives over areas designated as wilderness. Following the Act, the National Park Service carries on land management without compromising its charter. Section 4 also provides for management flexibility within the purposes of the Wilderness Act. Therefore it is not necessary to "tack-on" a lot of management policies to the legislation designating the Badlands Wilderness. The National Park Service, under the Wilderness Act, can manage the Wilderness as situations arise without legislative encumberances to the legislation establishing the Wilderness.

Specifically for Badlands, the originally proposed "¼ mile buffer zone" is unnecessary. The necessary management can be done inside the Wilderness Area as shown in the Act. Also decisions about wildlife watering devices can be made by the National Park Service without legislation. Wildlife management, visitor management, and resource protection can be handled under the broad provisions of the Wilderness Act, without locking the Park Service into limited options at this time. This flexibility of the Wilderness Act allows for meeting problems which are not even thought of today. S. 1068 designates the area as Wilderness, while the already existing law allows for its management.

Along this line, the matters of pre-existing rights and "potential wilderness additions"are relevent. It is not necessary to withhold areas from Badlands Wilderness under the guise of "potential wilderness". The concept of potential wilderness is not written into the Wilderness Act, and the use of the term in Section1 One of S.1068 is not necessary. These lands of wilderness quality, proposed for later addition, can be incorporated into the initial Wilderness designation without compromising the rights to or uses of the lands. Included here are small tracts of private land, lands with mineral rights, and lands with grazing rights byprevious agreements. Section 5 of the Wilderness Act protects the rights of private lands holders. The map of the Wilderness Plan shows the small number and size of these inholdings. Section 4 of the Wilderness Act provides for the mineral claims on scattered parcels in Badlands. No special designation is needed to protect these claims. Currently none of the claims involve active mining of materials.

Grazing rights are an important matter in Badlands, but again theses legal rights of agreement between the ranchers and the National Park Service are protedted by the

Wilderness Act, and inclusion of these wilderness quality lands can be done initially without stipulation of future addition. These pre-existing uses are adequately covered in the 1964 Public Law. Especially important is the immediate inclusion of the 1,886 acre Kalkbrenner grazing land which cuts diagonally across the main portion of the Wilderness. This is Federally owned land, on which cattle are grazed by previous agreement, with the grazing right to expire in 1979. The short time remaining on the grazing right makes it practical to include this area in the Wilderness now, as such designation will not interfer with the pre-existing right. The same applies to the smaller Hocking grazing right which expires in 1980. All of the 5,326 acres indicated for "potential wilderness addition" in Section One of S.1068 can be included in the original Badlands Wilderness without compromising the pre-existing rights. This would bring the total size of Badlands Wilderness to 64,250 acres, which is the maximum under the National Park Service Proposal.

Finally, it is important to distinguish between <u>designation</u> of Badlands Wilderness, as provided by S. 1068, and <u>management</u> of the Wilderness already provided for in the original Wilderness Act. Under the 1964 Act the management expertise of the National Park Service is allowed to function in dealing with future problems in the Wilderness Area. The valid concerns of Badlands neighbors can be dealt with, while the superb natural values of Badlands Wilderness are protected by Congress "for the benefit and enjoyment of the people."

November 3, 1975
1930 Lincoln Lane
Brookings, S.D. 57006

Senator J. Bennett Johnston, Chairman ATTN. Jim Beirne
Committee of Interior and Insular Affairs
3106 Dirksen Building
Washington, D.C. 20150

Dear Senator Johnston:

I am writing in reference to the upcoming decision regarding the possible designation of a portion of the Badlands National Monument as a Wilderness Area.

I have personally visited the proposed area and find it to be of prime aesthetic value. Unlike many of the more rugged, mountainous Wilderness Areas in the West, this proposed area is of great importance as a grassland. It contains many biological plant and animal species native to South Dakota and the Great Plains. If we are to retain these species for perpetuity, it is necessary that we offer them some form of protection. Wilderness designation will accomplish this.

It is also important to realize that up to this time the large majority of Wilderness Areas have been designated in the Western States. With the energy crises upon us, it is important that we all do our part in the conservation of our energy resources. However, it is difficult to do so when our major concentrations of people are in the east and midwest and the prime areas of recreational value are located in the West. I would suggest that by locating Wilderness Areas closer to the people, large amounts of fuel consumed in transportation could be saved for other more important uses. Personally, I would much rather travel 350 miles to recreate than 850 miles.

It is my hope that your Committee will designate and create the Badlands Wilderness Area. Please include this statement in the hearing record.

Thank-you.

cc. Senator James Abourezk
Senator George McGovern
Representative Larry Pressler
Representative James Abdnor

Sincerely,
John McDermott
John McDermott

South Dakota Environmental Coalition

P.O. Drawer G. University Station.
Brookings, South Dakota 57006

November 7, 1975

Senator J. Bennett Johnston, Chairman
National Parks & Recreation Subcommittee
Attn: Jim Beirne
U.S. Senate
Washington, D.C. 20515

Honorable J. Bennett Johnston:

This statement is written by me, in behalf of the South Dakota Environmental Coalition, to express our strong support for Senate Bill S-1068 to designate certain lands in the Badlands National Monument, South Dakota, as wilderness. However, we also strongly favor including in the wilderness designation, the 5,326 acres which the bill proposes as "Potential Wilderness Additions". Since the Wilderness Act distinctly states that land use within wilderness areas is "subject to existing private rights" we see no reason for the Potential Wilderness Addition designation.

Therefor we wish to go on record as favoring a 64,000 acre Wilderness.

Will you please include this statement in the hearing record. Thank you.

Respectfully,

Kenneth H. Husmann

Kenneth H. Husmann
South Dakota Environmental Coalition

East River Group

Dakotah Chapter of the SIERRA CLUB

Box 690, Sioux Falls, South Dakota 57101

November 10, 1975

The Honorable J. Bennett Johnston, Chairman
Parks and Recreation Subcommittee
ATTN: Jim Beirne
U.S. Senate
Washington, D.C. 20515

Dear Senator Johnston:

A "Badlands Wilderness Bill" (S. 1068) to designate portions of the Badlands National Monument as wilderness is before your Subcommittee on Interior and Insular Affairs. We ask to have these comments on behalf of the Badlands Wilderness added to the hearing record.

We think the Badlands Wilderness is very desirable and important for South Dakota. Enactment of this bill would create the first legally-classified wilderness lands in South Dakota as well as adding considerable acreage to the National Wilderness system.

It is essential to note that most of the Badlands Wilderness is in grassland. This is the vegetation type least well represented by preservation in wilderness. Many prior uses of the wilderness, notably grazing, could continue since such activity is consistent with provisions of the 1965 Wilderness Act. Many of our members have hiked through this beautiful part of the South Dakota prairie which is another use consistent with wilderness management.

We agree with Senator Abourezk's suggestion that 5,326 acres included as "Potential Wilderness" in S.1068 be included instead as "Designated Wilderness" concurrently with the other 58,924 acres.

We hope you will consider this bill carefully and support it with us.

Sincerely yours,

Kathy Elias

Kathy Elias, Chairperson
East River Group, Sierra Club

69-667 393

THIS IS 100 PERCENT RECYCLED PAPER

Great Plains Alpine Club
419 Wecota Annex
South Dakota State University
Brookings, S.D. 57006

Senator J. Bennet Johnston
National Parks and Recreation Subcommittee
Interior and Insular Affairs
U.S. Senate
Washington, D.C.

NOV 15 197-

Dear Senator Johnston:

I am writing on behalf of the members of this student outdoor recreation club to support SB 1068, the Badlands Wilderness proposal.

Many of us have spent time out in the Badlands and realize how hauntingly beautiful and fragile this area is. We hope that your committee will expeditiously approve this bill which would preserve this very fine grassland and badlands area. We feel that the establishment of the first grassland wilderness area will be a good precedent.

As the Senate Bill is now, we understand it excludes a certain acreage withing the proposed boundaries from immediate inclusion. We hope that you will change the bill to include this private acreage immediately as part of the Wilderness area.

We thank you for any consideration you give our comments.

Sincerely,

Benjamin F. Hobbs

Benjamin F. Hobbs
President
Great Plains Alpine Club

WALL South Dakota 57790
GATEWAY TO THE BADLANDS
Originators of
"The Vanishing Trail Expedition"

March 1, 1976

Senator J. Bennett Johnston, Chairman
Subcommittee on Parks and Recreation
Attention: Jim Beirne
3106 Dirksen Building
Washington, D.C. 20510

Dear Sir:

We, the Wall Chamber of Commerce, at our monthly meeting held March 1, 1976, heard the testimony of Reuben Deutscher and the people he respresents on their concerns involving the Badlands National Monument and proposed Wilderness area.

Listed below are their concerns which we understand you have in greater detail in the testimony filed by Mr. Deutscher:

1. Present boundary fence
2. Predators and Wild Life
3. Buffer Zone
4. Advisory Board
5. Local taxing of Federal Entities which are in direct competition with private enterprise, on the same basis as private enterprise. For example, the restaurant, concessions shop, overnight camping facilities and motels at Badlands National Monument.
6. We feel that commercial vehicle travel must be allowed in the Badlands National Monument. Much of the farm trade area of Wall lies beyond the Park boundaries. We feel that not allowing commercial vehicle travel adversely affects the farmers and ranchers in our trade area, and also adversely affects the agricultural businesses in Wall.

We are acquainted with the area and agree that the requests are justifiable.

A motion was made and seconded which carried unanimously that you consider the problems and take necessary action to correct them.

Sincerely,

Dennis D. Anderson

Dennis Anderson, President
WALL CHAMBER OF COMMERCE

DA/ec



Box 142
Yellowstone N.P.
Wyoming 82190
4 March 1976

Senator J. Bennett Johnston
Senate Interior Committee
United States Senate
Washington D.C.

Dear Senator Johnston:

Please accept this statement for inclusion in the hearing record of the Senate Interior Committee Hearing held 19 February 1976 concerning the Wilderness Proposal for Badlands National Monument, South Dakota.

May it show that I favor the proposal which stipulates that 64,250 acres of Badlands National Monument be termed "Wilderness" and be managed and protected accordingly. It is this acreage figure of 64,250 which best defines the needs of wilderness designation for this National Monument. The inholdings and mineral and grazing rights included are not in conflict with the Wilderness Act as they are pre-existing rights of a relatively short-term nature. The designation of the full 64,250 acres insures protection of that area and precludes the need for further legislation by Congress or action by the Secretary of the Interior when the private rights expire.

I am familiar with the area in question as I once lived there. I know it to be an important addition to the Wilderness "system" -- not only as an example of unique Badlands scenery but also as an example of wild grasslands, one of the few protected as such in the once vast Great Plains. The importance of preventing inroads of unnatural disturbances to this small island can be understood in realizing the needs for this special resource: a place to enjoy and try to understand a natural ecosystem. Equally important will be the management of the area -- for to be rich to the nation as a Wilderness area can only begin at the neighbor's fenceline.

With appreciation for adding this statement to the hearing record, I am,

Sincerely yours,

Susan Lindee

Honorable James Abourezk
United States Senate
Washington, DC 20510

Dear Jim:

Listed below are some of the problems we must consider concerning the National Badlands Monument and proposed Wilderness area within the Monument boundaries.

1. Present boundary fence

I am of the opinion that the present fence is of sufficient quantity and of good enough quality but would insist that the government set up an annual budget and a work crew to maintain it annually, as I see it now neither has been provided, all we seem to see is some Monument amployee complaining about our livestock getting in there. In this area we must maintain all fences annually because of snow brakes and erosion by water in this type of soil. The fence has really never been completed. It should be maintained from your side the same as we maintain ours from our side. I respect the Badlands National Monument its objectives the same as I respect any other neighbor and his objectives and also the Badlands National Monument feels the same way.

2. Predators and their continuous movement from within the boundaries on to neighboring property.

I believe the Monument should be just as responsible for their livestock as they expect us to be of ours. We have numerous prairie dog towns within the boundary that are growing and are getting on land joining the boundary. They are very expensive to control when you have no cooperation from your neighbor. I strongly urge that you allow no prairie dog towns within a mile of your boundary fence. We have five small towns on our property and have killed all the dogs three times this season; this indicates to me that they are coming from within the Monument boundaries. I have contacted the Badlands National Monument headquarters frequently, the last two years the towns are still expanding onto our property from within the boundary fence. The only reply I got was that there isn't anything they can do about it; you know the shoe could be on the other foot when they contact me about my cattle, I could say the same thing. The deer and coyotes are also quite a problem. The Badlands National Monument personel are really concerned about the deer during the hunting season they set up road blocks and check all vehicles going through the monument; one year they had a road block east of my house, within the boundary not only checking deer but spooking the deer back in so they wouldn' be shot at the next morning. If we are going to be concerned about the deer during the hunting season lets be concerned about them the rest of the year also.

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We know for a fact that within the last 30 years the deer and antelope coyote and prairie dog population in this area have increased from practically nothing to too many. We think this has been brought about by conservation practices and water development by resident land owners and operators.

3. The 1/8 mile buffer zone around the outside of proposed wilderness area

Should the proposed wilderness area become a reality I strongly urge you to widen the buffer zone of 1/8 mile to one mile for the following reasons.

1. The one mile zone would permit the control of predators out into private land without destroying the intent of the wilderness act.
2. Sources of water could be developed and maintained within the one mile zone. The habitat of the monument would have died this year for lack of water had it not been for some rapidly deteriorating dams built by man some years ago. These dams will be a "has been" without maintenance. About a month ago the park service employees developed a spring within one mile of the boundary. This is against wilderness intent, it is a crash program done without technical assistance to get some badly needed water for the animals, this will need maintenance to continue to work. A one mile buffer zone will permit this. There is also another spring within the one mile buffer zone that could be developed. Any other springs out in there could then be left to whims of nature.
3. The one mile buffer zone would also assure a more realistic control of prairie fires, fence maintenance and predator control. Gentlemen how would you like to have your lifes earnings join a neighbors property who couldn't do anythin about a fire, predators, or wild life?

Sincerely,

Reuben Deutscher

In referring to Boundary adjustment sheet, I noticed that on October 3, 1952 the Secretary of the Interior revised the boundaries and reduced the area from 154,119 acres to 141,883 acres. Then I notice in the Wilderness Recommendations of August 1972 the north unit acreages total 111,529.82 and the south unit consists of 133,300 acres. How much larger can this unit get????

I can tell you this that living in a county that has only 59 acres out of every hundredcarrying the burden of local government against many other counties in the same state that have 98 acres out of every hundred supporting local government no legislative body can pass laws that will fit both areas. As a neighbor in the same business as I am (speaking of the National Badlands Monument) I firmly believe they also should help support the cost of local government which they need the same as we do.

BOUNDARY ADJUSTMENTS
BADLANDS NATIONAL MONUMENT

Summary of Legislation

March 4, 1929: Act of Congress authorized the President to establish Badlands National Monument by proclamation when a quantity of lands satisfactory to the Secretary of the Interior had been transferred to the Government without cost to the Federal Treasury, provided the State had first constructed a certain highway in the area.

June 26, 1936: Act of Congress authorized the President to extend the boundaries as set forth in the 1929 Act, by proclamation within five years, and provided that the entire area should not exceed 250,000 acres.

January 25, 1939: Proclamation by the President established the national monument, with an area of approximately 154,119 acres.

May 7, 1952: Act of Congress authorized the Secretary of the Interior to adjust the boundaries of the national monument provided that the adjusted area should not exceed the above named 154,119 acres.

October 3, 1952: Order of the Secretary of the Interior revised the boundaries and reduced the area from 154,119 acres to 121,883 acres.

Explanation of Map

Reduction No. 1: 880 acres of private land and 2,000 acres of Federal land -- total, 2,880 acres.

Reduction No. 2: 1,280 acres of private land and 4,480 acres of Federal land -- total, 5,760 acres.

Reduction No. 3: 240 acres, all Federal land.

Reduction No. 4: 400 acres of private land and 80 acres of Federal land -- total, 480 acres.

Reduction No. 5: 480 acres of private land and 160 acres of Federal land -- total, 640 acres.

Reduction No. 6: 960 acres of private and county land and 323.64 acres of Federal land -- total, 1,283.64 acres.

Addition No. 1: 240 acres, all Federal land.

Addition No. 2: 1.38 acres, all Federal land.

Sheep Mountain Addition: 3,953.85 acres of Pine Ridge Indian Reservation land and 246.06 acres of Department of the Army land -- total, 4,199.91 acres.

Summary:

Total private and county lands eliminated	4,000.00 acres
Total Federal lands eliminated	7,283.64 "
Total elimination	11,283.64 "
Total Reservation and Army lands added	4,199.91 "
Total net elimination	7,083.73 "

Present area of monument 121,883 acres
Proposed area of monument 114,799 "

Some question about the attached letter

1. What is your definition of "Commercial use of roads"?
2. Are the area vehicles considered commercial?
3. Is the vehicle moving the produce from the area over this road considered commercial?
4. We understand we will have to get a season ticket for $10, will this include all the vehicles we own, or will we have to buy a $10 ticket on each vehicle?

United States Department of the Interior
NATIONAL PARK SERVICE
BADLANDS NATIONAL MONUMENT
P.O. BOX 72
INTERIOR, SOUTH DAKOTA 57750

IN REPLY REFER TO:
W34

September 8, 1975

Mr. Ruben Deutscher

Wall, SD 57790

Dear Mr. Deutscher:

As you know, commercial use of roads within Badlands National Monument has been a matter of concern to you and other neighbors, as well as members of the monument staff. This year we have attempted to regulate such use more strictly in the interest of assuring visitors a safe and convenient visit to the monument.

Our actions have met with objections from our neighbors to whom some monument roads are an important transportation link.

In the face of appeals for a less restrictive policy, we have reviewed the situation and intend now to adopt a less restrictive policy for a one year trial period. Depending upon its success and acceptance by you and others, we will decide what to do on a permanent basis.

At the moment, we do not have a long-term solution that will eliminate all conflicts between commercial and recreational traffic. However, we trust that this first step will be viewed by you as a sincere effort by the National Park Service to resolve the problem to the satisfaction of all concerned.

We would appreciate your review and comment on the following conditions governing commercial use of Badlands roads:

In accordance with existing regulations, all roads that are owned and maintained by the National Park Service will remain closed to commercial traffic except:

1. U. S. Highway 16A and South Dakota Highway 377 between Northeast Entrance (Cactus Flat) and South (Interior) Entrance.

2. U. S. Highway 16A between Conata Road and Lower Big Foot road junctions.

AMERICAN REVOLUTION BICENTENNIAL 1776-1976

Should Upper Big Foot, Lower Big Foot, Quinn, or Conata road be closed due to weather you are invited to obtain permission from this office for use of a satisfactory route.

Restrictions relating to oversize and overweight loads remain in effect.

It is our intent to channel most cross-park commercial travel onto existing county roads which were originally designed and constructed to serve as farm-to-market routes. U. S. Highway 16A, then, between Conata and Lower Big Foot Road Junctions, will serve as a convenient, in-park connecting link between north-south elements of the County road system.

We hope this proposal will keep commercial and recreational traffic conflicts to a minimum. As the trial year progresses, we would appreciate receiving your constructive comments so we can evaluate the results of this policy shift.

Thank you for your cooperation.

Sincerely yours,

James E. Jones

James E. Jones
Superintendent

WEST RIVER ELECTRIC ASSOCIATION, INC.
BOX 128, WALL, SOUTH DAKOTA 57790
Tel: (605) 279-2135

October 29, 1975

Honorable James Abourezk
United States Senate
Washington, DC 20510

Dear Jim:

The operations of West River Electric are affected by the policies and procedures of the Badlands National Monument. Here is our feeling on those policies and procedures:

We respect the effort of the Park Service to keep through commercial traffic from driving through the Badlands Monument, however, we believe the local commercial traffic of area residents and utilities must be permitted to use the highway facilities on a permanent basis. Public Utilities are required to provide good quality service to all consumers, and service vehicles must be permitted to move to service problems by the most direct route. Where the Badlands Monument is located between our office and some of our consumers, we must be permitted to cross the monument to give the quality of service expected of a public utility.

We respect the Park Service' request that the land be disturbed as little as possible for utility purposes - and any land so disturbed should be restored to its original condition on completion of any construction or maintenance. We also believe that any costs incurred as a result of unusual or unreasonable routing or special construction or maintenance methods or procedures required by the Park Service should be paid by the Park Service rather than by the rest of our consumers.

Sincerely yours,

Reuben Deutscher

Reuben Deutscher
President

RD/jb

GOLDEN WEST TELEPHONE COOPERATIVE, INC.

P.O. BOX 98
WALL, SOUTH DAKOTA 57790
Phone: 605/279-2161

October 29, 1975

National Park Service
U. S. Dept. of Interior
Washington, D. C.

RE: Utility Vehicle Travel
Badlands National Monument

As of recent date, our telephone company has received several courtesy violation citations for traveling on certain sections of the Park service highway within the Badlands National Monument, South Dakota. The officer issuing the citations stated that the telephone maintenance pickup trucks were regarded as commercial traffic and could no longer travel in various parts of the Monument.

This company can understand the need to prohibit heavy commercial traffic from traveling the park roads but in no way do telephone service pickups become heavy commercial traffic.

If our company is to provide dependable telephone service in and around the Badlands National Monument, then it becomes essential and necessary that our service vehicles be allowed to travel all open roads within the Park boundaries.

Our company has expended huge sums of money undergrounding telephone lines and installing modern telephone equipment to provide the Park Service, traveling public, and the farmers and ranchers with modern telephone service. We are attempting to serve all these people at the lowest cost which includes the saving of gasoline in day to day maintenance. Asking our maintenance vehicles to backtrack and avoid use of various Park roads creates added costs and wastes gasoline. This is not consistent with the National drive to save energy.

We, therefore, request that the Park Service re-examine their policy regarding utility traffic classification in the Badlands National

Monument and allow full and unrestricted use of all roads for utility maintenance. To do otherwise will surely result in impairment and delay of maintenance in an area where communications are essential to all residents.

Yours truly,

GOLDEN WEST TELEPHONE COOP., INC.

Donald Paulsen, Manager

DP:sk

October 1975

Honourable James Abourezk
United States Senate
Washington, D.C. 20510

As a Rancher operating on land lying adjacent to the Badlands National Monument, I am familiar with and concerned about the general planning and operation of this park..

There have been numerous incidents and a general atmosphere in the operation of this monument that, in my estimation, do not coincide with the american ideal of the care and maintenence of the peoples' land..

I have had numerous confrontations concerning fence and trespass. The park fence has more quality material than any of the adjacent land owners can afford. Yet, due to lack of maintenence, in many places it has been down since the year it was built. The monument said they would maintain the fence and in my opinion they should. The parks policy is No Trespassing to the point that they lock their gates..This makes rounding up strayed livestock very difficult..Until we confronted them, what little fence maintenence and patrolling that was done was done on the private side of the fence, to the point that the rangers picketed their horses on private land.. When the horses broke loose the rangers chases them down, in a wet pasture, with their pickup and a horse trailer.

Similar areas of (uncompatible with adjacent lands) policies exist in the areas of fire and weed control. Fires within the monument boundries are not to be interfered with by private individuals. State law provides for control of noxious weeds on all lands and individuals are subject to punishment if they do not abide. There is no control on federal land..

The monument is against any controls or cultivation of wild life other than natural, except for a few occasions of running deer back into the monument the day before hunting season. This was fine when Mother Nature had full control but when people are involved it is a different story. Over-population, disease, and starvation are not compatible with park beauty and adjacent public lands, and provisions must be made. If we must have this, please, dont have it on my doorstep. Deer, one of the main forms of wild life in the park did not come into this area until people had settled it.

We as private land owners cannot let a fire run wild, weeds, disease and over-population of predators and rodents go uncontrolled, erosion and water developement go untapped.

Evidently, the park officials feel the same way whenever it suits them because they have recently developed a spring with a pipeline and tank within the proposed "wilderness" area.

Park wilderness care, operation, and general management, it appears is dictated by a small group of people with specific personal ideas and interests that do not conform to good land management and compatability with adjacent lands. This is evident to me when park officials will tear up a wilderness area to develope water and yet will not consider any control of prairie dogs along private lands. Even those lands that are almost completely unexcessible to the visiting public and not even near the wilderness area.

Travel of local farmers and ranchers, public utility contractors, and traffic vital to the farming and ranching community, according to the monument policy, must be rerouted around the monument. In order to get wheat (hauled mostly in the winter months) to the closest market 19 miles away through 6 miles of park we would have to drive approximately 77 miles around. This road is presently a county road but the park wants to control it. If it were under park control and under the present park policy, we would have to go around. Truckers hauling cattle and public utility vehicles have already been detained. This must be changed. Due to the small amount of rural traffic over these short stretches of park roads, in contrast to the great distances that must be traveled to go around, common sense dictates. Also, with the gas and energy shortage, this present policy is completely out of line to help conserve gas and energy.

The recent expansion of the monument of 133,300 acres is alarming. The National Park Service can pay unreasonable amounts for land with many considerations that enables them to buy any land they choose. Forty-one (41) acres out of 100 are already government owned in this county. This makes for an unrealistic tax base for this area. Many acres of this land are small, isolated pieces that operators would readily be willing to buy but there is no way the government will release it. The land as it is cannot be developed and improved because of federal regulations. If it was in private hands it could be improved and would spread our tax base. As I see it, the main reason for at least some of this government land not being put back into private hands is the people who manage it would lose their jobs. Much of the government land in the western states could be put back into private hands for the betterment of the people, increased production, good of the government and especially the good of the land.

Because of the above reasons and many more, there is a general dislike and distrust of the Badlands National Monument officials. A general disagreement exists of the wilderness area proposals as we understand them. I see no reason for the major area of this park being set aside for a special few with the time, physical ability and general experience to enjoy. I feel that complete natural control and balance can be to severe for an area where people have been injected into the balance. I also feel that the rules and regulations must be adapted to the total picture and acceptable to change. I am concerned that the small number of adjacent land owners will be discriminated against and taken advantage of for reasons that serve no advantage to the park or the general public for whom the park is built. I am also conserned that the people that are put in charge of the park may have unrealistic interests and proposals that are not in the best interests of the park lands and the park users.

It is my feeling, that a National Park should be a renewable natural area for the enjoyment and undestructive use of the majority as well as the minority of the American people.

Charles J. Deutscher
Wall, South Dakota 57790

To whom it may concern:

The first problem we had with the Badlands National Monument was on or about the 9th of May 1975. I had hired a local trucker to haul my cattle to Interior which is about 12 miles from where we live. That being our summer pasture. A park Ranger by the name of Harris stopped us and told us that we couldn't haul over the road. He told us we could go to I90 which would be 10 miles north then 12 miles to Catus Flats and 12 miles back to Interior. This seemed a little strange when it was only 12 miles to Interior and President Ford telling us there was an energy shortage.

The ranger also told us there would be no cattle drives and no farm machinery moved over the road. I did call Cheif Ranger Schock who is the one causing all the trouble and got permission to continue with the cattle.

Then one night in June or July I was called home to assist a two year old heifer in calving. Two park rangers and a girl followed me home. This I really didn't feel was nessary besides wasting gas.

On or about Oct. 17th there was a fire on the park which the Cheif Ranger didn't want anyone to stop or to call any of the local fire departments. We did go in and control the fire, but as we were about to finish a Ranger came along and said they could get along with out us , so we went home. About 2½ hours later the fire started up again and we had to go back and put it out. The Rangers had left the fire.

Sincerely,

Jesse W. Baysinger

Jesse W. Baysinger
Quinn, So. Dak.

October 28, 1975
Box 488
Wall, S. Dak.

James E. Jones, Superintendent
Badlands National Monument
P. O. Box 72
Interior, South Dakota 57750

Dear Mr. Jones:

In response to your letter of September 8, concerning traffic in Monument, I realize you are carrying out orders and park policy. It is my firm conviction that this policy is wrong.

Considering the gas shortage of this nation is it wise for you to have us drive anywhere from four to twenty extra miles in order to carry on business? This is absolutely absurd.

You mention safety as a reason for the enforcement of the regulation. I have driven that park-road for 23 years and the most dangerous time is the tourist season. It is not the local people or the people who must do business in the Interior area that create the hazard.

The people of this area put up just as many tax-dollars to build and support that park, proportionately, as any other area, yet we seem to be discriminated against with all consideration being in favor of the tourists.

I cannot see how the National Park Service can own roads. You are a government agency, supported by tax-dollars, controlled by the people, and you work for the people. You own nothing, but you are a public servant, having the same status as any public servant.

I firmly believe that highway 16A from west entrance to east entrance should be open to <u>all</u> traffic.

It is time that all government employees start working for the general public rather than against the people.

Sincerely,

Nick D. Feller

Nick D. Feller

Honorable James Abourezk
United States Senate
Washington, DC 20510

Dear Jim:

The Wilderness Area that the Badlands National Park is trying to propose in the Sage Creek part of the park is one thing we don't need.

Seems like every time the government proposes something new we get more people on the payroll and less work done. I feel as a taxpayer the government owns to much land now. Forty-one out of every one hundred acres is Federal owned in Pennington County. This is taking to much acreage off of the tax roll.

The Park has a four wire fence around the Park now but it is in terrible condition, the quality and material is there now all we need is maintenance which they are not doing. The Park told the farmers and ranchers that we had to maintain the fence. I feel they have the employment to do this work but they are not getting it done. I also feel they are not better than a bordering neighbor. The Park is in the livestock business with the buffalo. We were also informed if cattle trespassed on the Park we could be charged with trespassing. Now how about when the Park Departments Livestock trespasses on us ranchers. I feel the Park is no better than any other neighbor.

I feel as everyone else does in this area that there should be a one mile buffer zone within the Park. The Park should control the preditors within this one mile zone. The prairie-dogs are eating us out of the cow business. Even on our private land we cannot control these rodents because the Park will not control them.

The ranchers feel that the Park should drive their vehicles on the Park land within this buffer zone instead of driving on private land. They should do this when they are checking fence and wild life. This past summer the farmers, ranchers and all commercial vehicles were banned from driving on some of the main roads through the Park. I feel that the people should be able to drive on these main highways because they were built with tax dollars before the Park was ever established. If people cannot travel freely in this area it means more waste of energy.

I would like to see all noxious weeds sprayed on Federal owned lands along the highways. I believe the state has a law on noxious weeds but I am not familiar with it.

Sincerely,

Donald Jolgen

Honorable James Abourezk
United States Senate
Washington, DC 20510

Wilderness Area:

The proposed wilderness area in the Badlands National Monument -- I don't think that we need it at the present time. I don't believe the public would benefit to much from this source.

Badland National Monument Boundary Fence:

Fence around the Monument is alright but it needs considerable amount of maintenance . It seems like the park feels that farmers and ranchers living adjacent to park fence should maintain the fence. I believe the policy should be where the park will have to maintain their own fence.

Predator Control:

Prairie dogs are getting to be quite a menace in the Monument and on Forest Service land. There should be some control over them. They destroy all vegetation and the soil to erode-- erosion is something that we don't need. If were going to control erosion we better start controling prairie dogs. Furthermore farmers and ranchers living adjacent to park and within Forest Service land are unable to keep rodents off their private land.

We, the farmer and rancher, support the idea that the park establish a buffer zone extending from one half to one mile inside the park boundary fence, and use this zone to control these rodents and roadway for the park to maintain their fence.

Noxious Weeds:

Who shall control noxious weeds in the park?

There is considerable amount of noxious weeds getting started in the park, and the public is wondering whose responsibility will it be to control these weeds. As they will spread onto private land and cause a burden onto individuals that own land adjacent tothe park.

Park Roads within the Badland National Monument:

It seems like park service is trying to curtail commercial vehicles from traveling certain roads within the park. This will cause considerable amount of hardship on people hauling their products to market. They will have to use certain roads that will be open to commercial vehicles and that will impose more time and longer distance for some to travel. As we have an energy shortage now and higher fuel prices it is going to impose a burden on some individuals.

I believe these roads were built with taxpayers money and should be given some consideration.

To my knowledge the Park Service is considering to change a fee for vehicles going through the park. I recommend that individuals and students going to school that will be using these park roads should get a free sticker on their vehicles or pay a small nominal fee annually.

Sincerely,

Kudrna Ranch
By Anthony Kudrna

LET US OPEN UP OUR WILDERNESS AREAS

The following comments are quotes from an article in May 1972 issue of Readers Digest.

"Let Us Open Up Our Wilderness Areas"

Much of America's most scenic land is now preserved by love for "the permanent good of the whole people" Yet, in effect 99 percent of Americans are deprived of its enjoyment.

In 1972 there were 10.3 million acres covered under the Wilderness Act. Between 17 million and 27 million additional acres are being administered as if they were under protection of the Act. More than 20 million acres are being reviewed or are being proposed as potential Wilderness acreage. Another 50 million acres are being reviewed by various federal agencies for classification as wilderness or primitive areas. In a survey on behalf of the presidents outdoor recreation resources review commission (ORRRC) it was found by statistical analysis, that the users are the intellectual and financial elite of our nation. More than 75 percent of users interviewed had a college degree, past graduate work or hold advance degrees.

What about the ordinary Americans? Those whose favorite recreations are driving, sightseeing easy walking and camping. What about those too-old, those too-young, the timid, the inexperienced, the frail, the hurried, the out of shape or the just plain lazy, all of those whose taxes acquire and maintain the Wilderness Area?

For the remaining group -- 99 percent of the American population-- ¢ or more clearly the above group) federal agencies provide 112,800 acres. Many of these areas provided to the common American are not prime scenic areas; they are fringes, the leftovers, the secondary scenic areas.

Compare Switzerland, which is a country half as large as South Carolina, and has one of the most astonishing concentrations of natural beauty on the face of the earth. Every part of this small country is accessible and thoroughly used by people of all shapes and ages. Where the automobile cannot go railroads take you; and when the going gets too steep for cogwheel trains, you catch an aerial tramway.

The Swiss philosophy says: Invite people in; the more the better. The Wilderness supporters says: Keep people out. The Wilderness supporters philosophy which keeps Americans out of their own land is an unwise misuse of our wilderness resourses.

If Americans were permitted access to Wilderness areas we would soon create a generation of avid nature lovers. Americans would cease to be alienated from their landscape and would mend their littering tendencies.

The Wilderness supporters philosophy is unfair and undemocratic. An alternate philosophy one of enlightenment and carefully controlled is more desirable and also ecologically sound. IF THE SWISS CAN DO IT WHY CAN'T WE?

THESE TRAVELERS NOT ALLOWED TO CROSS BADLANDS MONUMENT

This is an example of what is taking place in the Badlands of South Dakota. These people had traveled from Pennsylvania to South Dakota with no trouble until they hit an area designated for tourists. Why would a horse be any different than a Buffalo or any other animal?

Last year, Bruce and June Haycraft and 7 year old daughter Kathleen left Denver, Pennsylvania on a 3 year walking trip to Alaska.

On the 4th of July they were stopped at the entrance to the Badlands National Monument just South of Cactus Flat and were told by a Park Ranger "NO HORSES ALLOWED."

They turned their little cart around and led the ponies back the way they came. Her mother said, "Kathleen cried all the way back to Cactus Flat, she was that disappointed at missing the Badlands."

The soft spoken June Haycraft said that she was trying to teach their daughter respect for law, but found it hard explaining the reason why they were not allowed to cross the Monument and see the Rodeo being held that day at Interior.

Although Haycrafts offered to cross early in the morning starting at 4 a.m., the Ranger refused. Keith Crew, a local rancher, called Jim Jones the Monument Superintendent and asked if there was some way these people could cross. Jones said ". . . no horss are allowed."

The Haycrafts arrived in Wall Tuesday afternoon and stayed at the Red Arrow Campground. They did get to see some of the Badlands in the steer pasture and crossed the wall at Haines pass.

[Quote from Newsweek Octobei 27, 1975]

WILL WE RUN SHORT OF WOOD?

The forest industry has already told us what can be done to increase the basis natural resources. Primarily through better management, but in government owned land we can do nothing not even stop fires. In the year we had no trees in our beautiful Black Hills now man has protected, planted, cultivated this area until it is one of the best vacationing areas in the world.

Industry owned forestland produces an average of two-thirds more wood fiber per acre than government owned lands—says the Forest Service. It also says we will not run short of wood in the year 2000 if we answer these three big ifs:

1. If sound management procedures are applied at the state and federal levels on 136 million acres of publicly-owned commercial forest.

2. If the four million private individuals—farmers and others who own 59% of the nation's commercial woodlands—manage their lands for increased timber productivity as well as recreation and wild life.

3. If we recognize that when areas of forest are switched to federal Wilderness areas, they are lost to multiple use—including timberlands that will help meet the next generation's demand for wood

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In answer to a portion of the letter on predators from the Black Hills Sierra Club to Rep. James Abnor on the 22nd of July 1975. The club clearly states, Quote: (The club policy on matters such as predator control has been aimed at control of *problem* animals such animals as coyotes have an important role in controlling small rodent populations, and we oppose their wide scale removal.) Unquote.

This clipping from the Rapid City Journal does not apply directly to our area because there are not many sheep, but I am certain these predators do warrant moderate control. We feel man and nature must work together nature alone has too many and man has too few.

[From the Rapid City Journal]

COYOTES KILLED 950,000 SHEEP DURING 1974

Washington (AP)—One reason lamb chops are so expensive is that coyotes have been eating their fill before consumers have a chance at them, according to an Agriculture Department survey.

The department said Wednesday that coyotes killed 735,000 lambs last year, about 8 per cent of those born in 15 western states. In addition, coyotes killed 230,000 mature breeding sheep in western flocks, 2.5 per cent of the total.

The report, compiled by USDA's Economic Research Service, is preliminary and did not include dollar values of the losses. Richard S. Magleby, who wrote the report, said further details would be included when a final analysis is made next year.

Lamb losses were tabulated on the basis of reports from 9,000 sheep producers surveyed last January. Magleby said it was the first time that USDA has attempted to list specific causes of sheep losses on so large a scale.

The study was authorized by Congress and is related to a controversy over the use of poisons to control coyotes and other predators, primarily on western ranges where those threats—and most of the sheep—prevail.

Three years ago the government began steps which resulted in a total ban on various control measures, including spring-loaded poison guns, bait and other methods used by stockmen for many years. The ban, adopted largely because of pressure from wildlife and conservation groups, caused storms of protests from producers that they were being literally eaten out of business.

The Environmental Protection Agency recently eased restrictions to permit the limited use of the so-called M-44 sodium cyanide gun by qualified people to help control coyotes.

In its preliminary report, USDA said that losses of "docked" lambs—those which have had their tails cut off by owners—totaled 503,000 in 1974 or 6.4 per cent of all docked lambs. Losses to coyotes from the time of birth until they were docked a few weeks later were estimated at 232,000 or about 2.5 per cent of all lambs born.

Losses from all causes after docking totaled 940,000 lambs last year, roughly 12 per cent of the 7.8 million that made up flocks in 15 states. Other predators, including foxes, mountain lions, wolves, bears, eagles and stray dogs, killed 133,000 lambs—1.7 per cent of all those docked—while 304,000 head, 3.9 per cent were lost to other causes such as weather and disease.

Losses before docking from the time of birth were estimated at 1.1 million, including the 232,000 from coyotes. Other predators, disease and weather accounted for the remainder.

Thus, total lamb losses from all causes last year in the 15 states were estimated at more than two million, nearly one-fourth of all lambs born in those states in 1974, the report said.

States with the highest rate of coyote-attributed losses after docking were Colorado, Montana and Nevada, all with more than 13 per cent of their lamb crops killed, the report said.

Other states listed for lamb losses from coyotes after docking in 1974 included: Arizona 6 per cent; California 3.7; Idaho, 5.1; Kansas 2.1; Nebraska 1.3; North Dakota 3.1; Oregon 5.6; South Dakota 2; Texas 3.6; and Wyoming 7.7.

APPENDIX III

ADDITIONAL STATEMENTS AND COMMUNICATIONS SUBMITTED FOR THE RECORD ON S. 731 AND S. 1069—BANDELIER NATIONAL MONUMENT, NEW MEXICO

STATEMENT OF JOHN A. McCOMB, SOUTHWEST REPRESENTATIVE OF THE SIERRA CLUB, BEFORE THE SUBCOMMITTEE ON PARKS AND RECREATION, COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, UNITED STATES SENATE, IN WASHINGTON, D.C., FEBRUARY 19, 1976 IN SUPPORT OF BILLS TO DESIGNATE WILDERNESS IN BANDELIER NATIONAL MONUMENT IN NEW MEXICO.

Mr. Chairman, Members of the Committee:

I am John A. McComb, Southwest Representative for the Sierra Club. I have an office located at 2014 East Broadway, Tucson, Arizona 85719. My territory includes all of the State of New Mexico plus several adjoining states. Since our founding in 1892 by John Muir, the Sierra Club has continued to be strongly concerned with the management of our national parks and monuments and in the preservation of wilderness. Currently we have about 145,000 members in 45 Chapters covering all 50 states. 1,100 of these live in the State of New Mexico and form our Rio Grande Chapter.

My wife and I enjoyed an overnight backpack trip through much of the wilderness of Bandelier National Monument several years ago. More recently, my wife has hiked in several other portions of the monument. There is no doubt in our minds that most of this monument has all the attributes of wilderness and that it should be protected as such.

The question of wilderness designation in units of the National Park System created primarily to protect archeological resources presents some unusual problems that have perplexed both various conservation groups and the National Park Service. Within the Sierra Club we have discussed this subject at great length. I have been closely involved since there are many archeological parks and monuments in my territory as Southwest Representative for the Club.

We have concluded that wilderness designation in portions of archeological parks and monuments is appropriate for a number of reasons. First, we believe that the mere existence of the works of ancient man should not disqualify an area from consideration as wilderness. Section 2(c) of the Wilderness Act provides that wilderness areas may contain features of historical value and I am certain that the term historical was intended to include prehistory as well. Persons who are familiar with areas such as Bandelier which contain archeological ruins would agree that most of these areas do meet the definition of wilderness contained in the Wilderness Act.

Areas where there is a continuing need for human presence and activity to meet the dominant management need of "...reserving these relics of a vanished people..." would not qualify for wilderness designation. However, most of the archeological sites in the back country of Bandelier will never require this level of human attention. Archeological research and ruin stabilization programs are highly temporary in nature. In the long run, if carefully and properly conducted they will not affect the wilderness character of the area.

We believe that even if mechanized equipment is required to carry out necessary research and ruin stabilization programs, then its occasional use would be permissible under the terms of the Wilderness Act. The following criteria should be used to judge if these programs are acceptable: 1) will the wilderness character of the area be substantially affected, and 2) is any motorized equipment used the minimum necessary in accordance with Section 4(c) of the Wilderness Act? My personal observations of current practice in both ruin stabilization and excavation programs are that any such programs which might be conducted in the back country of Bandelier could easily meet these requirements. This would be true even within the exclusion proposed by the National Park Service around the Stone Lions.

To much of the public, wilderness is primarily a recreation resource. There is, however, no requirement in the Wilderness Act for unrestricted recreational use to be permitted in wilderness. The Sierra Club recognizes that there may be a need for restrictions on unsupervised travel in Bandelier National Monument in order to protect the archeological resource, and we would support any needed restrictions.

A secondary management goal at Bandelier is the preservation of natural values. It is also an important goal since the early peoples who lived here were immediately and obviously dependent on their natural environment to a degree that modern man does not comprehend even though he is equally dependent. The opportunity to convey to the park visitor this intimate relationship with nature is a valuable opportunity that should not be lost. These prehistoric Indians lived in a wilderness environment and we should make an attempt to preserve some remnant of that environment.

The President, on November 28, 1973, recommended that 21,110 acres within the Bandelier National Monument be designated as wilderness. This is the proposal contained in S. 1069. Since then the National Park Service has reexamined the wilderness potential of some lands omitted from that original proposal. As a result they have determined that an additional 920 acres adjacent to the Cochiti Reservoir, in the southeast portion of the monument, should also be designated as wilderness, bringing the total to 22,030 acres. It is our understanding that this change brings the boundary down to the high water mark of Cochiti Reservoir which is as it should be. This amended recommendation is shown on the map entitled "Wilderness Plan, Bandelier National Monument" numbered 315-20,014 and dated January 1974.

Attached to my statement is a copy of this map on which I have indicated three additions recommended by the Sierra Club, the New Mexico Wilderness Study Committee and other New Mexico wilderness conservation groups. We believe these additions would significantly improve an already good proposal. I shall briefly describe the three additions.

The 540-acre non-wilderness enclave proposed by the National Park Service in Yapashi Pueblo-Stone Lions area should be designated as wilderness. The archeological sites themselves do not detract from the wilderness character of the area. The National Park Service has omitted these lands from their proposal in anticipation of some speculative future desire to build visitor-use or management facilities in this location that would not be permissible within designated wilderness. We believe that the visitor experience will be enhanced by viewing these ruins from the same environment, without any of the intrusions or trappings of modern man, in which these primitive peoples lived. Construction of visitor facilities or even large numbers of visitors are totally inappropriate here. Similarly, elaborate management facilities are not needed either, since the Stone Lions are only a few hours walk from the monument headquarters. Any management activities or structures which are genuinely needed to protect the resource would be permissible in designated wilderness in accordance with Section 4(c) of the Wilderness Act. Thus the non-wilderness enclave

is entirely unnecessary, and this area should be designated as wilderness.

The 637-acre Jemez addition in the northwest corner of the monument consists of high plateau land forested with ponderosa pine grading into pinyon and juniper.

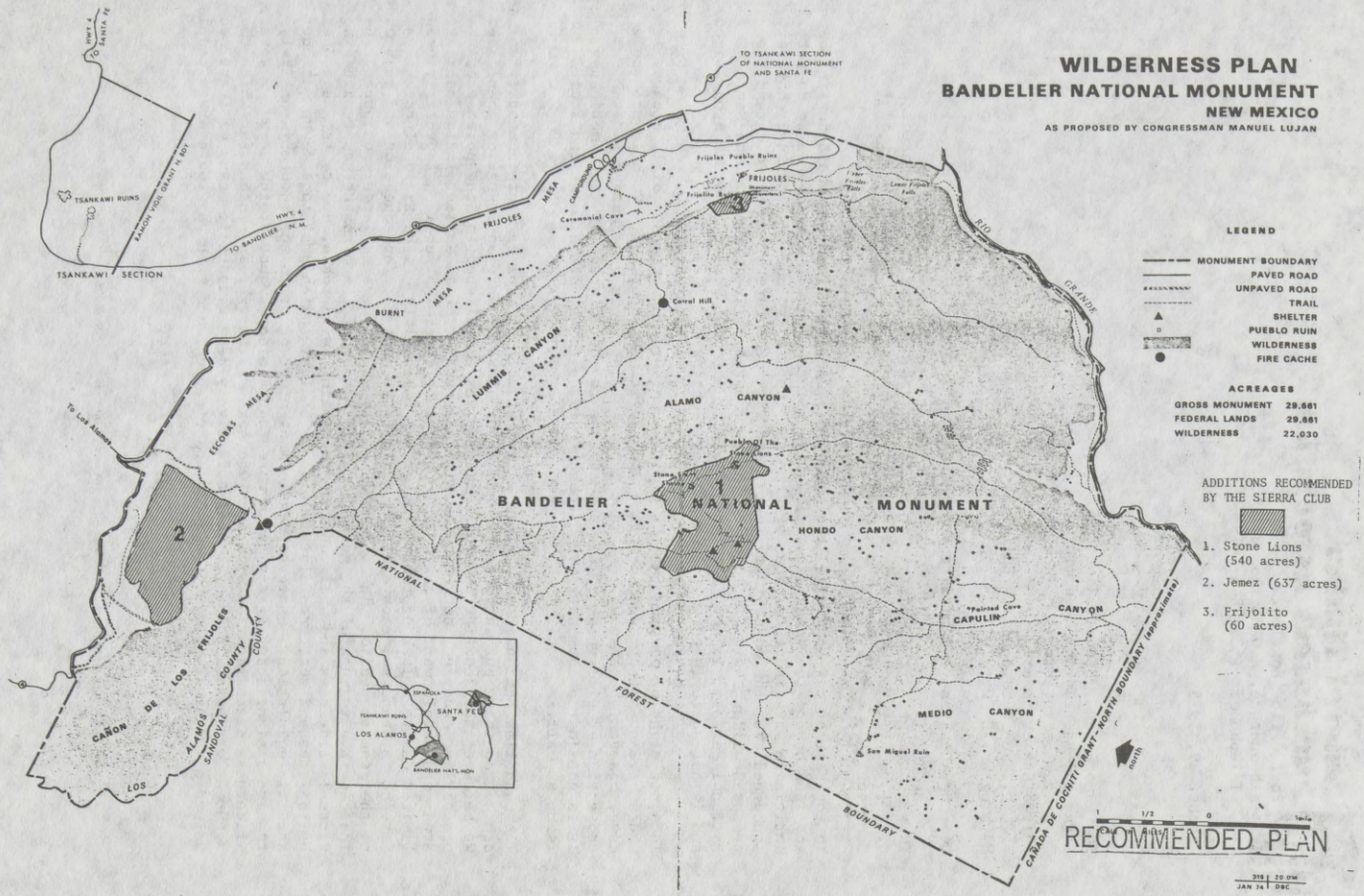
The Frijolito addition of 60 acres contains the Frijolito Pueblo Ruins. These ruins are an excellent example of how Indian ruins can be excavated, studied, and protected without damaging the wilderness character of the area.

These three additions would bring the total wilderness recommended by the Sierra Club for Bandelier National Monument to 23,267 acres. This recommended wilderness differs from that contained in S. 731 primarily in that it would not have any enclaves at Stone Lions or San Miguel Pueblo. As noted earlier we do not believe such enclaves are necessary or desireable.

The National Park Service has also asked that a special provision be included in this legislation that would specifically authorize the "minimum activity necessary in order to investigate and stabilize sites of archeological interest." This provision appears as Section 4 of both S. 731 and S. 1069. This special provision is unnecessary because Section 4(c) of the Wilderness Act already authorizes activity "necessary to meet the minimum requirements for the administration of the area." It is unwise since it would cast doubt upon the appropriateness of other management activities which might be equally important, but which were not specifically listed. We recommend that Section 4 be deleted.

We urge prompt approval of a 23,267 acre Bandelier Wilderness with the amendments described above.

Thank you.


WILDERNESS PLAN
BANDELIER NATIONAL MONUMENT
NEW MEXICO
AS PROPOSED BY CONGRESSMAN MANUEL LUJAN
LEGEND
MONUMENT BOUNDARY
PAVED ROAD
UNPAVED ROAD
TRAIL
SHELTER
PUEBLO RUIN
WILDERNESS
FIRE CACHE
ACREAGES
GROSS MONUMENT 29,661
FEDERAL LANDS 29,661
WILDERNESS 22,030
ADDITIONS RECOMMENDED BY THE SIERRA CLUB
1. Stone Lions (540 acres)
2. Jemez (637 acres)
3. Frijolito (60 acres)
TO TSANKAWI SECTION OF NATIONAL MONUMENT AND SANTA FE
TO SANTA FE
HWY. 4
TSANKAWI RUINS
RAMON VIGIL GRANT N. RDY.
TO BANDELIER N. M.
TSANKAWI SECTION
Frijoles Pueblo Ruins
FRIJOLES
Frijolito Ruins
Ceremonial Cave
FRIJOLES MESA
BURNT MESA
ESCOBAS MESA
To Los Alamos
Corral Hill
LUMMIS CANYON
ALAMO CANYON
Pueblo Of The Stone Lions
BANDELIER NATIONAL MONUMENT
HONDO CANYON
Painted Cave
CAPULIN CANYON
MEDIO CANYON
San Miguel Ruin
RIO GRANDE
CAÑADA DE COCHITI GRANT-NORTH BOUNDARY (approximate)
NATIONAL FOREST BOUNDARY
CAÑON DE LOS FRIJOLES
LOS ALAMOS COUNTY
SANDOVAL COUNTY
ESPAÑOLA
SANTA FE
TSANKAWI RUINS
LOS ALAMOS
BANDELIER NAT'L MON
north
RECOMMENDED PLAN
316 | 20 OW
JAN 74 | DSC

Federal Timber Purchasers Association
Post Office Box 14429
Albuquerque, New Mexico 87111
Telephone: (505) 843-7819

October 29, 1975

The Honorable J. Bennett Johnston, Jr., Chairman
Parks and Recreation Subcommittee
Committee on Interior and Insular Affairs
United States Senate
3110 Dirksen Senate Office Building
Washington, D. C. 20510

Dear Mr. Chairman and Committee Members:

This statement by the Federal Timber Purchasers Association is in response to S. 731, a bill to establish a wilderness in most of the Bandelier National Monument.

To the best of our knowledge, the proposed Bandelier Wilderness would not encompass any land beyond the Bandalier National Monument boundary. Therefore, we do not anticipate any direct, adverse effect upon the timber industry. We are, however, concerned over the possibility that there will be future attempts to extend the proposed wilderness to include adjoining commercial forest land on the Santa Fe National Forest. In any case, the adjoining national forest land has been logged and is not suitable for wilderness classification.

Thus, it might be assumed that we might be able to support this bill, because it would have no direct adverse effect upon any timber operator. Such is not the case, however, because we feel that such legislation is unnecessary for the protection of wilderness values and adverse to the interest of most Americans. It is not just a commodity or an economic issue to us, but a moral and social issue as well.

The Bandelier National Monument is a fine example of a place where commodity values are not an issue but where social and cultural values are an issue, or should be. We believe the Bandelier National Monument was established for the purpose of preserving, studying, and enjoying all that remains of an ancient Indian habitation. Study and development of the area for the benefit of the public has probably been limited due to a lack of funds; therefore, the ability of the National Park Service to preserve, excavate, and exhibit the area for the education and enjoyment of the general public. The result is an area which remains largely untouched and inaccessible to much of the general public. Most of the monument has remained a virtual wilderness and will continue to remain a wilderness, due to the ruggedness of the area and scattered distribution of ancient Indian dwellings, even without special legislation. Whatever development might occur in the future is unlikely to have a significant effect on anymore than a minor amount of the area. However, wilderness classification will preclude some of the express reasons for which the monument was established. It will effectively deny reasonable means of travel to points of interest to young, elderly, handicapped, and perhaps even average people.

69-667 425

It will, also, provide a relatively exclusive playground for a few people who enjoy hiking and dislike the works of man. Inasmuch as the area will remain basically "as is" without this legislation, tying up a large amount of area for a tiny segment of the American public who total only one half of one percent of the entire American public seems culturally, socially, and morally wrong. Although the American system is built to protect the rights of minorities, it does not seem fair to extend them unearned privileges. The rights and interests of the American majority should be considered and served when they do not infringe upon the rights of the minority.

While it may be argued that the majority can view all of the monument if they will but walk, the actual effect is to deny the use for lack of wheeled travel over the intervening, rugged terrain. We believe the broad public will best be served by not foreclosing regular means of access for viewing more of the monument.

For these reasons, we oppose wilderness classification for any area within this particular national monument.

Respectfully yours,

Erwin Kulosa

Erwin Kulosa, Manager
Southwestern Forest Resource Affairs

EK:sm

69-667 426

3900 South Wadsworth Boulevard • Suite 201 • Denver, Colorado 80235 • Telephone (303) 988-5135

APPENDIX IV

Additional Statements and Communications Submitted for the Record on S. 1085 and S. 1675—Isle Royale National Park, Michigan

STATEMENT OF THOMAS C. BAILEY REPRESENTING NORTHERN MICHIGAN WILDERNESS COALITION

Thank you, Mr. Chairman for this opportunity to present citizens' views on the Isle Royale wilderness proposal; S. 1675. I am here today representing a number of citizen groups and coalitions which normally would send their own representative to convey their views. Due to the long legislative history behind this measure and the similar views of all concerned, however, I am presenting to you the position of the Northern Michigan Wilderness Coalition, composed of many groups and individuals from across Upper Michigan; the Mackinac Chapter of the Sierra Club; the Michigan Student Environmental Confederation, another state-wide coalition; the Michigan United Conservation Clubs; The Northern Environmental Council, a regional organization; and the Off-the-beaten Pathfinders of Houghton, Michigan. Support for S. 1675 has also come from the Honorable William Milliken, Governor of the State of Michigan; The Michigan Natural Resources Commission; The Michigan Natural Areas Advisory Board; state legislators; the United Auto Workers and others.

My personal involvement with the Isle Royale wilderness proposal began with my first visit to the Island in 1969. Since that time, I have served as a co-developer of the so-called Citizens' Alternative proposal, which S. 1675 represents, having testified before two previous hearings on the measure, and most recently as a seasonal employee of the National Park Service on the Island. I am in the Park and Recreation curriculum at Michigan State University, and expect to receive my Bachelor of Science degree in that field early this spring.

Mr. Chairman, the legislation before you today has been evolving since 1967. At that time, there was strong disagreement between citizen groups and the Interior Department as to what the measure should involve. Since then, through the public hearing process and clarification of many points regarding the intended goals of management for the park, much progress has been made. Our most pressing concern now is to see that action is taken as soon as possible to implement Wilderness Act protection for Isle Royale National Park.

To put the present proposal in perspective, let us look back to a 1935 Park Service report which stated: "Any plan for its [the Island's] future must be predicated on careful studies which will inhibit heavy pressure from being placed on most of the Island's area. Situated as it is, Isle Royale offers a wilderness experience for certain types of people which cannot be duplicated in the United States. The opportunity to preserve yet use this wilderness tract will be inversely proportional to the permitted development."

More recently, this concept of minimal exclusion from wilderness was emphasized in hearings held before the Subcommittee on Public Lands of this Interior Committee by your colleague Senator Church. The record from those proceedings, which were held on 5th May, 1972, offer us a very clear view of the intent of the Congress with regard to certain points in this issue which require attention today.

As general agreement has been reached concerning the acreages to be excluded, let us concentrate on the language of S. 1675, which is superior to previous Administration proposals in several areas:

1. The "Wilderness Reserve" language in Section 1 of S. 1675 is a case in point. This section of the bill provides that areas with temporary improvements for which no future development is planned shall be designated as wilderness, subject only to the removal of the non-conforming use. (In this case, non-conforming uses referred to are life lease cottages and summer homes.)

The Interior Department has proposed that these areas be described as "Potential Wilderness Additions" which may be added when the Secretary of

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the Interior gives notice in the Federal Register. We believe, however, that Congress alone has the authority to grant or remove wilderness designation. This is made clear in the Widerness Act, and was reiterated by Senator Church in the 1972 hearings. We therefore hope that the Committee will seriously question any legislation or amendments that would allow this sort of decision to be left to other than the Congress.

2. Along the same line, we feel that special management provisions which the Interior Department has included in its proposal are unnecessary. The Congress and the Wilderness Act are the sources of direction in this area, and Congressional intent was made abundantly clear by Senator Church in 1972. To include special provisions for prescribed burning, and for docks necessary for the protection of the resource and the visitor would be needless duplication of what has already been specified by the Congress. The place for such language, if it is necessary at all, is in the Committee report, which deals with the intent of the Committee.

3. I would like to make special reference to section IV of S. 1675, which adds the Gull Islands to the Park. The Islands, comprising some six acres, lie immediately south of the Canadian border, off the northeast end of Isle Royale. Presently, they are under the jurisdiction of the Bureau of Land Management whose nearest headquarters is in Montana. Both the Bureau and the Park service have indicated that this would be a practical transfer. This would place all the islands of the Isle Royale Archipelago under the responsibility of one agency.

To summarize, Mr. Chairman, we believe that S. 1675 offers us the best means of providing Wilderness Act protection for Isle Royale. The "Citizens' Alternative Proposal" which had its beginnings in 1967 has served to help clarify point after point regarding interpretation of the Wilderness Act, and its application to Isle Royale. Now, the Congressional intent of the Act has been clearly articulated, as have the original goals of the park. This has made possible the preservation of one of the finest wilderness areas in the United States. Essential to the realization of this promise is swift Congressional action; action which will plainly outline the course that is to be taken in managing Isle Royale National Park for generations to come.

We urge the passage of S. 1675 as it has been presented here today.

SUPPLEMENT TO THE STATEMENT OF THOMAS C. BAILEY, REPRESENTING CITIZEN GROUPS SUPPORTING S. 1675 FOR WILDERNESS ACT PROTECTION FOR ISLE ROYALE NATIONAL PARK

It is our understanding, through direct contact with Asst. Secretary Reed's office, that the Interior Department would be agreeable to inclusion of the special management provisions mentioned in the preceding discussion in the Committee report, rather than as a part of the actual legislation.

We trust that the Committee would be willing to handle these provisions in the report rather than as an integral part of the bill itself.

HOUSE OF REPRESENTATIVES,
Lansing, Mich., November 7, 1975.

Senator J. BENNETT JOHNSTON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: In 1972 the Michigan Legislature adopted, and the will be some resolution of the question of wilderness area at *Isle Royale National Park.*

I nave perhaps a slightly stronger interest than some in Isle Royale, since my father as a member of Congress was vitally interested and largely responsible for it becoming a national park.

It was his idea then, and that of men like Steven Mather and Horace Albright, that Isle Royale be preserved in its wilderness state as much as possible.

I can only say that I was deeply shocked when I learned that some people in the Park Service were advocating a much diminished wilderness area and pushing the concept of greater use by a broader segment of the public. That certainly was not the intent of the men who worked so hard to get the establishment of Isle Royale as a National Park. They would have felt that that broader segment

of the public which wanted, or needed, more comfort and greater accessibility should have been referred to Belle Isle ("a peoples' park" in Detroit).

Isle Royale is not for picnics. It is not a place to take your third grade on a nature field trip. It should not be thought of as such. It must not become one.

John Roethele of the Michigan Department of Natural Resources gives me the word that the Park Service has not opted for the so-called Citizen's Wilderness plan, that which sets aside the greatest amount of acreage for wilderness. I would hope that with their endorsement, members of your committee would see their way to report the bill out favorably and that the Congress would enact it into law without further delay.

All the very best,

LOUIS K. CRAMTON,
State Representative,
102nd District.

STATE OF MICHIGAN,
DEPARTMENT OF NATURAL RESOURCES,
Lansing, Mich., October 27, 1975.

Hon. J. BENNETT JOHNSTON, JR.,
U.S. Senate.
Washington, D.C.

DEAR SENATOR JOHNSTON: It is my understanding that perhaps at last there Governor signed into law, the Michigan Wilderness and Natural Areas Act, a piece of legislation paralleling the Federal Wilderness Act of 1964. This legislation received the unequivocal support from all organizations in the State of Michigan who have strong interests in maintaining a quality environment for the citizens of our state. An Advisory Board composed of seven citizens functions under the provisions of the Wilderness and Natural Areas Act primarily for the purpose of providing assistance and expertise to the Department of Natural Resources when reviewing potential wilderness and natural areas on lands under the jurisdiction of the State of Michigan.

Our Advisory Board has observed with considerable interest the various proposals made by the Department of the Interior and those offered by various citizens groups pertaining to a recommended federal wilderness area on Isle Royale National Park. It seems somewhat ironic that this matter has not been satisfactorily resolved since the first studies were made of the potential wilderness area in 1970 and that with each passing year greater pressures are exerted by the public in experiencing and making use of those resources in this outstanding national park.

Isle Royale National Park includes some of the most unique biological communities found within the continental United States and has proven to be a fantastic area for scientific study, as well as recreating in a wilderness type of environment. It is the unanimous opinion of the Michigan Advisory Board for Wilderness and Natural Areas that a federal wilderness area including approximately 132,700 acres should be established by the Congress at the soonest possible time to assure the protection and preservation of those physical resources within Isle Royale.

Furthermore, it is our sincere hope that the Congress will look favorably upon present legislation and establish this area before the summer of 1976.

Sincerely,

DR. H. LEWIS BATTS, JR.,
Chairman, Michigan Wilderness and Natural Areas Advisory Board.

STATE OF MICHIGAN,
DEPARTMENT OF NATURAL RESOURCES,
Lansing, Mich., November 6, 1975.

Hon. J. BENNETT JOHNSTON, JR.,
U.S. Senate.
Washington, D.C.

DEAR SENATOR JOHNSTON: Over the past five years the Michigan Natural Resources Commission has observed, with a great deal of interest, proposals to establish a federal wilderness area on Isle Royale National Park pursuant to the Wilderness Act of 1964.

Isle Royale National Park is truly one of the State of Michigan's most outstanding natural features and we, as a Commission, are indeed pleased with the efforts of the Department of the Interior in managing this resource for the benefit of all of the citizens of our country. There are few remaining places within the continental United States which offer the unique opportunities for ecological study which exist at Isle Royale National Park. It is because of the island's size and extremely unique biological resources, coupled with the absence of intrusive development, that it has resulted in one of the most important insular wilderness areas in the nation.

It is the viewpoint of the Michigan Natural Resources Commission that the greatest threat to the integrity of Isle Royale National Park is the clear and simple fact that more and more persons are being attracted annually. Our national and state parks receive pressures in certain quarters for more facilities and artificial development which can ultimately destroy vital wilderness areas, as well as the natural character of these irreplaceable resources.

The Federal Wilderness Act of 1964 is a vehicle which will protect the integrity of areas of unique caliber from exploitation. Therefore, the Michigan Natural Resources Commission does hereby urge the United States Congress to move forward with the establishment of a wilderness area including approximately 132,700 acres of land at Isle Royale National Park at the earliest possible time. It is our sincere hope that dedication as federal wilderness can be accomplished before the summer of 1976. Further delays in this proposal will not assure the long-range protection of those values which must be reserved for the enjoyment of future generations.

Sincerely,

CARL T. JOHNSON,
Chairman, Natural Resources Commission.

MADISON, WIS., *November 3, 1975.*

Hon. J. BENNETT JOHNSTON.
U.S. Senate,
Subcommittee on Parks and Recreation,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: I write regarding proposed legislation relating to designation of portions of *Isle Royale National Park* as wilderness under the Wilderness Act of 1964.

Although most of my life has been spent over 400 miles from Isle Royale, the island is an important part of my life. Five visits I have been blessed with, including two complete summers as an employee. Every time I see the island I am impressed all over again by its pristine beauty, its value as a temporary refuge from our sometimes trying civilization, its example as a naturally operating balanced ecosystem.

Isle Royale deserves protection by the Wilderness Act. There is no better use for the island than as a wilderness haven—wilderness for wildlife, wilderness for science, wilderness for widening our own perspectives, and wilderness for wilderness itself.

Isle Royale is a natural for wilderness designation. Minimal development over the years coupled with geographic isolation make this the prime candidate for a northwoods wilderness. If we need some more developed areas for recreation, then make such development elsewhere in the region, in areas more accessible to the Midwestern population. But leave one place at least—Isle Royale—protected from overuse.

Your subcommittee will be considering S. 1675 soon. I urge you to give Isle Royale the *maximum acreage of wilderness.* Arguments for the needs for "buffer zones" or other absolutely non-essential types of exclusions have been shown to be hollow. Studies have convinced me that there is no need for more than about 1,000 acres to be excluded from designation as wilderness.

Your decision will have affects for all time to come.

I trust the committee will act favorably for wilderness, and will be able to convince the balance of the Congress to do likewise.

Sincerely,

ROBERT F. GURDA.

KINGSFORD, MICH., *November 3, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Parks and Recreation Subcommittee,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON, I respectfully request your support of Senate Proposal, S. 1675, the Citizens Alternative Proposal for Isle Royal.

I believe that the wilderness proposal is vital to preserving this wonderful area, and is an effective and attainable means of doing so. Thank you for your consideration.

Sincerely,

MRS. PETER CATTELINO.

NORTHERN MICHIGAN WILDERNESS COALITION,
Marquette, Mich., November 6, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Parks and Recreation Subcommittee,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: I am very sad about the cancellation of scheduled hearings today by your subcommittee, on wilderness status for Isle Royale National Park, as well as the other National Park wilderness proposals. I have received two long distance phone calls, one last evening and the other today from very disappointed members of our delegation. While I do recognize the urgency of your attendance at the critical conference on oil and gas regulation, wasn't there some possibility to allow these dedicated, hard working citizen representatives to present their testimony—rather than just "handing it in"?

A number of us have dug into our own shrinking financial resources to pay the cost of transportation and living expenses so we could have a most able spokesman present, Mr. Thomas Bailey. I have personally paid my own expenses on several prior occasions to appear at House & Senate hearings. I was most pleased to do so, but am beginning to wonder if it was all worthwhile.

Please do all you can to get these wilderness proposals moving. This is an important issue to many of us. We urge your speedy action on Senator Hart's and Senator Griffin's wilderness proposal for Isle Royal—S. 1675, which has been pending for a number of years, and a quick, favorable Subcommittee report will help to restore confidence in the functions of Congress for many of us. All of us owe to future generations wilderness designation on Isle Royale and other National Parks.

Your understanding and help is most appreciated.

Sincerely,

ROBERT A. HANSON,
Coordinator.

UNIVERSITY OF MICHIGAN HERBARIUM,
Ann Arbor, Mich., November 14, 1975.

Hon. J. BENNETT JOHNSTON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: I am writing in support of S1675, which incorporates the "citizens proposals" on Wilderness designations in Isle Royale National Park.

This bill should be endorsed *without amendments.* (The differences in the somewhat similar HR4860 are unnecessary or undesirable—or both!)

I have spent considerable time studying the plant life of Isle Royale, including a week each of the past two summers, so I am reasonably familiar from personal experience with the implications of Wilderness designation for the various sites. A strong Wilderness proposal, like Senator Hart's, is essential at this time to prevent possibilities of future abuse of this extraordinarily fine area.

Sincerely yours,

EDWARD G. VOSS,
Curator and Professor.

WILDERNESS ADDITIONS—NATIONAL PARK SYSTEM

TUESDAY, MARCH 2, 1976

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

The subcommittee met, pursuant to notice, at 10 a.m. in room 3110, Dirksen Office Building, Hon. J. Bennett Johnston presiding.

Present: Senators Johnston and Hansen.

Also present: James P. Beirne, counsel and Laura L. Beaty, professional staff member.

OPENING STATEMENT OF HON. J. BENNETT JOHNSTON, A U.S. SENATOR FROM THE STATE OF LOUISIANA

Senator JOHNSTON. The hearing will come to order.

This morning we are considering three California wilderness proposals:

S. 72 and S. 1092, which would designate the Pinnacles Wilderness within the Pinnacles National Monument;

S. 1093 and S. 2472, which would designate the Point Reyes Wilderness within Point Reyes National Seashore; and

S. 1099 and S. 97, which would designate the Yosemite Wilderness within Yosemite National Park.

Copies of the legislation and the department reports will be included in the record at this point.

[The documents referred to follow:]

94TH CONGRESS
1ST SESSION

S. 72

IN THE SENATE OF THE UNITED STATES

JANUARY 15, 1975

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

A BILL

To designate certain lands in the Pinnacles National Monument in California as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3 (c) of the Wilderness Act (78 Stat. 890), certain lands in the Pinnacles National Monument, California, which comprise about thirteen thousand acres and which are generally depicted on a map entitled "Pinnacles Wilderness—Proposed" and dated April 1968, are hereby designated as wilderness.

SEC. 2. As soon as practicable after this Act takes effect, a map and legal description of the wilderness area designated by and pursuant to this Act shall be filed with the Interior

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

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

94TH CONGRESS
1ST SESSION

S. 1092

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Pinnacles National Monument in California as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3 (c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain lands in the Pinnacles National Monument, which comprise about ten thousand nine hundred eighty acres and which are depicted on a map entitled "Recommended Wilderness, Pinnacles National Monument, California", numbered NM-PIN-9014 and dated September 1967, are hereby designated as wilderness. The map and a description of the boundary of such lands shall be on file

and available for public inspection in the offices of the National Park Service, Department of the Interior.

SEC. 2. (a) The area designated by this Act as wilderness shall be administered by the Secretary of the Interior pursuant to the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented and the applicable provisions of the Wilderness Act.

(b) Only those commercial services may be authorized and performed within the wilderness area designated by this Act as are necessary for activities which are proper for realizing the recreational or other wilderness purpose thereof. There shall be no permanent road therein and, except as necessary to meet minimum management requirements in connection with the purposes for which the area is administered (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment, or other form of mechanical transport, no structure or installation and no landing of aircraft within the area designated as wilderness by this Act.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 5 - 1975

Dear Mr. Chairman:

This responds to your request for the views of this Department on S. 72 and S. 1092, similar bills "To designate certain lands in the Pinnacles National Monument in California as wilderness."

We recommend that either bill be enacted if amended as suggested herein.

S. 72 would designate approximately 13,000 acres within the Pinnacles National Monument, California, as wilderness, which are generally depicted on a map entitled "Pinnacles Wilderness--Proposed," dated April 1968.

S. 1092 would designate as wilderness within the Pinnacles National Monument approximately 10,980 acres, depicted on a map entitled "Recommended Wilderness, Pinnacles National Monument, California," numbered NM-PIN-9014 and dated September 1967.

On April 1, 1968, the President recommended to the Congress that 5,330 acres within the Pinnacles National Monument be designated wilderness. Following this Department's re-evaluation of the wilderness potential of lands excluded from the recommendation, the President, on June 13, 1974, transmitted to the Congress a revised recommendation comprising 10,980 acres of wilderness and 320 acres of potential wilderness. This revised recommendation is depicted on a map numbered 114-20,000 and dated June 1973.

While S. 1092 incorporates the President's 1974 recommendation with regard to the 10,980 acres to be designated wilderness, it omits the recommended 320 acres of potential wilderness, and references the map transmitted with the 1968 proposal rather than the later map transmitted with the 1974 recommendation.

Accordingly, we recommend that section 1 of S. 72 and S. 1092 be deleted, and the following language be substituted in lieu thereof to conform to the President's 1974 recommendation:

> "That, in accordance with section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 892; 16 U.S.C. 1132(c)), certain lands in the Pinnacles National Monument, California, which comprise about 10,980 acres, designated 'wilderness,' and which are depicted on the map entitled 'Recommended Wilderness Pinnacles National Monument, California,' numbered 114-20,000 and dated June 1973, are hereby designated as wilderness. Certain other lands in the monument, which comprise about 320 acres and which are designated on such map as 'Potential Wilderness Addition,' are, effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated wilderness."

Further, we recommend that section 2 of S. 1092 be deleted. This language is unnecessary in that it repeats section 3(c) of the Wilderness Act, and as such is no longer standard usage in wilderness legislation. We recommend that in lieu of section 2, the following language which is now standard usage, be inserted:

> "SEC. 2. The wilderness area designated by this Act shall be known as the 'Pinnacles Wilderness" and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, and where appropriate any reference in that Act to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior."

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

Sincerely yours,

Assistant Secretary of the Interior

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

94TH CONGRESS
1ST SESSION

S. 1093

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Point Reyes National Seashore, California, as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in accordance with section 3(c) of the Wilderness Act (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Point Reyes National Seashore, which comprise about ten thousand six hundred acres, and which are depicted on the map entitled "Wilderness Plan, Point Reyes National Seashore, California," numbered 612–20003–A and dated December 1971 are hereby designated as wilderness. The map and a description of the boundaries of such lands shall

be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

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

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

94TH CONGRESS
1ST SESSION

S. 2472

IN THE SENATE OF THE UNITED STATES

OCTOBER 3 (legislative day, SEPTEMBER 11), 1975

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

A BILL

To designate certain lands in the Point Reyes National Seashore, California, as wilderness; to designate Point Reyes National Seashore, as a natural area of the National Park System, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in furtherance of the purposes of the Point Reyes National Seashore Act (16 U.S.C. 459c), and of the Wilderness Act (16 U.S.C. 1131-36), and in accordance with section 3(c) of the Wilderness Act (16 U.S.C. 1132(c)), those lands within the Point Reyes National Seashore which comprise approximately thirty-eight thousand seven hundred acres, and which are depicted on the map entitled "Point

Reyes Wilderness" numbered 612–90000 and dated February 1975, which is on file and available for public inspection in the offices of the National Park Service, Department of the Interior, are hereby designated as wilderness.

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

SEC. 3. The wilderness area designated by this Act shall be comprised of three units which shall be known as the "Point Reyes Miwok Wilderness", the "Point Reyes Esteros Wilderness", and the "Point Reyes Clem Miller Wilderness" and shall be administered by the Secretary of the Interior in accordance with provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of the Wilderness Act shall be deemed to be a reference to the effective date of this Act, and any reference to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior.

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SEC. 4. Section 6 (a) of the Point Reyes National Seashore Act (16 U.S.C. 459c–6a), as amended, is further amended by inserting immediately after the words "shall be administered by the Secretary" the words "as a natural area of the National Park System, without impairment of its natural values, in a manner which provides for such recreational, educational, historic preservation, interpretation, and scientific research opportunities as are consistent with, based upon, and supportive of the maximum protection, restoration and preservation of the natural environment within the area".

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 5 - 1975

Dear Mr. Chairman:

This responds to your request for the views of this Department on S. 1093, a bill "To designate certain lands in the Point Reyes National Seashore, California, as wilderness."

We recommend that S. 1093 be enacted if amended as suggested herein.

S. 1093 would designate as wilderness approximately 10,600 acres in the Point Reyes National Seashore, California, which are depicted on the map entitled "Wilderness Plan, Point Reyes National Seashore, California," numbered 612-20003-A and dated December 1971.

On November 28, 1973, the President transmitted proposed legislation to the Congress to designate 10,600 acres of wilderness within Point Reyes National Seashore. S. 1093 contains the President's recommendation.

Since the President's 1973 recommendation, this Department has made additional study of the wilderness potential of lands not included in that recommendation. Further, certain lands in the seashore, originally within private ownership, have now been acquired by the Federal Government. As a result of these actions, we recommend the addition of 14,880 acres to the President's 1973 recommendation, bringing the total acreage to be designated as wilderness to 25,480. This acreage is depicted on a map entitled "Wilderness Plan, Point Reyes National Seashore, California," numbered 612-20,004-A and dated June 1975. We are also recommending the addition of 20 acres as potential wilderness, depicted on such map as "Potential Wilderness Addition."

Accordingly, we recommend that section 1 of S. 1093 be deleted and the following language be substituted in lieu thereof:

> That, in accordance with section 3(c) of the Wilderness Act of September 3, 1964, (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Point Reyes National Seashore, California, which comprise about 25,480 acres,

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designated "Wilderness," and which are depicted on the map entitled "Wilderness Plan, Point Reyes National Seashore, California," numbered 612-20,004-A and dated June 1975, are hereby designated as wilderness. Certain other lands in the seashore, which comprise about 20 acres and which are designated on such map as "Potential Wilderness Addition," are effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated wilderness. The map and a description of the boundaries of such lands shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

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

Sincerely yours,

Assistant Secretary of the Interior

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

94TH CONGRESS
1ST SESSION

S. 97

IN THE SENATE OF THE UNITED STATES

JANUARY 15, 1975

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

A BILL

To designate certain lands in the Yosemite National Park in California as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with subsection 3 (c) of the Wilderness Act (78 Stat. 890; 16 U.S.C. 1132 (c)), certain lands in the Yosemite National Park, California, which comprise about six hundred and ninety-two thousand five hundred acres and which are depicted on a map entitled "Yosemite North Wilderness and Yosemite South Wilderness—Proposed" and dated January 1975, are hereby designated as wilderness: *Provided, however,* That each tract identified on

said map as "Wilderness Reserve" is designated as wilderness, subject only to the removal from each such tract of the existing nonconforming improvements, at which times the Secretary of the Interior is directed to publish notice thereof in the Federal Register. Pending such notice, and subject only to the existing nonconforming improvements, each such tract shall be managed as wilderness in accordance with section 3 of this Act.

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

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

94TH CONGRESS
1ST SESSION

S. 1099

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Yosemite National Park, California, as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Yosemite National Park which comprise about six hundred forty-six thousand and seven hundred acres which are depicted on the map entitled "Wilderness Plan, Yosemite National Park, California", numbered 104–20003–B and dated July 1972, are hereby designated wilderness. The lands which comprise about one hundred twenty-one acres,

designated on such map as "Potential Wilderness Additions", are, effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated wilderness.

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

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

SEC. 4. Within the wilderness area designated by this Act, the Secretary may (1) authorize the establishment and

maintenance of hydrologic devices and underground telephone lines, in accordance with such regulations as he may deem desirable; (2) provide for the use of manipulative techniques in order to maintain or restore natural ecological conditions; and (3) continue the use and maintenance of the ranger stations and radio repeaters.

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 5 - 1975

Dear Mr. Chairman:

This responds to your request for the views of this Department on S. 97, and S. 1099, similar bills "To designate certain lands in Yosemite National Park in California as wilderness."

On September 21, 1972, the President transmitted to Congress a proposed bill "To designate certain lands in the Yosemite National Park, California, as wilderness." This proposal has been introduced as S. 1099, and we recommend that it be enacted in lieu of S. 97.

S. 97 would designate approximately 692,500 acres of wilderness in Yosemite National Park, California, which are depicted on a map entitled "Yosemite North Wilderness and Yosemite South Wilderness--Proposed," dated January 1975. Each tract indentified on such map as "Wilderness Reserve"--approximately 121 acres--would be designated wilderness as soon as certain nonconforming uses are terminated. In addition, the areas designated wilderness by and pursuant to the bill would be named the Yosemite South Wilderness and the Yosemite North Wilderness.

On September 21, 1972, the President recommended to Congress that 646,700 acres in the Yosemite National Park be designated wilderness, and that 121 acres of potential wilderness be designated by the Secretary of Interior at such time as he determines they qualify as wilderness. In addition, the President's recommendation included express legislative provisions authorizing: (1) establishment and maintenance of hydrologic devices and underground telephone lines; (2) use of manipulative techniques for the maintenance and restoration of natural ecological conditions, and (3) continued use and maintenance of Ranger Stations and Radio Repeaters, all within the proposed wilderness. On March 25, 1974, this recommendation was reiterated by this Department before hearings held by the Subcommittee on Parks and Recreation

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of the House Committee on Interior and Insular Affairs in the 93rd Congress on H.R. 13562 and H.R. 13563, two omnibus wilderness bills. We again urge that this proposal, now pending before the Senate as S. 1099, be enacted.

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

Sincerely yours,

Assistant Secretary of the Interior

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

Enclosure

A B I L L

To designate certain lands in the Yosemite National Park, California, as wilderness.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in accordance with section 3(c) of the Wilderness Act of September 3, 1964 (78 Stat. 890, 892; 16 U.S.C. 1132(c)), certain lands in the Yosemite National Park, California, which comprise about 646,700 acres, designated "Wilderness," and which are depicted on the map entitled "Wilderness Plan, Yosemite National Park, California," numbered 104-20003-B and dated July 1972, are hereby designated as wilderness. Certain other lands in the park, which comprise about 121 acres and which are designated on such map as "Potential Wilderness Additions," are, effective upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, hereby designated wilderness. The map and a description of the boundaries of such lands shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior.

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

SEC. 3. The wilderness area designated by this Act shall be known as the "Yosemite Wilderness" and shall be administered by the Secretary of the Interior in accordance with the provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, and where appropriate any reference in that Act to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior.

SEC. 4. Within the wilderness area designated by this Act, the Secretary may (1) authorize the establishment and maintenance of hydrologic devices and underground telephone lines, in accordance with such regulations as he may deem desirable; (2) provide for the use of manipulative techniques in order to maintain or restore natural ecological conditions; and (3) continue the use and maintenance of the Ranger Stations and Radio Repeaters.

Senator JOHNSTON. We are very pleased to have the Honorable Alan Cranston, the Senator from California, to testify on all three.

If you would like, Senator Cranston, we would be glad to hear you on all three.

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

Senator CRANSTON. Thank you very much.

I appreciate very much, Mr. Chairman, this opportunity to again testify before you.

I am testifying in support of wilderness designation for areas within three national parks in California: Pinnacles National Monument, Yosemite National Park, and the Point Reyes National Seashore.

Regarding the Pinnacles, I'm particularly pleased that the committee is considering legislation S. 72 and S. 1092, to establish a Pinnacles Wilderness area. The Pinnacles proposal was first introduced in the Senate in the 90th Congress by my distinguished predecessor, Senator Tom Kuchel.

I'm going to abbreviate my testimony now.

Senator JOHNSTON. The full text will go into the record.

Senator CRANSTON. I suppose the wilderness designation of about 13,000 acres within the 14,777.77-acre Pinnacles National Monument. This proposal is somewhat larger than the current proposal of the National Park Service for a 10,980-acre Pinnacles Wilderness.

I want to commend the National Park Service for reevaluating its earlier wilderness proposals for Pinnacles and enlarging its wilderness recommendation for the moment. However, I feel that certain additional lands qualify for wilderness designation. These include land close to the Chaparral campground and ranger station, land close to the Bear Gulch campground and reservoir, and the administrative road which presently extends beyond the Chalone campground.

I then touch upon several points that are particularly relevant to the conclusion that I and others have come to, that this is an appropriate bill, despite a few questions which have arisen which I think are very, very minor.

As to Yosemite, Yosemite National Park is located in the central portion of the Sierra Nevada Mountains, in portions of Tuolumne, Mariposa and Madera Counties.

Known as one of the most beautiful and scenic units of our National Park System, Yosemite National Park in recent years has experienced tremendous increases in visitor usage resulting in congestion, intolerable crowding, and confusion around campsites in the valley floor. Yet in areas away from the campsites, solitude and natural serenity can be readily found.

To insure that this rich resource is not endangered, I believe we should designate a total of 692,500 acres as the Yosemite Wilderness as proposed in S. 97. The wilderness would be in two units, north and south, with some additional lands in wilderness reserve.

The National Park Service supports the designation of 646,700 acres as the Yosemite Wilderness. While the difference between the acreage figures is not great, important areas have been excluded in the

Park Service proposal, S. 1092. I strongly urge the inclusion of several additional areas.

As to Point Reyes, as a cosponsor of Senator Tunney's bill, S. 2472, to designate lands within the Point Reyes National Seashore as wilderness, I want to add a few words in support of that measure.

The Point Reyes National Seashore is one of two large areas along the California coast where the natural beauty of the coastline is not broken by a major highway. That's an exceedingly important point, with regard to this particular bill.

This undeveloped coastal area is only 35 miles north of San Francisco. Because of the newly created Golden Gate National Recreation Area immediately to the south of Point Reyes, which can provide tremendous outdoor recreational opportunities, the Point Reyes National Seashore should be protected as a natural area.

S. 2472 calls for the designation of 38,700 acres of the seashore as the Point Reyes Wilderness.

Since this bill was introduced, several compromises have been worked out with the Golden Gate National Recreation Area Citizens Advisory Commission, which also serves the Point Reyes National Seashore. I endorse their proposals which you will be hearing about in some detail this morning from individuals who are here from California.

I understand there is now broad public support for the designation of 36,000 acres as the Point Reyes Wilderness.

Mr. Chairman, I have testimony from two members of the Congress who wanted to be present but could not: First, by Senator John V. Tunney; and, second, by Congressman John L. Burton of San Francisco. I ask that they go into the record.

Senator JOHNSTON. Without objection, that will be introduced in the record following your statement.

Senator CRANSTON. Mr. Chairman, I want to thank you and your subcommittee very, very much for helping us on another major California matter, the Santa Monica Mountains Park which is a tremendous step forward. As you know, that's now passed the Senate, and I'm very grateful to you particularly, Mr. Chairman, for your very hard work on a matter far removed from your own State. I thank the subcommittee and all its members, including the distinguished Senator from Wyoming, for their great cooperation on that matter.

Senator JOHNSTON. It was very kind of you to say so, and also write that nice note. Now all we have to do is get funding, and I hope we can do so with dispatch because it's important, not only in itself, but hopefully as a model for future park acquisitions, a model by which we can serve the taxpayers' money and spread it further, and at the same time keep these irreplaceable areas such as Santa Monica.

With respect to Yosemite, I camped there about 20 years ago. There's an area, as I recall, called May Lake. Are you familiar with it, with that area? Would that area be in the wilderness?

Senator CRANSTON. I'm not personally familiar with that particular area, no.

Senator JOHNSTON. Is someone there familiar with it?

Mr. EVERHARDT. Mr. Chairman, we have the Regional Director from our western region, Mr. Howard Chapman, here today. I'm

sure he's familiar with May Lake. If you have any questions, we'd be glad to respond.

Senator JOHNSTON. I believe that was the name of it.

Mr. HOWE. I think it's right here [indicating on chart]. Yes, May Lake; It's right here.

Senator JOHNSTON. That would be part of it, the wilderness?

Mr. HOWE. This is excluded from the wilderness in this proposal——

Senator JOHNSTON. I see.

Mr. HOWE [continuing]. Because of the facilities that are there, It's just a 30-acre area that is left out of the wilderness, represented by this white circle [indicating].

Senator JOHNSTON. I see. Thank you.

One point I want to mention. We had Point Reyes set for hearing previously, at a time when the energy bill was the first order of business in Congress—and I think in the Nation, as a matter of fact. We had to cancel that hearing because most of the members of the subcommittee—in fact all but one—were members at that conference, and we had the conference called the night before for a meeting the next day. We called every member of the subcommittee. All of them were either in the conference or had to chair hearings elsewhere, and we had to rather precipitantly cancel the hearings, at great discomfort to those who had come from California.

I understand very well their unhappiness. I read in my local newspaper at home a reprint of an editorial in the Point Reyes Gazette about Southern inhospitability, suggesting that somehow somewhere between intentionally and negligently I failed to show up for that.

I hope you will convey to the people at Point Reyes that my failure to be there was only because of the very important and crucial meetings, and that we did our very best to find somebody to chair the hearings. Sometimes that happens in the Congress. We just can't predict it.

So, I'm happy at least we can finally have a hearing on Point Reyes today.

Senator CRANSTON. Well, I certainly will explain that, and I can well understand that given the unhappy choices we so often have to make about where to put in our time. You had to go to an energy conference.

Senator JOHNSTON. Senator Hansen.

Senator HANSEN. I have no questions. I thank our distinguished colleague for his presence here this morning.

I do have a statement, Mr. Chairman, that I would like to submit for inclusion in the record, an opening statement, if I may, without objection.

Senator JOHNSTON. Yes. Without objection.

[The prepared statement of Senator Hansen follows:]

STATEMENT OF HON. CLIFFORD P. HANSEN, A U.S. SENATOR FROM THE STATE OF WYOMING

Mr. Chairman: Less than two weeks ago, this Subcommittee held hearings on three Park Wilderness proposals. These hearings elicited testimony that the following man-made-exploited features could be included within the wilderness without injury to the Wilderness Act of 1964: 10 man-made water reser-

voirs; Stock driveways; Shorelands of multiple-purpose reservoirs; Boat docks; Swimming beaches; Archaeological diggings; Visitor Use Shelters; Camping facilities, including water supply and sewage disposal systems; Large group shelters; Incinerators; Ranger Stations; Fuel and Equipment Storage Facilities; Power Transmission Line; and Vegetative management by burning.

Legislation before us at today's hearing also recommends inclusion of a number of non-conforming uses of wilderness, including: A concrete dam—in a bill approved by the House Committee; Park Trailheads; U.S.G.S. research facility; Offshore tidelands with State-related fishing and mineral rights, and open to navigation; Service corridors; Overhead powerline; Commercial oyster beds; A city water reservoir, including tunnel systems; Camps and Ski Huts, providing overnight accommodations and food service; Hydrologic devices; Telephone lines; and Roads.

For the second time, the Park Service spokesman has outlined guidelines for wilderness management, which appear to differ in major respects with the guidelines being applied by the Forest Service in wilderness area created under the same Act.

For years, conservation groups have been complaining that a power reservoir at Hetch Hetchy had "ruined" that area of Yosemite Park; yet some recommendations for bills before the Committee call for extending wilderness designation right down to the highwater line of the reservoir.

Mr. Chairman, I'm confused. I though I knew what wilderness was when the Wilderness Act of 1964 was passed, but today anything goes. The poet said that only God can make a tree. But Congress, it seems, with the eager support of the Sierra Club, and even the Wilderness Society, can take any piece of real estate, and all its man-made encumbrances, and create wilderness.

Mr. Chairman, at the last session of the Subcommittee, you were expressing concern about the large number of hearings that we have to conduct on park wilderness proposals, along with other Committee business. The plethora of exemptions of non-conforming uses we are getting—whether specified in the bill or in the report—raises additional questions. A few of these questions are:

Are we eroding the Wilderness Act by the increasing use of exemptions of non-conforming uses?

What non-conforming uses should be permitted in wilderness legislation?

Should these exemptions be specifically cited in the Act, as consistently recommended by the Department of the Interior?

Are the guidelines used by the National Park Service appropriate for Congressionally-created wilderness areas?

Why is it necessary for the Congress to designate wilderness areas in a National Park or Monument, when the organic National Park legislation, as amended, provides all the authority required for the agency to manage the National Park System?

Mr. Chairman, I think that these are significant questions and I am sure that my colleagues on the Committee have others that require answering at this point.

Senator HANSEN. I think in my opening statement it spells out the concerns that I have. There is no overriding opinion here now. It's a distinction that I find seems to become more blurred, between the concept that I felt the Congress had about the wilderness and the changed direction that I believe exists, to include more and more things that were not earlier, I believe, reflective of the true wilderness.

I thank you, Senator Cranston, for your appearance.

Senator CRANSTON. Thank you very much.

[The prepared statements of Senators Cranston, Tunney, and Congressman John L. Burton follow:]

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

Mr. Chairman, I'm pleased to have the opportunity to testify this morning in support of wilderness designation for areas within three national parks in California—Pinnacles National Monument, Yosemite National Park, and the Point Reyes National Seashore.

PINNACLES

I'm particularly pleased that the Committee is considering legislation, S. 72 and S. 1092, to establish a Pinnacles wilderness area. The Pinnacles proposal was first introduced in the Senate in the 90th Congress by my distinguished predecessor, Senator Tom Kuchel. He proposed five wilderness areas in California, four of which have been established. The approval of a Pinnacles wilderness bill would complete Congressional action on all of Senator Kuchel's wilderness proposals and help preserve a unique and beautiful area in California.

The Pinnacles National Monument is about 90 miles south of San Francisco in one of the coastal mountain ranges, the Gabilan Mountains. The monument is noted for its tall pinnacle rock formations and its two talus caves which actually are very narrow canyons covered by large boulders wedged between canyon walls. Wind and water erosion, combined with the movements of two large faults, carved the unique spires and created the narrow passages.

The semi-arid land is covered primarily with dry, leathery chaparral. Throughout the monument are many species of wildlife, including the endangered peregine falcon and the golden eagle.

I support wilderness designation of about 13,000 acres within the 14,777.77-Pinnacles National Monument. This proposal is somewhat larger than the current proposal of the National Park Service for a 10,980-acre Pinnacles wilderness.

I want to commend the National Park Service for re-evaluating its earlier wilderness proposals for Pinnacles and enlarging its wilderness recommendation for the monument. However, I feel that certain additional lands qualify for wilderness designation. These include land close to the Chaparral campground and ranger station, land close to the Bear Gulch campground and reservoir, and the administrative road which presently extends beyond the Chalone campground.

I am not aware of any National Park Service plans for extension of facilities in the Chaparral campground and ranger station area. The area between the campground and the Chalone cave is of high scenic value and merits wilderness classification. I feel it should be included in the Pinnacles wilderness area.

I also am unaware of any Park Service plans for the Bear Gulch area which would justify the exclusion of the surrounding land from the wilderness.

In addition, I feel that the administrative service road which extends beyond the Chalone campground should be permanently closed to motor vehicles and included in the wilderness. The road is unpaved.

Because of the small size of Pinnacles National Monument, I feel there should be no new roads within its boundaries. Additional roads would only fragment the monument and detract from its natural and scenic values. I am pleased the Park Service is now recommending wilderness designation of the northern portion of the monument, an area previously proposed for a road.

I urge wilderness designation of 13,000 acres within Pinnacles National Monument.

YOSEMITE

Yosemite National Park is located in the central portion of the Sierra Nevada Mountains, in portions of Tuolumne, Mariposa and Madera Counties. Known as one of the most beautiful and scenic units of our national park system, Yosemite National Park in recent years has experienced tremendous increases in visitor usage resulting in congestion, intolerable crowding, and confusion around campsites on the valley floor. Yet in areas away from the campsites, solitude and natural serenity can readily be found.

There are outstanding geological, biological, and scenic resources—exceptional glaciated topography, sheer massive granite walls, magnificent waterfalls, virgin conifer forests, mountain lakes, streams, and meadows. The park provides a home for mule deer, black bear, wildcat, and the rare mountain lion.

To insure that this rich resource is not endangered, I believe we should designate a total of 692,500 acres as the Yosemite wilderness as proposed in S. 97. The wilderness would be in two units, north and south, with some additional lands in wilderness reserve.

The National Park Service supports the designation of 646,700 acres as the Yosemite wilderness. While the difference between the acreage figures is not

great, important areas have been excluded in the Park Service proposal, S. 1092. I strongly urge the inclusion of several additional areas.

The Park Service has excluded nine enclaves, including the five High Sierra camps in the Yosemite backcountry, the stone ski hut at Ostrander Lake, and three areas proposed for new High Sierra camps. I feel that the five camps should be included in the Yosemite wilderness as pre-existing non-conforming uses. They are now served by mule and horse back, and wilderness designation should not interfere within their continued operation. Wilderness designation would preclude expansion of the facilities there and construction of new backcountry camps.

S. 97 includes the Old Tioga Road. This road is unpaved, but has been maintained for administrative purposes. There appears to be no need for continued use of this corridor as it parallels the Tioga Road. The Park Service previously suggested the Old Tioga Road be reopened to the public as an interpretive motor nature trail. As there are already too many cars in Yosemite and efforts are being made to remove them from the park, I see no justification in opening up another road.

S. 97 also calls for the inclusion of Little Yosemite Valley within the Yosemite wilderness. I understand that National Park Service is concerned that this area is heavily used and needs a high level of maintenance. However, development of a new campground there could intensify the problem of overuse. As wilderness, the use of the area could be regulated by the wilderness permit system. The Little Yosemite Valley fully qualifies as wilderness.

The lower Illilouetee Valley area also is included in S. 97, but excluded from the Park Service's proposal. A tramway to Glacier Point has been proposed for this area. During the recent meetings on the new Yosemite Master Plan, the public opposed this plan.

The wilderness boundaries in S. 97 exclude the road to Hetch Hetchy Reservoir and the dam, but include the land above the high water line. It is intended that the dam be set aside in wilderness reserve until such time as the dam is removed. Lake Eleanor is included in the wilderness, but the Committee may wish to put this dam in wilderness reserve, too.

I urge the designation of the full 692,500 acres as the Yosemite wilderness as set forth in S. 97.

POINT REYES

As a cosponsor of Senator Tunney's bill, S. 2472, to designate lands within the Point Reyes National Seashore as wilderness, I want to add a few words in support of this measure.

The Point Reyes National Seashore is one of two large areas along the California coast where the natural beauty of the coastline is not broken by a major highway. This undeveloped coastal area is only 35 miles north of San Francisco. Because the newly created Golden Gate National Recreation Area immediately to the south of Point Reyes can provide tremendous outdoor recreational opportunities, the Point Reyes National Seashore should be protected as a natural area.

S. 2472 calls for the designation of 38,700 acres of the seashore as the Point Reyes wilderness.

Since this bill was introduced, several compromises have been worked out with the Golden Gate National Recreation Area Citizens Advisory Commission which also serves the Point Reyes National Seashore. I endorse their proposals which you will be hearing about in some detail this morning from individuals who are here from California. I understand there is now broad public support for the designation of 36,000 acres as the Point Reyes wilderness.

There is still a problem with the State of California about the inclusion of the tidelands and submerged waters. I strongly feel that these areas should be included in the wilderness, and I hope that an understanding with the State can be reached in the near future.

Thank you for your consideration of these proposals.

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

Mr. Chairman, I very much appreciate this opportunity to testify in support of three bills which Senator Cranston and I have introduced, S. 72, S. 97, and S. 2472. They provide for the creation of wilderness area within the National Park system in California.

The first of these, S. 72, designates approximately 13,000 acres as wilderness within Pinnacles National Monument. This area, which lies about 125 miles south of San Francisco Bay, was first proposed for wilderness in the 90th Congress by then Senator Thomas Kuchel and has been reintroduced in each of the following Congresses by Senator Cranston.

It is important that we ensure the preservation of this unique area that in prehistoric times, was the site of an enormous volcano. The new semi-arid land has remained virtually unaltered since that time except as a result of wind and water erosion and the effects of the movements of two large faults. Man now has the opportunity to enjoy the solitude and seclusion of the area interrupted only by the activities of the golden eagle, the peregrine falcon and other forms of wildlife that now roam freely throughout the Monument. This valuable resource must not be allowed to disappear.

That is why I am delighted that the Committee is now considering this legislation and I sincerely hope that action can be completed by the Senate before the end of this year.

Secondly, because of the steadily increasing demands for development of day use facilities and further recreational opportunities, there is a real possibility that the beauty and splendor of Yosemite National Park will be destroyed if S. 97 is not quickly enacted. This legislation would ensure the preservation of some of this nation's most beautiful parklands, by including approximately 692,500 acres within the National Wilderness Preservation System.

Yosemite National Park is of importance not only to Californians who visit the area in droves each year, but also to the rest of the country because of the huge number of out-of-state tourists. While the floor of the Park's magnificent valley offers a richly varied recreational experience for those who enjoy camping, snow related activities, mountain climbing etc., it is overcrowded, cramped and noisy. The present situation can only deteriorate unless further expansion is brought to a halt and a reasoned master plan is put into effect.

However, even without a plan for the developed portion of the Park, there is no reason to delay action which would protect those areas not yet part of the Parks Commercial activities. Mr. Chairman, it is absolutely essential that the Congress act expeditiously in creating the Yosemite wilderness, thereby guaranteeing that further generations will find, at least part of the Park, in its original untouched state. Yosemite National Park must be preserved and passage of S. 97 is the first and most important step toward that goal.

Finally, there are only two sizable areas remaining on the Pacific Coast where the natural grandeur of the ocean shore is not scarred by main paved highways. The bill which I introduced a month ago, S. 2472, would provide protection for one of them: the Point Reyes Peninsula, which lies only 35 miles north of San Francisco.

In 1962, the Congress authorized a superlative unit of the national park system here—the Point Reyes National Seashore.

By 1975, after an extended and difficult period of land acquisition, sufficient funds have been appropriated so that the National Park Service has acquired almost all of the land now authorized for public use within the West Coast's only national seashore.

Because the major land acquisition phase at Point Reyes has been accomplished, we should proceed to completing this great work of land conservation begun more than a decade ago. Now that public ownership of this magnificent peninsula is secure, the time has come to make certain that its highest values for public use, education and enjoyment are not lost or degraded by management policies designed for other, less natural areas of our National Park System.

Mr. Chairman, this is fine wilderness land, with rugged ridges, dense and shadowed stands of Bishop pine, Dougles fir and brilliant lakes, as well as 7 miles of ocean shoreline. But the current Park Service proposal, which covers less than one-fifth of the seashore, is unfortunately far too small. Further it is almost disjointed by nonwilderness corridors which penetrate it.

In contrast, my bill would ensure protection of nearly 60% of the 64,995 acre Point Reyes National Seashore as open and natural lands and waters—open to a broad and diverse range of public recreational and educational pursuits for many millions of visitors a year, but not open to invasion by motor vehicles or highways.

Existing paved roads and developed campgrounds will continue to exist. Additional public transportation, such as is provided by the already popular Point Reyes shuttle buses will be encouraged. Established private rights of landowners and leaseholders will continue to be respected and protected. The existing agricultural and acquacultural uses can continue.

This legislation, which has also been introduced on the House side by Congressman John Burton, enjoys the strong support of a number of groups in the San Francisco Bay Area, including People for a Golden Gate National Recreation Area, the Golden National Recreation Area Citizens Advisory Commission, the Marin County Board of Supervisors, and numerous others.

Early in September, the G.G.N.R.A. Citizens Advisory Commission, which oversees management of both Golden Gate National Recreation Area and the Point Reyes National Seashore, recommended several changes in my bill which would serve to strengthen and further clarify it's goal of providing a quality wilderness experience for visitors to the area. I support the following changes and hope that the Committee will give them every consideration.

There are a number of trails and service roads within the proposed wilderness which are being used as fire trails or for other administrative purposes by the Park Service. For that reason, it has been suggested that they be excluded from consideration because of the need for frequent maintenance. In my view, there is no reason to exclude these areas from the bill as it has been clearly established in past legislation, such as the Agua Tibia Wilderness in Southern California, that "'Under existing guidelines when hand tools cannot successfully do the job, mechanized equipment may be used to maintain trails in wilderness under special or emergency cases involving health and safety of wilderness users or for the protection of wilderness values. This equipment shall be the minimum mechanized tool needed . . . However, fire roads and motorized fire-fighting equipment are permitted in wilderness if necessary to prevent unacceptable loss of wilderness values, loss of life or the spread of wildfire to lands outside of wilderness." Therefore, I think this question of maintenance of the existing areas can best be resolved by including language within the Committee report reiterating this concept and directing the Park Service to continue such minimal maintenance as required.

Presently included within my bill are two areas known as Muddy Hollow, which is now a corridor between two wilderness units, and Murphy Ranch, located between Drakes Estero and Limantour Estero. It is clear that, at least for the present time, that these areas should not be included within the wilderness. A power line now crosses the Seashore through the Muddy Hollow corridor, so the area would not be eligible. However, as the power line will either be removed or undergrounded in the near future, I recommend that the area be designated as a "potential" wilderness as it will be able to qualify shortly.

With regard to Murphy Ranch, because of its present day operation which requires the frequent use of mechanized equipment and because there is a deed reservation and special use permit for 30 years, the area is not now entitled to wilderness designation. As with Muddy Hollow, I recommend that it be identified as a "potential" wilderness and that the Park Service be directed, in the Committee report, to manage the area with this objective in mind.

The last issue of concern to the Advisory Commission involved the management of the tidal zone off Point Reyes and protection of Drakes Estero. This issue, which concerns the question of the State's right to control fishing in the area is one which I believe can be resolved to everyone's satisfaction.

When the State conveyed some 10,000 acres of tide and submerged lands to the Federal Government for the Seashore, it reserved both commercial fishing and mineral rights. However, transferrance of that land eliminated any possibility that exploratory mineral development would be permitted in the area. Therefore, what remains to be determined is how managing the lands as wilderness can be coordinated with any fishing activities which might be permitted by the State.

I hope this issue can be dealt with in the Committee report by clarifying both the State's rights and the Park Service's responsibilities in this regard.

Mr. Chairman, the National Park Service's Regional Office in San Francisco has endorsed the substance of my bill, with some modifications, and all of the interested groups in the area have agreed to these proposed changes. After long years of hard effort and much compromise, it now appears likely that we can finally have a wilderness set aside at the Seashore. It is extremely

important that this beautiful stretch of land be preserved forever in its natural state and I look forward to working with this Committee on moving this bill at the earliest possible time.

STATEMENT OF HON. JOHN L. BURTON, A U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

Thank you, Mr. Chairman, and Members of the Committee, for giving me the opportunity to discuss with you a matter which concerns me and my constituents very much.

The Point Reyes National Seashore is a uniquely beautiful and unspoiled coastline area and the only National Seashore on the Pacific Coast. Furthermore, it has the unusual characteristic of being located where you would least expect to find it: right on the outskirts of one of our larger metropolitan population concentrations.

The Congress authorized this unit of the National Park System in 1962 and, at this time, the major land acquisition phase at Point Reyes has been completed. The Congress now has an opportunity to finish this great work of land conservation begun more than a decade ago. It is now time to complete the basic policy making necessary to protect this area from inappropriate uses which could damage and destroy its highest natural values. We must insure that these values are not lost to the people because of inappropriate planning and management.

The bill before you today has extremely wide public support throughout the San Francisco Bay Area. It consists of a two-part proposal which would (1) establish the management of the entire Point Reyes National Seashore under a "natural area" designation and (2) establish three wilderness units within the Point Reyes National Seashore. This legislation is intended to preserve the present diverse uses of the Seashore but to protect the area from possible future, incompatible development.

Unfortunately, the Point Reyes Seashore is classified by the National Park Service in the "recreation area" category, along with all other seashores throughout the country. Under a "recreation area" designation, according to the Park Service's administrative policies manual, outdoor recreation shall be recognized as "the dominant or primary resource motive" and natural resources within recreation areas shall be managed "for such additional uses as are compatible with fulfilling the recreation mission of the area." In other words, the protection and preservation of natural values are secondary in importance to the demands of "all-purpose" recreational activity.

However, in 1962, the Congress authorized the establishment of the Point Reyes National Seashore with the following statement of purposes: "In order to save and preserve, for purposes of public recreation, benefit, and inspiration, a portion of the diminishing shoreline of the United States that remains undeveloped . . ."

The legislative history of that Act made clear that public "benefit and inspiration" would include not only outdoor recreation, education and scientific research, but also preservation and protection of the natural values of the peninsula.

In contrast to the "recreation area" management policy, the policy manual for "natural areas" states that "Resource use (in natural areas) will provide for all appropriate use and enjoyment by the people that can be accommodated without impairment of the natural values." To insure the continuing management of the entire Seashore as a natural area would, therefore, to a large extent, carry out the legislative intent of the 1962 Act.

The bill before you also contains provisions for the creation of three wilderness units within the Point Reyes National Seashore. The acquisition of additional lands, the issuance of new wilderness policy guidelines, and the establishment of the Golden Gate National Recreation Area makes possible a much larger wilderness area than was envisioned several years ago. Since the introduction of the legislation, however, several meetings of concerned citizens have been held, including a large public attendance at hearings held by the Citizens' Advisory Commission to the Golden Gate National Recreation Area.

Instead of going into great detail about each wilderness unit proposed, I would simply like to take this opportunity to state my general support of the Citizens' Advisory Commission's recommendations for wilderness and to point out two matters I feel to be of special concern.

(1) There are two areas proposed for wilderness which may be included as wilderness with "prior, non-conforming use" provisions. One is Drakes Estero where there is a commercial oyster farm. The other is the farming operation of the Murphy Ranch, located at the northwest end of the Muddy Hollow Road corridor.

(2) The names proposed in this legislation for the wilderness units are of special historical significance to this area, especially the Miwok Unit and the Clem Miller Unit. The Miwok Indians who used to inhabit Point Reyes treated it as a sacred place, and those who love this beautiful shoreline sympathize with their reverence for it. The largest of the proposed wilderness units is named for the late Congressman Clem Miller who knew and loved every aspect of Point Reyes and without whose support, the Seashore would not have been created in 1962.

Mr. Chairman, I thank you again for the opportunity to discuss this legislation with you. I am sure this Committee will understand the importance of this bill to the millions of visitors to the Point Reyes National Seashore. Enactment of this legislation will give this magnificent unit of our National Park System the protection it can be assured in no other way—for the long-term benefit of generations to come.

Senator JOHNSTON. We're very pleased to have this morning Hon. Burt L. Talcott, Congressman from California.

Congressman, we're delighted to have you; and, of course, you may proceed as you wish, either reading your statement or putting it in the record and summarize it.

STATEMENT OF HON. BURT TALCOTT, A U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

Congressman TALCOTT. Thank you very much, Mr. Chairman, Mr. Hansen.

I would like, if I may, to summarize my statement and include the statement in full in the record.

Senator JOHNSTON. Certainly.

Congressman TALCOTT. I want to thank you very much for allowing me the opportunity to present testimony, enthusiastic testimony, in support of the Pinnacles National Monument enlargement and inclusion as a wilderness area.

This Pinnacles Wilderness proposal is within the Congressional District which I represent. As Senator Cranston said, it's been long developing. There have been bills in both the Senate and the House for a long time, and after literally dozens of meetings I think we've arrived at a good consensus among all of the contesting parties, or interested parties—and there have been many in this area—the conservationists, who would like to conserve everything; people who would like to build a road right across the wilderness area; the chambers of commerce; the local officials; the landowners.

In all, we've had literally dozens of meetings, large and small, adversary and cooperative, and I think we've come to a consensus, a strong consensus, maybe a 100 percent consensus.

What we're trying to do is really enlarge the monument area to include some acreage which is appropriate for wilderness, and to do it at this time so we will not have piecemeal additions to the wilderness area in the future, to save legislative hearings, to save all sorts of problems that go with legislation.

There is a new master plan for the monument area. Our recommendations are in accord with this, I believe.

Senator JOHNSTON. This is in accord with the master plan?

Congressman TALCOTT. Yes they are. We've worked very closely in accord. There is one minor exception, I suppose. I think we're in accord, all of us—if we want this—are in accord with the master plan, or the master plan is in accord with us; I'm not sure which is appropriate.

There is probably some reluctance from the Forest Service to include a 1-million parcel of land outside of the monument area at this time. I think it would be most appropriate. Most everyone I've talked to thinks it would be appropriate, and I'm sure the Forest Service will think so after they've had an opportunity to study it.

There's one additional—and I agree with Senator Hansen that in the wilderness concept I think this conforms to the original wilderness concept. There are no new developments here in our area, and that's the way I think it should be.

Outside of the wilderness area there is a proposal to permit a nice working relationship with concessionnaires, to provide facilities, support facilities, just outside of the wilderness area. And I think this is a good concept, one that seems to meet with the approval of the Park Service and the conservationists and the people who provide support facilities for national parks. It's a cooperative arrangement, but still having the concessionnaires outside of the park.

I think this adds to all of the things that we're trying to do to preserve these kind of places that are unique for posterity.

I have several exhibits that I would like to include in my statement, which I think will be useful to the committee and the staff in making your decision on this.

I am prepared to answer questions, but I think that I'm generally supportive of Senator Cranston's proposal, the Park Service's, a consensus we've developed. I urge your favorable consideration for our bill.

Senator JOHNSTON. Thank you very much, Congressman Talcott.

As I understand it, Pinnacles is part of the Omnibus bill that has come out of the House.

Congressman TALCOTT. It has been approved.

Senator JOHNSTON. And it has been approved by the Park Service.

Congressman TALCOTT. It has been approved by the House Subcommittee and Committee. I don't think I can speak for the Park Service. I hope that they'll be in accord. We have worked with them as diligently as we possibly could have. But I think they'll have to speak for themselves.

Senator JOHNSTON. Well, I think I can promise the subcommittee will look at this very sympathetically.

Congressman TALCOTT. Thank you very much.

Senator JOHNSTON. Senator Hansen.

Senator HANSEN. I have no questions. I thank our distinguished colleague.

Congressman TALCOTT. Thank you, Mr. Chairman.

Senator JOHNSTON. Thank you, Congressman Talcott.

[The prepared statement of Congressman Talcott and accompanying exhibits follow:]

TESTIMONY OF U.S. REPRESENTATIVE BURT TALCOTT, CALIFORNIA 16TH DISTRICT, IN SUPPORT OF H.R. 7209, TO ESTABLISH A PINNACLES WILDERNESS AREA, BEFORE THE PARKS AND RECREATION SUBCOMMITTEE OF THE SENATE COMMITTEE ON THE INTERIOR - MARCH 2, 1976.

Mr. Chairman, members of the Subcommittee:

Thank you for allowing me the opportunity to give my enthusiastic support for legislation to establish a Wilderness area within the boundaries of Pinnacles National Monument. I commend the Subcommittee for holding hearings on this subject, which is of special interest to the residents of the 16th District of California, but also of vital concern to all Americans who visit our area now or in the future.

I know the Committee members are already familiar with the background of the Pinnacles proposal, but I would like to review briefly some relevant information concerning the location and characteristics of the Pinnacles region, and also discuss briefly the history of the legislation to establish a Pinnacles Wilderness. With the Committee's permission, I would also like to submit a description of the Pinnacles Monument for inclusion in the record.

LOCATION AND CHARACTERISTICS

The Pinnacles National Monument is 14,497 acres of rock formations, caves, chapparal, and spectacular vistas; it is a well-known landmark of the 16th District. Located in San Benito and

Monterey Counties, it is only forty miles inland from the Pacific Ocean. It is adjacent to U.S. Route 101, which is the main coastal highway in central California between San Francisco and Los Angeles.

The area close to Pinnacles is sparsely populated. However, Pinnacles is close to the urban areas of our District - including Monterey, Watsonville and Salinas. It is also within two hours driving time of the heavily populated San Francisco-Oakland-San Jose metropolitan region, which contains at least four million inhabitants.

Pinnacles is a unique area. The geography of Pinnacles is significant both for its scientific and geological value, and for its natural beauty which pleases the eye and excites the imagination.

The Pinnacles were formed approximately 23 million years ago during a period of intense volcanic activity along the western edge of the North American continent. Later, volcanic rock that had erupted developed a great rift, called the San Andreas Fault, and the land on the seaward side began sliding gradually northwestward - a movement which still continues at a rate of four centimeters per year. The result of this is that part of the Pinnacles rocks are far to the south, near Gorman, buried under rounded hills, while those on the ocean side of the fault are exposed and heavily eroded by the elements. Further, as

huge rocks have slid downwards to cover canyons, extensive caves and underground passageways have been formed. The Pinnacles themselves are remains of a Miocine volcano, and are in an advanced stage of decomposition. A few thousand feet of volcanic debris have already eroded away, and earthquakes have broken what remains into jointed fragments - referred to as "Pinnacles".

The Pinnacles themselves comprise only a small portion of the Monument acreage. Much of the remaining land can be classified as a "coastal broadleaf chapparal" ecosystem. There are many opportunities for the study of different types of rare plant and animal life in this area. Of course, there is also the opportunity for the ordinary citizen of central California and elsewhere to enjoy a day's excursion into another world - a world untouched by human hands.

HISTORY

As the Committee knows, the Pinnacles National Monument was established by Presidential proclamation on January 16, 1908 (35 stat. 2177). The area of the Monument was gradually increased by later proclamations until the total current acreage of 14,497 acres was reached.

The Wilderness Act approved by Congress in 1964 required that "every roadless area of 5,000 contiguous acres or more in the national parks, monuments or other units of the National Park System" were to be studied by the National Park Service for

potential inclusion in the Wilderness system. As a result of such study, the Park Service in 1968 recommended the establishment of a Wilderness area within the boundaries of Pinnacles National Monument. At that time, the Park Service recommended a total acreage of approximately 7,500 acres for inclusion in the Wilderness area.

I welcomed and supported the Park Service recommendation. However, I looked upon it as only a starting point for further discussion, and since then, I have continuously worked with interested citizens and organizations in our area, and elsewhere, who are interested in the establishment of a Pinnacles Wilderness area in an attempt to achieve a concensus that would include as much of the Monument acreage as possible in the Wilderness area.

Many competing special interests had to be resolved. Some groups wanted a road built across the Monument which, if constructed, would have restricted the possibility of a Wilderness area; others wanted to enlarge the area for concessions and camping facilities within the Monument. All of these conflicts have been surmounted by my proposal.

Eventually, by 1974, the Park Service had increased the acreage in its proposal to 11,300 acres, including 10,980 acres in the Wilderness area and a "potential Wilderness area" of 320 acres. It is my understanding that this remains the current proposal of the Park Service. I applauded the Park Service for their pro-

posal; but I still wasn't completely staisfied. I believed that there existed the possibility that additional acreage could be included in the Wilderness area.

Early in 1975 I held a series of meetings and consultations with individuals and officials in the hope of redrawing the Wilderness map to include additional land. I came to the conclusion that more land within the Monument could be included in the Wilderness category, and I introduced a revised bill, H.R. 7209, in March of last year. On February 6, 1976 the Subcommittee on Parks and Recreation of the House Committee on Interior and Insular Affairs incorporated the exact provisions of my bill in their Omnibus Wilderness Bill. I am submitting the text of the House Subcommittee bill as exhibit "A".

PROVISIONS OF H.R. 7209 AS INCORPORATED IN THE HOUSE OMNIBUS BILL

Mr. Chairman, H.R. 7209 reflects the wishes of the residents of the 16th District, and also has the support of all local and national environmental groups. I am not opposed to the other Pinnacles proposals - I simply believe they don't go far enough.

H.R. 7209 has two major purposes. The first purpose is to revise and expand the present boundaries of the Pinnacles National Monument. The second purpose is to place most of the current Pinnacles Monument, and some of the land in the expanded boundary area, within a "Pinnacles Wilderness" area.

The Committee should be aware that H.R. 7209 is the only bill that expands the current Monument boundaries. I have chosen to include an authorization for a Pinnacles boundary expansion because the citizens of the 16th District have indicated to me that they wish to see the Wilderness area as large as practicable. Some of the land immediately adjacent to the Monument is suitable for inclusion in a Wilderness area, and should be included in the Wilderness someday. The most efficacious time is now.

The scenary in the eastern area is spectacular. Further, the eastern area protects the drainage of Chalone Creek. The western land is also quite pretty, and, more importantly, it can be seen from the visitor's observation points in the western entrance area. Thus, it should be protected from developments that would degrade the view.

In order that the land can be acquired, it must first be placed within the Monument boundaries. Then, whenever the land is acquired, it will automatically become part of the Wilderness area, assuming it continues to meet the requirements of the Wilderness Act.

It is also clear that when a Pinnacles Wilderness is established, there will be a need for expanded Park Service support facilities outside, but close to, the Wilderness area. Much of the additional land authorized for inclusion in an expanded Pinnacles Monument

would be utilized by the Park Service for visitor support facilities. It is my understanding that the Park Service Master Plan for Pinnacles, which will be released soon, will confirm the need for such expanded support facilities.

I have been quite impressed with one possibility for support facilities which would involve a joint venture by a private group and the Park Service. The private group would work with the Park Service to provide overnight visitor's facilities outside of the east entrance to the Wilderness. I am favorably impressed with this unique approach which could set a precedent for future joint activities combining the creativeness of private enterprise with the dedication and skill of the Park Service throughout our Nation.

The second major feature of H.R. 7209 is the inclusion of most of the current Pinnacles Monument in the Wilderness Area. As I said, I applaud the Park Service for their plan, but I have concluded that additional acreage from within the Monument can be included in the Wilderness area. Of course, there is no possibility of additional cost because this acreage is already owned by the Government. H.R. 7209 includes more total wilderness acreage than any of the other Pinnacles proposals of which I am aware, and all of this land would add to the beauty of the Pinnacles Wilderness and increase the enjoyment of it by Americans from all across the Nation.

Some private land is designated in H.R. 7209 for inclusion in the expanded Monument boundaries. As far as I can determine, there are no man-made structures of any significance on this land. Much of it is natural and open and used for cattle grazing. Certain portions of the land, upon acquisition, would become Wilderness. Other portions, upon acquisition, would be used for visitor support facilities.

All of the affected land owners are aware of the provisions of my bill. There have been discussions concerning the possible sale of their land to the Government. None of the owners have refused to discuss selling their land, and most appear interested. The Park Service has advised me that their estimate of the cost of acquisition of all of the private land within the boundaries of H.R. 7209 is about $955,000. I believe this may be too high. I might point out that the sooner the Congress acts, the less land acquisition will actually cost.

Mr. Chairman, since introducing H.R. 7209, I have received comments from interested parties, and I have also continuously worked to improve it. I have made one major change in acreage since H.R. 7209 was introduced. I have added a 267 acre tract of land suitable for Wilderness classification which is located southeast of the eastern entrance to the Monument. This new acreage is reflected on map D and necessitated certain changes in H.R. 7209, in order that the language of the bill will ac-

curately reflect the revised map. These changes were incorporated in the House Subcommittee Omnibus Bill. I am submitting a revised map reflecting these changes for the Committee record in exhibit "B".

Finally, I want to state for the record, even though the law is clear on this point, that private owners of land within the Wilderness boundaries are free to utilize their land as they wish, for as long as they continue to own the land. I would appreciate it if this information were made a part of the Committee report.

Mr. Chairman, in order not to take up too much of your valuable time, I have not gone into great detail concerning the exact acreage of H.R. 7209, and the differences between H.R. 7209 and the Administration bill. I have additional material on this subject that I would like to submit for the record (Exhibit "C") and I am also ready to respond to any questions.

In closing, I stress that my major concern is the approval of a Pinnacles Wilderness. I am ready to work with all interested partners to achieve an acceptable bill. I know of no opposition to the establishment of a Pinnacles Wilderness or to my bill.

While the Administration has not yet expressed a position on my proposed wilderness and external boundary adjustments, and has deferred comment for purposes of further scrutiny, the National Park Service's Environmental Impact Statement for the Monument's

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Master Plan was approved on December 1, 1975. The approved Master Plan's Environmental Impact Statement includes all of the boundaries proposed in my bill except for the additional 267 acre tract adjacent to the east side of Chalone Creek which was included in the House Omnibus Bill at my recommendation. The Master Plan's Environmental Impact Statement proposed this acreage as alternative acquisition and recognizes that inclusion of the tract would more "adequately protect park lands along Chalone Creek." To my knowledge no objections have been raised to this small addition; all parties with previous interest in this legislation favor inclusion. I am submitting a copy of the Master Plan's Environmental Impact Statement as exhibit "D".

I urge the Subcommittee to promptly approve such legislation which has already been approved by your counterpart Subcommittee in the House and which is of vital concern to present residents of the 16th District of California and to our posterity.

EXHIBIT A

DRAFT OF OMNIBUS WILDERNESS BILL PASSED BY SUBCOMMITTEE ON NATIONAL PARKS AND RECREATION, HOUSE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, FEBRUARY 6, 1976. THE OMNIBUS BILL INCORPORATES ALL PROVISIONS OF CONGRESSMAN TALCOTT'S PINNACLES WILDERNESS PROPOSAL, H.R. 7209. SUBMITTED FOR THE RECORD AS PART OF THE TESTIMONY OF CONGRESSMAN BURT TALCOTT BEFORE THE PARKS AND RECREATION SUBCOMMITTEE OF THE SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, MARCH 2, 1976.

(Original signature of Member)

94th CONGRESS
2nd SESSION

H.R. _____

IN THE HOUSE OF REPRESENTATIVES

Mr. _____ introduced the following bill; which was referred to the Committee on _____

A BILL

(Insert title of bill here)

To designate certain lands within units of the National Park System as wilderness; to revise the boundaries of certain of those units; and for other purposes.

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

(a) Bandelier National Monument, New Mexico, wilderness comprising 22,727 acres, depicted on a map entitled "Wilderness Plan, Bandelier National Monument, New Mexico", numbered 315-20,014-A and dated February 1976, to be known as the Bandelier Wilderness.

(b) Black Canyon of the Gunnison National Monument, Colorado, wilderness comprising 11,180 acres, depicted on a map entitled "Wilderness Plan, Black Canyon of the Gunnison National Monument, Colorado", numbered 144-20,017 and dated May 1973, to be known as the Black Canyon of the Gunnison Wilderness.

(c) Chiricahua National Monument, Arizona, wilderness comprising 9,440 acres, and potential wilderness additions comprising 2 acres, depicted on a map entitled "Wilderness Plan, Chiricahua National Monument, Arizona", numbered 145-20,007-A and dated September 1973, to be known as the Chiricahua Wilderness.

(d) Great Sand Dunes National Monument, Colorado, wilderness comprising 33,450 acres, and potential wilderness additions comprising 670 acres, depicted on a map entitled "Wilderness Plan, Great Sand Dunes National Monument, Colorado", numbered 140-20,006-C and dated February 1976, to be known as Great Sand Dunes Wilderness.

(e) Haleakala National Park, Hawaii, wilderness comprising 19,270 acres, and potential wilderness additions comprising 5,500 acres, depicted on a map entitled "Wilderness Plan, Haleakala National Park, Hawaii", numbered 162-20,006-A and dated October 1975, to be known as the Haleakala Wilderness.

(f) Isle Royale National Park, Michigan, wilderness comprising 131,880 acres, and potential wilderness additions comprising 231 acres, depicted on a map entitled "Wilderness Plan, Isle Royale National Park, Michigan", numbered 139-20,004 and dated December 1974, to be known as the Isle Royale Wilderness.

(g) Joshua Tree National Monument, California, wilderness comprising 417,600 acres, and potential wilderness additions comprising 37,550 acres, depicted on a map entitled "Wilderness Plan, Joshua Tree National Monument, California", numbered 156-20,003-C and dated February 1976, to be known as the Joshua Tree Wilderness.

(h) Mesa Verde National Park, Colorado, wilderness comprising 8,100 acres, depicted on a map entitled "Wilderness Plan, Mesa Verde National Park, Colorado", numbered 307-20,007-A and dated September 1972, to be known as the Mesa Verde Wilderness.

(i) Pinnacles National Monument, California, wilderness comprising 12,952 acres, and potential wilderness additions comprising 990 acres, depicted on a map entitled "Wilderness Plan, Pinnacles National Monument, California", numbered 114-20,010-D and dated September 1975, to be known as the Pinnacles Wilderness.

(j) Saguaro National Monument, Arizona, wilderness comprising 71,000 acres, and potential wilderness additions comprising 10 acres, depicted on a map entitled "Wilderness Plan, Saguaro National Monument, Arizona", numbered 151-20,003-C and dated February 1976, to be known as the Saguaro Wilderness.

SEC. 2. A map and description of the boundaries of the areas designated in this Act shall be on file and available for public inspection in the office of the Director of the National Park Service, Department of the Interior, and in the office of the Superintendent of each area designated in this Act. As soon as practicable after this Act takes effect, maps of the wilderness areas and descriptions of their boundaries shall be filed with the Interior and Insular Affairs Committees of the United States Senate and House of Representatives, and such maps and descriptions shall have the same force and effect as if included in this Act: Provided, That correction of clerical and typographical errors in such maps and descriptions may be made.

SEC. 3. All lands which represent potential wilderness additions, upon publication in the Federal Register of a notice by the Secretary of the Interior that all uses thereon prohibited by the Wilderness Act have ceased, shall thereby be designated wilderness.

SEC. 4. The boundaries of the following areas are hereby revised, and those lands depicted on the respective maps as wilderness or as potential wilderness addition are hereby so designated at such time and in such manner as provided for by this Act:

(a) Isle Royale National Park, Michigan:

The Act of March 6, 1942 (56 Stat. 138; 16 U.S.C. 408e-408h), as amended, is further amended as follows:

(1) Insert the letter "(a)" before the second paragraph of the first section, redesignate subparagraphs (a), (b), and (c) of that paragraph as "(1)", "(2)", "(3)", respectively, and add to that section the following new paragraph:

"(b) Gull Islands, containing approximately six acres, located in section 19, township 68 north, range 31 west, in Keeweenaw County, Michigan.".

(2) Amend section 3 to read as follows:

"SEC. 3. The boundaries of the Isle Royale National Park are hereby extended to include any submerged lands within the territorial jurisdiction of the United States within four-and-one-half miles of the shoreline of Isle Royale and the

surrounding islands, including Passage Island and the Gull Islands, and the Secretary of the Interior is hereby authorized, in his discretion, to acquire title by donation to any such lands not now owned by the United States, the title to be satisfactory to him.".

(b) Pinnacles National Monument, California:

(1) The boundary is hereby revised by adding the following described lands, totalling approximately 1,717.90 acres:

(a) Mount Diablo Meridian, township 17 south, range 7 east: Section 1, east half east half, southwest quarter northeast quarter, and northwest quarter southeast quarter; section 12, east half northwest quarter, and northeast quarter southeast quarter; section 13, east half northeast quarter and northeast quarter southeast quarter.

(b) Township 16 south, range 7 east: Section 32, east half.

(c) Township 17 south, range 7 east: Section 4, west half; section 5, east half.

(d) Township 17 south, range 7 east: Section 6, southwest quarter southwest quarter; section 7, northwest quarter north half west quarter.

(2) The Secretary of the Interior may make minor revisions in the monument boundary from time to time by publication in the Federal Register of a map or other boundary description, but the total area within the monument may not exceed 16,000 acres: Provided, however, That lands designated as wilderness pursuant to this Act may not be excluded from the monument. The monument shall hereafter be administered in accordance with the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1 et seq.), as amended and supplemented.

(3) In order to effectuate the purposes of this subsection, the Secretary of the Interior is authorized to acquire by donation, purchase, transfer from any other Federal agency or exchange, lands and interests therein within the area hereafter encompassed by the monument boundary, except that property owned by the State of California or any political subdivision thereof may be acquired only by donation.

(4) There are authorized to be appropriated, in addition to such sums as may heretofore have been appropriated, not to exceed $955,000 for the acquisition of lands or interests in lands authorized by this subsection.

SEC. 5. (a) Within the wilderness area designated by Section 1(a) and Sec. 1(h) of this Act, the Secretary of the Interior may undertake minimum activity necessary in order to investigate and stabilize sites of archaeological interest.

(b) Within the wilderness area designated by Section 1(d) of this Act, the Secretary of the Interior may, as he deems necessary, utilize motorized vehicles to maintain fencing for the protection of the area from incursion of domestic livestock.

(c) Within the wilderness area designated by Section 1(f) of this Act, the Secretary of the Interior may, as he deems necessary:

(1) construct and maintain boat docks for the safety of visitors and the protection of the wilderness resource;

(2) maintain an existing power transmission line in the vicinity of Rock Harbor and Mount Ojibway;

(3) pursue a program of prescribed burning in order to preserve the area in its natural condition.

(d) Within the wilderness area designated by Section 1(g) of this Act, the Secretary may, as he deems necessary:

(1) construct and maintain wildlife watering devices;

(2) provide for the use of necessary manipulative techniques in order to maintain natural ecological conditions.

SEC. 6. (a) The Secretary of Agriculture shall, within two years after the date of enactment of this Act, review, as to its suitability or nonsuitability for preservation as wilderness, the area located in the Coronado National Forest adjacent to Saguaro National Monument, Arizona, and identified on the map referred to in section 1(j) of this Act as the "Rincon Wilderness Study Area, " and shall report his findings to the President. The Secretary of Agriculture shall conduct his review in accordance with the provisions of subsections 3(b) and 3(d) of the Wilderness Act, except that any reference in such subsections to areas in the national forests classified as "primitive" on the effective date of that Act shall be deemed to be a reference to the wilderness study area designated

by this Act and except that the President shall advise the Congress of his recommendations with respect to this area within two years after the date of enactment of this Act.

(b) The Secretary of Agriculture shall give at least sixty days advance public notice of any hearing or other public meeting relating to the review provided for by this section.

SEC. 7. The areas designated by this Act as wilderness shall be administered by the Secretary of the Interior in accordance with the applicable provisions of the Wilderness Act governing areas designated by that Act as wilderness areas, except that any reference in such provisions to the effective date of this Act, and, where appropriate, any reference to the Secretary of Agriculture shall be deemed to be a reference to the Secretary of the Interior.

94th CONGRESS
2nd SESSION } H.R. _____

A BILL

(Insert title)

To designate certain lands within units of the National Park System as wilderness; to revise the boundaries of certain of those units; and for other purposes.

By Mr. _____

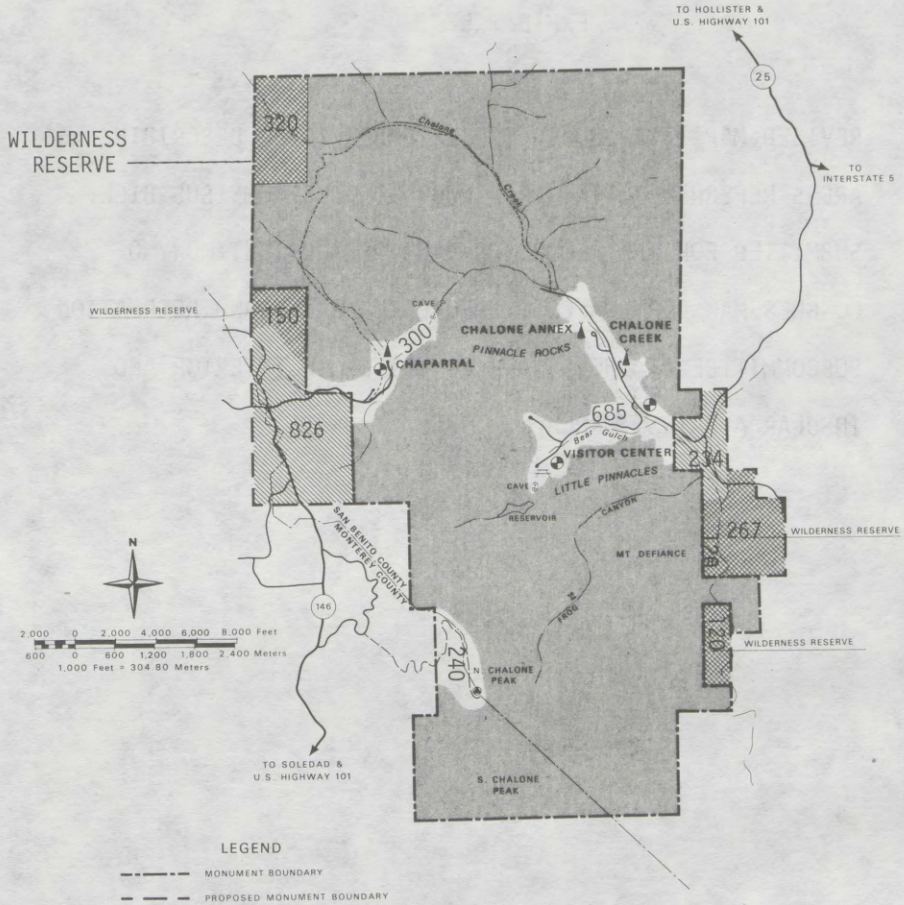
_____, 19_____.—Referred to the

Committee on _____

U.S. GOVERNMENT PRINTING OFFICE 16—81304-1

EXHIBIT B

REVISED MAP (114-20,010-D, SEPTEMBER 1975) DESCRIBING AREAS REFERRED TO IN H.R. 7209 AND HOUSE OMNIBUS BILL. SUBMITTED FOR THE RECORD AS PART OF THE TESTIMONY OF CONGRESSMAN BURT TALCOTT BEFORE THE PARKS AND RECREATION SUBCOMMITTEE OF THE SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, MARCH 2, 1976.



LEGEND

- MONUMENT BOUNDARY
- PROPOSED MONUMENT BOUNDARY
- ROAD
- SERVICE ROAD (MANAGEMENT USE ONLY)
- TRAIL
- CAMPGROUND
- LOOKOUT
- PICNIC AREA
- RANGER STATION
- PRIVATE LAND
- WILDERNESS
- WILDERNESS RESERVE

ACREAGE

Gross Park Acreage-16,216
Federal Land-----14,777.77
Private land------2,038
Wilderness-------12,952.23
Wilderness Reserve -- 990.00

WILDERNESS PLAN

PINNACLES NATIONAL MONUMENT

CALIFORNIA

114-20,010 D
SEPTEMBER 1975

MAP CORRECTIONS

THREE ERRORS WERE MADE ON MAP #114-20,010 D.

1) THE OLD TRAIL SHOWN GOING NORTHEAST FROM THE EASTERN ENTRANCE TO PINNACLES TOWARD CHALONE CREEK EXTENDS SLIGHTLY INTO THE WILDERNESS AREA ON THE MAP. THE TRAIL WILL NOT EXTEND INTO THE WILDERNESS AREA.

2) THE NON-WILDERNESS AREA THAT GOES NORTHEAST FROM THE EASTERN ENTRANCE APPEARS TO END AT THE CAVE; ACTUALLY, IT SHOULD EXTEND TO THE EDGE OF THE RESERVOIR.

3) THE PRIVATE LAND AT THE NORTHWEST CORNER OF THE MONUMENT SHOULD BE LABELED AS WILDERNESS RESERVE.

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EXHIBIT C

THE PINNACLES WILDERNESS:
A COMPARISON OF H.R. 7209 (THE TALCOTT PROPOSAL PASSED BY THE HOUSE SUBCOMMITTEE) AND H.R. 7197 (ADMINISTRATION BILL)

Some of the acreage figures are approximate. Pinnacles Wilderness legislation, S. 72, has been introduced in the Senate but exact acreage figures are unavailable.

Total Monument Acreage

H.R. 7197: 14,498

Under H.R. 7197, the total acreage of the Monument would remain the same as it is at present. No additional acreage would be added to the Monument at the present time, although there may be later requests to increase the Monument boundaries.

H.R. 7209: 16,234

H.R. 7209 authorizes the expansion of the current Monument boundaries to include 1,737 more acres. The expansion is for two purposes: 1) to enable the Government to acquire lands immediately adjacent to the current Monument boundaries which are suitable for Wilderness classification and which would become Wilderness upon acquisition. These lands are described in more detail below; 2) to enable the Government to acquire certain lands immediately adjacent to the Monument which are suitable for use as visitor support facilities and Park Service administrative facilities. These lands are also described below.

The Administration is not necessarily opposed to the expansion of the Monument. It just is not yet prepared to make an official recommendation in this area.

Total Wilderness Acreage

a) Total After All Private Land Acquired

Administration: 11,300

Talcott: 13,942

H.R. 7209 includes 2,622 more total Wilderness acres than H.R. 7197.

b) Total Wilderness Acreage For Immediate Inclusion In Wilderness Category

Administration: 10,980

The Administration proposes that 10,980 acres of land within the current Monument boundaries be included in the Wilderness immediately. The only other acreage presently contemplated for Wilderness acreage is 330 acres of private land within the current Monument boundaries; which it calls a "PotentialWilderness Addition". This land will be described below.

Talcott: 12,952

H.R. 7209 includes 1,972 more acres of land for immediate Wilderness classification. This land is all within the current Monument boundaries. The Talcott bill achieved

this additional acreage by redrawing the lines on the Administration bill to include additional lands that are suitable for Wilderness classification. The differences can be clearly seen on the overlay map, and can be described as follows: in the eastern part of the Monument, Talcott proposes additional acreage by 1) narrowing the lines around the old trail that goes northwest from the eastern entrance (towards Chalone Creek), 2) narrowing the acreage surrounding the Visitors Center entrance area that extends westward and southwestward from the east entrance. In particular, the lines around the Bear Gulch Road have been narrowed considerably, and the area around the reservoir has been included in the Wilderness; it should be noted that the reservoir is obsolescent and the Park Service plans to remove it. Telephone lines in the area are to be relocated underground; 3) in the southwest area of the Park, near North Chalone Peak, Talcott has narrowed the lines to include more acreage in the Wilderness. The fire lookout station and residence would remain outside of the Wilderness area; 4) at the west entrance area, Talcott has narrowed the lines in the Chaparral area. The ranger station and Campground area remain outside the Wilderness.

c) Total Acreage For Later Inclusion In Wilderness

Administration: 330 acres

H.R. 7197 would provide for the inclusion of a 330 acre parcel at the northwest corner of Pinnacles for inclusion in the Wilderness upon acquisition. This land is called "Potential Wilderness Addition", and is within the current Monument boundaries. No land outside the current Monument boundaries is placed in this category.

Talcott: 990 acres

H.R. 7209 includes the same 330 acre tract in the northwest sector of the current Monument boundary as does the Administration. (Note that H.R. 7209 refers to this as Wilderness Reserve rather than Potential Wilderness Addition). However, H.R. 7209 also includes about 660 acres of land in the area outside of the current boundaries that would be in the expanded boundaries in the category of Wilderness Reserve - to become Wilderness upon acquisition. This land is clearly indicated on map #114-20,010D and includes the following: a) about 150 acres in the area just to the north of the western visitors entrance. This area is north of a much larger tract which would be utilized for increased visitor support facilities; b) about 387 acres immediately to the south and southeast of the eastern visitors entrance. The land immediately north of this would be

used for visitors facilities at the eastern side; c) about 120 acres in the southeast section of the map. This area fits naturally into the Wilderness; to leave it out would provide a jagged and discontinuous boundary line.

Total Private Lands Designated for Wilderness Category (upon Acquisition)

a) Within Current Monument Boundaries

Administration: 330 acres

This is the land in the northwest corner of the Monument It is owned by the Melendy estate whose representative is Charlotte Berberich.

Talcott: 330 acres

Same as Administration proposal

b) In the Expanded Monument Boundaries

Administration - None; since the administration bill does not expand the Monument boundaries, there is naturally no private land for inclusion

Talcott: 657 acres

These are the same areas discussed above under the subject of Wilderness Reserves. a) this 150 acres is owned by the Melendy estate; b) this 387 acres is owned by the Pinnacles Land and Cattle Company; c) this 120 acres is owned by a Mr. Romo

Total Private Land Designated for Support Facilities (upon Acquisition or Other Suitable Arrangements Such as Joint Private-Park Service Management

Administration: None at this present time

Talcott: About 1060 acres

This land is in two areas: a) about 234 acres at the eastern entrance to the Wilderness. This land is currently owned by the Pinnacles Land and Cattle Company. They are very interested in working with the Park Service in a joint public-private venture to provide first-class visitors facilities adjacent to the Wilderness; b) about 826 acres at the Western entrance to the Wilderness; it is anticipated that the number of visitors will be increasing on the Western side, and this land will be needed for support facilities. The land is currently owned by the Melendy estate.

Senator JOHNSTON. Next we have the Director of the National Park Service, Gary Everhardt.

STATEMENT OF HON. GARY EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE

Mr. EVERHARDT. Thank you, Mr. Chairman.

Senator JOHNSTON. Mr. Everhardt, we're always glad to have you before the committee.

Mr. EVERHARDT. Thank you, Mr. Chairman. I'm glad to be here today.

Mr. Chairman, I am pleased to appear here today before the subcommittee to testify concerning legislation which would designate wilderness within Pinnacles National Monument, Point Reyes National Seashore, and Yosemite National Park, all in the State of California.

I am accompanied here today by the Regional Director for the western region of the National Park Service in San Francisco. And it's my pleasure, Mr. Chairman, to introduce to you and the Subcommittee Mr. Howard Chapman.

Senator HANSEN. Mr. Chairman, if I could interrupt our distinguished witness, let me observe that Director Everhardt and Regional Director Chapman are both former Superintendents of Grand Teton National Park, and it is my pleasure to have known them there first. I would like to tell them how pleased I personally am that they could be here to testify on behalf of the National Park Service.

Mr. CHAPMAN. Thank you.

Mr. EVERHARDT. Thank you, Senator Hansen.

Mr. Chairman, also I'd like to introduce at the map Mr. Jim Howe, who is our Coordinator for Wilderness here in the Washington office, and he'll be glad to assist and maybe point out the colors that we have represented on these maps, Mr. Chairman.

Mr. HOWE. The green color represents areas which we would recommend be designated wilderness immediately. The red color shows potential wilderness additions, which are lands that may be in private ownership, or for some other reason we believe they're not presently qualified for wilderness designation, but would become qualified in the future.

We are recommending that the Secretary be authorized to designate these areas when they are qualified.

Mr. EVERHARDT. Okay. Thank you, Jim.

Mr. Chairman, because of the considerable dialogue which we have already developed before this subcommittee at the recent hearings on February the 5th and the 19th, and if it is in accord with the wishes of this subcommittee, I would appreciate my being able to file my prepared statement for the record and proceed with our testimony concerning these three areas.

Senator JOHNSTON. Without objection.

Mr. EVERHARDT. In proceeding, Mr. Chairman, we would like to discuss with you the various bills that have been introduced proposing wilderness, and also discuss any differences that we have at this time between our proposal and the bills that have been introduced.

Pinnacles National Monument was established in 1908 to preserve the pinnacles and caves formed when an ancient volcano collapsed. Its 14,498 acres provide a respite from city life, attracting approximately 140,000 visitors annually from the San Francisco Bay Area.

Senator JOHNSTON. This is 30 miles north of San Francisco?

Mr. CHAPMAN. It's south of San Francisco.

Senator JOHNSTON. Excuse me. Point Reyes is south.

Mr. EVERHARDT. Yes, sir.

Senator JOHNSTON. And this is in the mountain area?

Mr. CHAPMAN. In the foothills terrain.

Mr. EVERHARDT. Visitor use of this area includes picnicking, camping, parking, and administrative facilities now crowding in upon the primary resources, and we propose to acquire some suitable land and relocate these functions immediately to the east and the west of the present entrances.

On June 13, 1974, the administration recommended 10,980 acres for immediate wilderness designation with 320 acres, which are now in private ownership, and identified as a potential wilderness addition, to be designated by the Secretary of the Interior when he determines it is qualified Federal land.

Senator JOHNSTON. Let me interrupt at this point, Mr' Everhardt, and ask you what is at issue here. You want to designate 13,000 acres, and Senator Cranston wants to designate 14,777 acres?

Mr. EVERHARDT. S. 72 would designate about 13,000 acres within the national monument as wilderness. And, as testified by Congressman Talcott, he has a bill over on the House side that would identify or designate 12,952 acres within the national monument as wilderness.

As we understand today, this has been reported out by the House subcommittee and, Mr. Chairman, as we testified before the House subcommittee, we have no objection to wilderness designation of additional lands, in conformity with Congressman Talcott's bill, proposed within the existing monument.

Senator JOHNSTON. So we're all in agreement on Pinnacles?

Mr. EVERHARDT. Yes, sir, within the existing Monument.

Senator JOHNSTON. Is there any point of disagreement on the pinnacles?

Mr. EVERHARDT. I think the only point we would like to comment on, Mr. Chairman, is with respect to expansion of the boundaries of the national monument. Congressman Talcott's bill, as you will see here, designated on the east side by red and also on the west side, some lands to be added to the monument, and that these also be added as potntial wilderness additions.

Mr. Chairman, we feel the National Park Service has not had an opportunity to study these lands yet, and in conformity with the standards of the Wilderness Act, and until these lands have been added to the park and we've had an opportunity to study them, we would suggest deferring adding those to the wilderness at this time.

Senator JOHNSTON. Should we put some language in about a study?

Mr. EVERHARDT. No, sir. We feel if the lands are added by Congress, or the boundaries are changed, we would immediately study those and recommend to this committee our recommendation with respect to their suitability for wilderness.

Senator JOHNSTON. Oh, I see. In other words, you agree they ought to be added to the monument, but not necessarily to the wilderness?

Mr. EVERHARDT. Yes. That is the Park Service's preliminary recommendation.

Senator JOHNSTON. That's correct?

Mr. EVERHARDT. We have a recommendation that is addressed in our masterplan, which has just been completed, which has had full public involvement, and which is now being printed for final distribution. And the Park Service is tentatively recommending the lands shown here on this map as additions to the national monument.

The reason for these additions, as I mentioned earlier in the statement, is to move some of the existing facilities inside the monument to these locations on the exterior, on the east and west side of the monument, as shown on the map by the blue color.

Senator JOHNSTON. Well I'm wondering—we're not dealing with very much land there. I would feel inclined to authorize you to make that wilderness without having to come back after your study.

I don't know whether we can piecemeal this or make a special creature out of pinnacles. But, on the other hand, for that small amount of land it would seem a waste of time and effort to go through the whole congressional process to approve that small amount of wilderness.

Mr. EVERHARDT. Well, the differences between Representative Talcott and the National Park Service's master plan review of this is about 267 acres. We're proposing 1,450 and his proposal is about 1,717 acres.

Senator JOHNSTON. So only 216 acres?

Mr. EVERHARDT. A 267-acre difference.

Senator JOHNSTON. Senator Hansen.

Senator HANSEN. Mr. Chairman, I'm not unaware of the fact that the particular concern I have is not shared by many. But I just feel impelled to repeat again what I think is a mistake that we're making in imposing wilderness status on areas within the national park-national monument system.

I'm completely persuaded, on the basis of an examination of the Park Service, that they're fully capable of treating all of these lands in the highest and best national and public interest, rather than to erode away the original wilderness concepts by including nonconforming uses.

In my opening statement that I submitted, I speak about some of the intrusions that I think are significant. We've got 10 man-made water reservoirs within areas, stock driveways, shorelands and multiple-purpose reservoirs, boat docks, swimming beaches, archeological diggings, visitor use shelters, camping facilities including water supply and sewage disposal systems, large group shelters, incinerators, ranger stations, fuel and equipment storage facilities, power transmission lines, vegetative management by burning—and this is not when lightning strikes, but man-generated burnings.

The legislation that is before us today I think recommends inclusion of other nonconforming uses—at least in my judgment it does: the concrete dam in the bill approved by the House committee, park trailheads, U.S.G.S. research facility, offshore tidelands with State-

retained fishing and mineral rights and open to navigation, service corridors, overhead powerlines, commercial oyster beds, a city water reservoir including tunnel systems, camps and ski huts providing overnight accommodations and food service, hydrologic devices, telephone lines, and roads.

As I recall hearings of the subcommittee, we're talking about including more and more things. I don't question at all the right or the authority of Congress to go up to New York City and designate everything between Wall Street and 42d Street as wilderness.

Senator JOHNSTON. Jungle.

Senator HANSEN. That might be a good way to handle the problems, incidentally.

But I am concerned with what I think is an erosion of the wilderness concept that I believe has been adhered to generally by all of the Federal agencies, as we try to do what some very well-meaning best-intentioned people propose be done with the National Park Service.

In an earlier map presentation, as I recall, there was a 30-acre tract that you identified as a white dot, saying this is an enclave. I just can't think that the Park Service needs to have the Congress impose upon it the restrictions, or make expansions, that are more and more becoming part of the wilderness concept, insofar as national parks are concerned, in order to ensure that these lands are administered in the best public interest.

I know that the Congress mandated the Park Service, along with other Federal land management agencies, to examine all of the real estate under their respective jurisdictions and come up with proposals.

But I just want to say that I am disturbed over what I think is a movement in the wrong direction.

Thank you.

Senator JOHNSTON. Thank you very much, Senator Hansen.

Mr. Everhardt, what is the anticipated cost of the 320 acres to be designated as potential wilderness?

Mr. HOWE. We do not have that specific cost figure. We can furnish it to you in writing.

Senator JOHNSTON. Right.

Mr. EVERHARDT. The cost of the acreage that we are proposing and are being pointed to here on the map is $900,000, which would include that portion of 320 acres there of potential wilderness.

Senator JOHNSTON. Please proceed.

Mr. EVERHARDT. Okay, Mr. Chairman.

Senator JOHNSTON. If you will, just address yourself to the points at issue.

Mr. EVERHARDT. Yes.

Senator JOHNSTON. If everybody's agreed——

Mr. EVERHARDT. We can move now to Point Reyes National Seashore.

S. 1093 would establish 10,600 acres of wilderness at Point Reyes, as originally recommended by the President. Since then, in November 1975, a revised recommendation was sent to the Congress consisting of 25,480 acres of wilderness with 20 acres identified as potential wilderness additions. This acreage comprises about 39 percent of the National Seashore.

S. 2472, on the other hand, would establish 38,700 acres as wilderness. The differences between S. 2472 and our recommendation are as follows, Mr. Chairman:

One: The "Clem Miller Wilderness" in S. 2472 corresponds to and enlarges upon our wilderness unit No. 1. S. 2472 would include more land at the eastern end of the unit, where we have a trailhead, and a U.S. Geological Survey Research Facility. And S. 2472 would also include the offshore tidelands. The state has retained fishing and mineral rights on these tidelands, and these areas are also open to navigation, so therefore we have not included these areas within our recommendation because we consider those uses as incompatible with wilderness.

Senator JOHNSTON. How many acres are involved in dispute?

Mr. HOWE. The difference between the two proposals is as follows. Our proposal is for 25,480 acres of wilderness, with 20 acres of potential wilderness addition; while S. 2472 proposes 38,700 acres as wilderness.

Senator JOHNSTON. 13,000 acres roughly in dispute?

Mr. EVERHARDT. The tidelands, Mr. Chairman, are about one-quarter mile offshore. That boundary line, as you see drawn there, is a quarter-mile strip of tidelands.

Senator JOHNSTON. How many acres of tidelands are involved?

Mr. CHAPMAN. I'd say around 10,000.

Mr. EVERHARDT. About 10,000 acres total within the park.

Also, S. 2472 includes a service corridor into the Glen Camp area. Our recommendation would extend this corridor to include Wildcat Camp. The recommendation sent to the Congress in November included a spur corridor to a costal terminus; however, this is no longer needed and the spur corridor could be now placed in wilderness.

We now believe that the corridor for servicing these camps should come in directly from the east, rather than using the highly-popular Bear Valley Trail from the north.

The "Esteros Wilderness" in——

Senator HANSEN. May I interrupt?

Senator JOHNSTON. Yes.

Senator HANSEN. As you were speaking, Mr. Everhardt, your assistant there was indicating on the map with his pointer what I presume is the corridor.

Would this not—does that white line indicate an area that would not be part—if your recommendation were to be adopted—part of the wilderness?

Mr. EVERHARDT. Yes, Sir. That would be an area excluded from wilderness.

Senator HANSEN. All right.

How wide an area is that corridor?

Mr. EVERHARDT. I would think that's probably a very small road surface, of maybe 20-feet in width, the distance being a couple of miles long. The reason, Senator Hansen, is that these two camps have facilities that need routine recurring planned maintenance. They have vault-type sewerage disposal facilities that need to be pumped out. These camps are overnight camping facilities that have

quite an intense use, and there is the need to take a motorized vehicle in on a planned, scheduled basis, to service these two camps.

Senator HANSEN. And that road is about 2 miles long?

Mr. EVERHARDT. Yes, sir.

Senator HANSEN. Mr. Chairman, I don't disagree at all with the Director of the Park Service, as to the continuing need for the facility and the continuing requirement, as well, for the road to service that facility.

The point I'm trying to make is that here we're talking about imposing wilderness designation on an area—and I gather from the map, if I read the number correctly, it is identified as the number 1 section of it. I see a "1" off there to the right of it.

Doesn't it seem a little strange that we have a wilderness and we've got a 2-mile long road going I would say two-thirds of the way across it to get to a camp where facilities are—I don't ask you this; this is a rhetorical question. You may respond if you like. But it just seems a little bit phony to me that we're saying this is wilderness. I couldn't agree more that this camp and the support that it lends to the area is important and continuing. We have similar areas in Grant Teton.

We're not going to defile the wilderness concept more by pretending like the road doesn't exist or the need doesn't exist for the camp, so we have a corridor going down to it. Now, that sems to me to be verging pretty well on what to me is an untenable position to take.

I think there's no question about the need. I think there's no question about the ability of the Park Service to administer the area very well. And I should think greater or less damage, less injury, will be done in the long run to the wilderness concept if we didn't ask the Park Service—well, we've already asked them so I'll phrase that differently. If we didn't put the Park Service in what I think is a difficult position to maintain, by saying what should be wilderness, and having to recognize intrusions as significant as I believe this one is.

Mr. EVERHARDT. If we could move on to some other points there. Mr. Chairman, with respect to the Esteros Wilderness. S. 2472 would incorporate our recommended units 2 and 3, and would enlarge upon them by adding some tidelands offshore and in Drakes Estero, some grazing lands, and the corrodior between our units 2 and 3, which contains a road and overhead powerline.

Senator JOHNSTON. Who owns the mineral rights Drakes Estero?

Mr. EVERHARDT. The State of California.

Senator JOHNSTON. Now, would that be designated potential wilderness until they were ready to surrender those mineral rights?

Mr. EVERHARDT. Limantour and Abbotts Lagoon we are proposing as potential wilderness, since the State has given a reserve designation.

Mr. CHAIRMAN. They made a reserve designation with the Limantour Estero, but they have retained the mineral rights in it.

Mr. EVERHARDT. There's no indication at this time that they're willing to relinquish those.

Senator JOHNSTON. Senator Cranston proposes that the seashore be designated as a natural area. It's our understanding it is now man-

aged as a natural area, in fact it is not designated at all as a recreation area.

Are you willing to have it designated?

Mr. EVERHARDT. With respect to the national seashore which would be designated under S. 2472 as a natural area, this in our view, Mr. Chairman, is an inappropriate designation since all three of the resources types comprising the National Park System are found at Point Reyes.

There are lands there that certainly should be kept in their condition. These lands primarily are all being recommended as wilderness. There are other areas that we feel should be developed for recreational use; and still there are other areas that have outstanding historical value.

Furthermore, Mr. Chairman, we feel that the designation of the seashore as a natural area would be generally inconsistent with grazing and commercial oyster farming activities that are presently found at Point Reyes, and also an authorization for hunting at Point Reyes that presently exists.

Senator HANSEN [presiding]. What kind of hunting?

Mr. EVERHARDT. That would be authorized sport hunting.

Senator HANSEN. Each other? [Laughter.]

Mr. CHAPMAN. No. It's for deer. There are some deer that exist in the area.

Senator HANSEN. That happens.

Mr. EVERHARDT. There are a couple of other points, Mr. Chairman.

With respect to S. 2472, there is an area here just next to 2 and 3, which is being recommended for wilderness, that has grazing lands which are now part of the normal ranching operations. We have not included these in our wilderness recommendations, since these lands do not appear to us upon evaluation and review to have the wilderness characteristics that we would normally find in a wilderness area.

Also, the Miwok Wilderness in S. 2472 enlarges upon our recommended Unit 4 to include tidelands and more of the Point Reyes Beach. Again, we have the same concerns about these tidelands. The state has the mineral rights. They also have navigation in these areas.

This part of Point Reyes Beach is readily accessible also by vehicular traffic from roads that lead into that area.

Senator HANSEN. What would be the end result if this area were to be included, as I understand it's proposed, as wilderness, with respect to the vehicular traffic that would come from inland?

Mr. CHAPMAN. Vehicles would still be able to come to designated parking areas. But they would come to the very border of the wilderness.

Senator HANSEN. And how wide a strip is wilderness there?

Mr. CHAPMAN. It's a quarter-mile offshore, and probably just a few hundred yards back in from the water line inland.

Senator HANSEN. Well, let me ask Mr. Chapman. Would someone not aware of the fact that this strip was designated as wilderness, if indeed this particular bill becomes law, by virtue of what he were

to see as you contemplate the situation that might arise, suspect it was wilderness, with cars dragging in there?

Mr. CHAPMAN. His feling for wilderness here is obviously going to be that which he faces out to the sea only,and it's a very narrow area. That's the reason in our proposal here that this area we would not be included in wilderness, because——

Senator HANSEN. You recommend it not be included?

Mr. CHAPMAN. There's traffic coming into this area, and so he virtually stands within that vicinity and he can only look toward the sea to get the feeling of wild area.

Senator HANSEN. So far that's one place you don't see too many cars, in the water.

Mr. EVERHARDT. Our recommendation, Senator, would not include that area as wilderness.

Senator HANSON. Please proceed.

Mr. EVERHARDT. We can move on to Yosemite National Park, Mr. Chairman.

Senator HANSEN. Pardon me?

Mr. EVERHARDT. We will move on to Yosemite, unless there are further questions about Point Reyes.

Senator HANSEN. I do have a series of questions that I'd like to review in order to save the witnesses' time. I won't ask them now, but I may want to submit some questions to you in writing. And the hearing record, without objection, will remain open in order to include your responses.

We move then next to Yosemite.

Mr. EVERHARDT. The Yosemite National Park, in central California, was established in 1890. It now comprises 761,320 acres. It is a mountainous region of striking beauty and includes the Yosemite Valley and other inspiring gorges, some of the world's most spectacular waterfalls, and three groves of giant sequoias.

It is visited annually by some 2.3-million people. Residents of the San Francisco and Los Angeles metropolitan areas have traditionally come to see Yosemite Valley, the giant sequoias, and to hike and ski and camp in the back country.

S. 1099 would designate 646,700 acres within Yosemite as wilderness and 121 acres as potential wilderness additions, which together total 84 percent of the park's total acreage. This bill represents the recommendation which the President sent to the Congress on September 21, 1972.

The 121-acre potential wilderness addition is a tract which was granted to the city and county of San Francisco by the act of December 19, 1913, authorizing the Hetch Hetchy Water Development project. The tract, containing Lake Vernon, has not been utilized for the project and is in a wilderness condition.

The act provides for the return to the National Park of lands not needed for the project. When it is acquired it will be designated as wilderness. The water development project includes the Lake Eleanor Reservoir and tunnels carrying the water from the two reservoirs to the city of San Francisco. This proposal excludes from wilderness nine 30-acre enclaves to provide for nonconforming uses.

Our wilderness recommendation also would provide authorization to establish and maintain hydrologic devices and underground telephone lines, to continue the use of ranger stations and radio repeaters, and to use manipulative techniques for maintenance and restoration of natural and ecological conditions, which would include prescribed burning.

S. 97 would designate as wilderness about 692,500 acres in two units, one unit north of the Tioga Road and the other unit south of the Tioga Road. S. 97 would not provide enclaves for the proposed high huts or camps and would designate the sites occupied by existing facilities as wilderness subject only to the removal from each tract of the existing nonconforming improvements, at which times the Secretary of the Interior would publish a notice thereof in the Federal Register.

As proposed by S. 97, our recommended units 1 and 2 would be joined by including the Old Tioga Road as wilderness. S. 97 would consolidate our recommended units 3 and 4 by including lands in the Illilouette Ridge and Glacier Point areas.

The High Sierra camps provides overnight accommodations and food service which, though simple, exceed the minimum necessary for visitor health and safety, or the protection of wilderness resources. The ski hut and the high huts are similar in scope and in purpose.

These types of facilities and uses are believed to be fully compatible with the purpose and mission of the national parks and there are no present plans to discontinue these uses. Therefore, we recommend that these lands not be designated as wilderness.

Senator HANSEN. That's the enclave areas to which indication has been made on the map?

Mr. EVERHARDT. Yes, sir.

Senator HANSEN. And how many of those are there?

Mr. EVERHARDT. Nine of those.

Senator HANSEN. Yes, nine. And they average about 30 acres?

Mr. EVERHARDT. Yes, 30 acres each. Yes, sir.

Senator HANSEN. Thank you.

Mr. EVERHARDT. We understand that S. 97 would bring the wilderness to the current maximum high water line of Hetch Hetchy Reservoir and Lake Eleanor.

We would recommend that this line be brought down to the high water mark and permits the wilderness to come to that level of the reservoir.

Concerning the inclusion of the Old Tioga Road in wilderness, we believe this route can be appropriately used as a motor nature road and should continue to be excluded from wilderness. This road also provides access to some private properties that are located in this area of the park.

Lands in the vicinity of Glacier Point and Illilouette Ridge were not included in the wilderness proposal because these areas were involved in a proposed transportation study for Yosemite.

The Little Yosemite Valley in this vicinity has also been proposed to be designated as wilderness. We recommended that this area

be excluded. Little Yosemite Valley can only be reached by trail, but it is only 4 miles from Yosemite Valley and is heavily used by backpackers as a way station on trips to the interior of the park. This heavy use has caused water and sanitation problems to a degree where we believe measures may be required exceeding the minimum facilities acceptable in wilderness.

Mr. Chairman, as this subcommittee knows, we are now in the process of completely redoing the master plan which was prepared at the time of the wilderness study. We are using Yosemite as a model for public involvement in our master planning process, with workshops and meetings held at many locations in seeking the views of the citizens of California and citizens throughout this country.

Mr. Chairman, the timetable for the new master plan calls for its completion by October of 1977.

In summary the administration's proposal includes 646,700 acres as wilderness and 121 acres as potential wilderness additions. This represents 84 percent of the park.

We note from comments that have come out of master plan public involvement that the recommendation sent to the Congress in September of 1972 will be a minimum acreage. For example, three enclaves proposed for high huts and a Sierra camp have received little support, and their excluded acreage would be added to wilderness.

Likewise, there is strong feeling against an access between Yosemite Valley and Glacier Point and that would allow drawing the wilderness line to include lower Illilouette Valley.

Similarly, around Hetch Hetchy and along the Old Tioga Road there are further evidences that the current public interest may dictate or indicate additional lands for wilderness designation.

At this time, Mr. Chairman, we would be happy to answer any questions you might have with respect to our proposal for wilderness at Yosemite.

Senator HANSEN. Thank you very much, Director Everhardt.

What is the extent of potential nonconforming usage authorized by section 4 of the administration's bill? I think you probably referred to that.

Mr. EVERHARDT. I think we did, Mr. Chairman. Section 4 provides for 7 existing and 11 planned hydrologic devices, and also for the maintenance of an underground telephone line.

Would you show that?

Mr. HOWE. Yes, right here [indicating].

Mr. EVERHARDT. And that provides for a program of prescribed burning. Section 4 would also provide for the continued use of ranger stations that are located throughout the park, and radio repeater installations. Both of these facilities, the ranger stations and the radio repeaters, are permitted in wilderness under the Department's guidelines, and thus we see no need for a specific authorization for them.

Senator HANSEN. Mr. Howe was indicating as you were speaking, Director Everhardt, on the map to help me visualize the area where I think you said some interest was expressed in the possibility or the likelihood that some water treatment might be required.

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He referred, I think, to the increased use——

Mr. EVERHARDT. It's the Little Yosemite Valley, and that is indicated here in yellow. There have been some recommendations to include this in wilderness.

Mr. Howard Chapman might elaborate on the kind of uses that presently exist there.

Senator HANSEN. It's your recommendation that specific parts of other proposals not be included, that that not be made a part of this?

Mr. EVERHARDT. Yes.

Mr. CHAPMAN. That's right.

Senator HANSEN. That area——

Mr. CHAPMAN. You're primarily getting heavy backpacking use going into that area, which is posing serious problems relative to water supply and sewage treatment, and that's the reason we feel we may very well have to use other measures in taking care of that than what would be allowed in wilderness areas.

Senator HANSEN. Is is probable that within the national park and monument system a similar problem may develop as far as increased visitor usage is concerned and the concomitant pollution problem arising?

Mr. CHAPMAN. It's possible. However, this is a beginning point for hikers to move out and fan out into the back country. Through the permit system we're pretty well able to keep that use dispersed in the back country. So, at least as of this moment, we do not anticipate that problem arising elsewhere.

Senator HANSEN. There is another element of the wilderness system, which is included in the national forest in Wyoming that I know both you gentlemen are familiar with Art Williamson, an official for the State of Wyoming, says that he and his colleagues have observed an increase in pollution in the high streams. He has a concern that the wilderness designation seems in that area to have attracted more and more people into the high country and many of the visitors there aren't as wise in the ways of wilderness as we might hope.

As a consequence, these are indicators suggesting an increasing amount of pollution is clearly in evidence up there.

The Forest Service, I gather, is reexamining its conclusions insofar as the wilderness designations go, and at least experimenting inhouse with the concept that they might create what they call some backcountry areas, from which motor vehicles would be excluded and generally the rules applying to wilderness would apply, so as to achieve this same posture for an area, these same general characteristics, but would at the same time not require wilderness designations, which they feel, based upon their observations, seems to bring more and more people in to focus in on an area.

An example is Grand Teton, where there is great interest in backpacking and climbing. You have responded by having some portable toilets with cisterns that can be picked up, I guess by helicopter now, and be taken out—is that the way you handle it?

Mr. EVERHARDT. Yes, sir.

Senator HANSEN. It would seem to me to represent a manifestation of the great wisdom in present Park Service administration coming to grips with real problems in a very pragmatic way.

My personal feeling is that we only complicate things for the Park Service by trying to incorporate areas of the system which is theirs to manage within the wilderness system. That's not a question.

If you have any comments, you're welcome to add them.

Mr. EVERHARDT. Thank you, sir.

Senator HANSEN. That is stated gratuitously. Please proceed.

Have you any further——

Mr. EVERHARDT. I think that concludes our recommendation on the Yosemite, Mr. Chairman. We would be happy, if there are further questions or comments, to respond.

Senator HANSEN. I repeat again that it may be that other members of the committee or I have some questions as we review things that we might like to submit in writing. If we do, we will look forward to your responses.

Thank you very much for your presence here today.

Mr. EVERHARDT. Thank you, Mr. Chairman.

[The prepared statement of Hon. Gary Everhardt follows:]

STATEMENT OF HON. GARY EVERHARDT, DIRECTOR, NATIONAL PARK SERVICE

Mr. Chairman, I am pleased to appear today before the subcommittee to testify concerning legislation which would designate wilderness within Pinnacles National Monument, Point Reyes National Seashore, and Yosemite National Park, all in the State of California. I am accompanied here today by the Regional Director for the Western Region of the National Park Service, Mr. Howard H. Chapman.

Mr. Chairman, as called for by the Wilderness Act of 1964 we have held public field hearings and reported to the Congress on wilderness suitability for 56 national park system units, including Pinnacles, Point Reyes, and Yosemite. The field hearing for Pinnacles National Monument was held in Salinas, California, on February 10, 1967; for Point Reyes National Seashore the hearing was in San Rafael, California, on September 23, 1971; and for Yosemite National Park hearings were held in Mammoth Lakes, Yosemite National Park, and in San Francisco, California, on September 11, 14, and 16, 1971.

Mr. Chairman, there has been a healthy exchange of viewpoints as a result of our field hearings on preliminary wilderness proposals. Our analysis of these viewpoints and our professional views are reflected in our recommendations now before the subcommittee. A significant result of public involvement has been the change away from the early concept of buffer zones and large exclusions as we have developed guidelines for wilderness proposals and management.

The guidelines, issued on June 24, 1972, recognize that both developed use areas, and preservation areas, are necessary to fulfill the purposes for which the parks were established. They recognize that wilderness perpetuation requires constant monitoring of man's influences on natural processes and life systems, and responsive, careful management. The Wilderness Act and our guidelines permit the use of motor vehicles, motorized equipment, mechanical transport, structures or installations only as necessary to meet minimum requirements for the administration of the wilderness area, including emergency measures. Our guidelines require the manager to use the minimum tool, equipment or structure necessary to successfully, safely and economically accomplish the management objective. The chosen tool or equipment is to be the one that least degrades wilderness values temporarily or permanently. Accepted tools include such things as fire towers, patrol cabins, pit toilets, temporary roads,

spraying equipment, hand tools, equipment caches, fencing and fire management. In special cases involving the perpetuation of wilderness values, or in emergencies, aircraft, motorboats, and motorized vehicles may be used.

Wilderness campsites for public use may contain pit toilets, fire rings, tent sites, and a hand-operated water pump. This kind of campsite could be removed or relocated as management needs dictate. Campsites which contain permanent buildings, water treatment or sewage disposal facilities, and which provide visitor conveniences such as beds, meals, and supplies will not be included in wilderness. Some areas studied contain small boat docks, water guzzlers to sustain wildlife, and primitive shelters that ought to be retained but may not qualify as minimum structures necessary for the health and safety of wilderness users or the protection of wilderness values. When such an area would otherwise qualify as wilderness, we recommend such areas with a specific provision in the proposed legislation to permit retaining and maintaining these structures. A similar position is taken with respect to permitting underground utility lines. An area under study may also contain hydrometeorologic devices for monitoring water resources outside the wilderness area. When these devices are found to be necessary, a specific provision allowing their use will be included in legislation proposing wilderness designation. For the installation, servicing and monitoring of these devices the minimum tools and equipment necessary to safely and successfully accomplish the job will be used.

The guidelines provide that stock driveways and areas being grazed may be included in wilderness if the imprint of man's work is substantially unnoticeable. Generally, we have included stock driveways and grazing areas if their operation does not include the use of roads, structures, mechanical equipment, or motor vehicles. Our guidelines also permit the inclusion in wilderness of lakes created by water development projects if they are maintained at a relatively stable level and have a natural appearing shoreline.

When lands are presently unqualified but will within a determinable time qualify and be available Federal land, a special provision is included in the legislative proposal giving the Secretary of the Interior the authority to designate the lands as wilderness when he determines it qualifies. This potential wilderness addition might be a private inholding containing some improvements but which the National Park Service has authority and plans to acquire. Once acquired, and after removal of any nonconforming uses, the area would be added to the wilderness with proper notice by the Secretary of the Interior.

Mr. Chairman, Pinnacles, Point Reyes, and Yosemite contain areas which are typical of primitive America, each represents a different type of landscape and environment and we believe that each contains lands which are well qualified for wilderness designation.

Mr. Chairman, with your permission I will now describe the wilderness recommendations for these three areas.

PINNACLES NATIONAL MONUMENT

Pinnacles National Monument was established in 1908 to preserve the pinnacles and caves formed when an ancient volcano collapsed. Its 14,498 acres provide a respite from city life, attracting 140,000 visitors yearly from the San Francisco Bay area. They come to see the two caves, to climb among the pinnacle rock formations and hike the chaparral covered hills and canyons. Visitor uses including picnicking, and camping, parking, and administrative facilities now crowd in upon the primary resources and we propose to acquire suitable land and relocate these functions immediately east and west of the present entrances.

On June 13, 1974, the administration recommended 10,980 acres for immediate wilderness designation with 320 acres, now in private ownership, and identified as a potential wilderness addition, to be designated by the Secretary of the Interior when he determines it is qualified Federal land. This recommendation comprises 77% of the Monument. The wilderness boundaries were drawn along standard survey lines and identifiable topographic features. Presently the service has an active fire management program at Pinnacles. We would expect to continue this program under wilderness designation.

Mr. Chairman, S. 1092 would designate about 10,980 acres within Pinnacles National Monument as wilderness. This corresponds to the administration's recommendation sent to Congress on June 13, 1974, except that it omits a potential wilderness addition of 320 acres which was part of that recommendation.

S. 72 would designate about 13,000 acres within the National Monument as wilderness. On November 10, 1975, at a hearing in the House of Representatives before the Subcommittee on National Parks and Recreation we were asked for our reaction to a similar proposal which would designate about 12,952 acres within the National Monument as wilderness and we understand that this proposal has been reported out by the House subcommittee.

Mr. Chairman, as we testified before the House subcommittee we have no objections to wilderness designation of the additional lands proposed within the existing Monument.

Mr. Chairman, we also understand that the bill reported by the House subcommittee would expand the boundaries of the National Monument and would designate some of the added lands as potential wilderness additions. We have not studied these lands outside the Monument under the procedures of the Wilderness Act and could not comment as to their suitability for wilderness designation at this time. Moreover, we cannot make a recommendation on the boundary change until we know whether the owner of these private lands intends to provide visitor services on his own. The lands outside the boundary would be acquired to develop visitor services in the event the owner does not build them.

In summary, the administration's recommendation comprises 10,980 acres of wilderness and 320 acres as a potential wilderness addition. As mentioned earlier, we have no objection to designation as wilderness of certain additional lands within the existing Monument which comprise about 1,972 acres.

Mr. Chairman, I would now be glad to respond to any questions that you or other members of the subcommittee may have.

POINT REYES NATIONAL SEASHORE

Point Reyes National Seashore was authorized in 1962 to perpetuate 64,546 acres of California coastline largely undeveloped. The 1.3 million visitors of all ages from San Francisco and California's Central Valley come to beach-comb, hike its mountain trails, camp, picnic, and view the superlative scenery.

S. 1093 would establish 10,600 acres of wilderness at Point Reyes, as originally recommended by the President. Since then, in November, 1975, a revised recommendation was sent to the Congress consisting of 25,480 acres of wilderness with 20 acres identified as potential wilderness additions, comprising 39% of the National Seashore.

S. 2472, on the other hand, would establish 38,700 acres as wilderness. The differences between S. 2472 and our recommendation are as follows:

1. The "Clem Miller Wilderness" in S. 2472 corresponds to and enlarges upon our wilderness unit 1. S. 2472 would include more land at the eastern end of the unit where we have a trailhead, and a U.S. Geological Survey Research Facility. S. 2472 would also include the offshore tidelands. The State has retained fishing and mineral rights over these tidelands. These areas are also open to navigation. We believe such potential uses are incompatible with wilderness.

S. 2472 includes a service corridor into Glen Camp. Our recommendation would extend this corridor to include Wildcat Camp. The recommendation sent to the Congress in November included a spur corridor to a coastal terminus, however, this is no longer needed and the spur corridor could be placed in wilderness. We now believe that the corridor for servicing these camps should come in directly from the east rather than using the highly popular Bear Valley trail from the north.

2. The "Western Wilderness" in S. 2472 would incorporate our recommended units 2 and 3, and enlarge upon them by adding some tidelands offshore and in Drakes Estero, some grazing lands, and the corridor between our units 2 and 3 which contains a road and overhead powerline. Our concerns about the tidelands

also apply here. The Johnson Oyster Co. has a lease from the State for oyster culture in Drakes Estero. The oysters are grown on wooden platforms scattered throughout the Estero and motor boats are used in this work.

The grazing lands are now a part of normal ranching operations and are not in a wilderness condition. We have no assurance that a wilderness condition would exist immediately when the deed reservations and special use grazing permits expire and thus cannot recommend that any of these lands be included in wilderness.

3. The "Miwok Wilderness" in S. 2472 enlarges upon our recommended unit 4 to include tidelands and more of the Point Reyes Beach. Again, we have the same concerns about the tidelands. We have not recommended wilderness for the Point Reyes Beach South since it is readily accessible by road and provides an opportunity for more intensive recreational use thus balancing wilderness use of beaches in other parts of the National Seashore. Also, motor vehicles are used for routine maintenance in this area.

Mr. Chairman, we believe that it is unnecessary and confusing to have separate names for various wilderness units within parks and we recommend the entire wilderness area carry only the name of the park, and be called the Point Reyes Wilderness.

Finally, we cannot support section 4 or S. 2472 which designates Point Reyes National Seashore as a "natural" area. This is an inappropriate designation in our view since all three of the resource type that comprise the National Park System are found at Point Reyes. There are lands that should be kept in their natural condition, other areas that should be developed for public recreation use, and still other areas that have high historical values. Through a land classification process, we intend to manage each parcel of land at Point Reyes in accordance with its particular characteristics, rather than arbitrarily impose only one single management concept on all the lands.

In summary, we recommend that 25,480 acres be designated wilderness and 20 acres as potential wilderness additions, which comprises 39 percent of the National Seashore.

Mr. Chairman, I would now be glad to respond to any questions you or other members of the subcommittee may have.

YOSEMITE NATIONAL PARK

The Yosemite National Park, in central California, was established in 1890. Now comprising 761,320 acres, it is a mountainous region of striking beauty and includes the Yosemite Valley and other inspiring gorges, some of the World's most spectacular waterfalls, and three groves of giant sequoias. It is visited by some 2.3 million persons annually. Residents of the San Francisco and Los Angeles Metropolitan areas have traditionally come to see Yosemite Valley, the giant sequoias, and to hike, ski, and camp in the backcountry.

S. 1099 would designate 646,700 acres within Yosemite as wilderness and 121 acres as potential wilderness additions, which together total 84% of the park. This bill represents the recommendation which the President sent to the Congress on September 21, 1972.

The 121 acre potential wilderness addition is a tract which was granted to the city and county of San Francisco by the act of December 19, 1913, authorizing the Hetch Hetchy Water Development project. The tract, containing Lake Vernon, has not been utilized for the project and is in a wilderness condition. The act provides for the return to the national park of lands not needed for the project. When it is acquired it will be designated as wilderness. The water development project includes the Lake Eleanor Reservoir and tunnels carrying the water from the two reservoirs to the city of San Francisco. This proposal excludes from wilderness nine 30-acre enclaves to provide for nonconforming uses.

Our wilderness recommendation also would provide authorization to establish and maintain hydrologic devices and underground telephone lines, to continue the use of ranger stations and radio repeaters, and to use manipulative tech-

niques for maintenance and restoration of natural and ecological conditions, which would include prescribed burning.

S. 97 would designate as wildernes about 692,500 acres in two units, one unit north of the Tioga Road and the other unit south of the Tioga Road. S. 97 would not provide enclaves for the proposed high huts or camps and would designate the sites occupied by existing facilities as wilderness subject only to the removal from each tract of the existing nonconforming improvements, at which times the Secretary of the Interior would publish a notice thereof in the Federal Register. As proposed by S. 97, our recommended units 1 and 2 would be joined by including the Old Tioga Road as wilderness. S. 97 would consolidate our recommended units 3 and 4 by including lands in the Illilouette Ridge and Glacier Point areas.

The High Sierra camps provide overnight accommodations and food service which, though simple, exceed the minimum necessary for visitor health and safety, or the protection of wilderness resources. The ski hut and the high huts are similar in scope and purpose. These types of facilities and uses are believed to be fully compatible with the purpose and mission of the national parks and there are no present plans to discontinue these uses. Therefore, we recommend that the lands not be designated wilderness.

We understand that S. 97 would bring the wilderness to the current maximum high water line of Hetch Hetchy Reservoir and Lake Eleanor. Our proposal would exclude a strip of land about 600 feet wide along the shorelines to allow for any required maintenance work around the edge of these impoundments by the city of San Francisco. Because of the department's guidelines we now believe that essential maintenance activities would be permissible and would allow the wilderness to be extended to the maximum water level of the Reservoir.

Concerning the inclusion of the Old Tioga Road in wilderness, we believe this route can be appropriately used as a motor nature road and should continue to be excluded from wilderness. This road also provides access to some private properties in that area.

Lands in the vicinity of Glacier Point and Illilouette Ridge were not included in the wilderness proposal because these areas were involved in a proposed transportation study for Yosemite. The Litle Yosemite Valley in this vicinity has also been proposed to be designated as wilderness. We recommend that this area be excluded. Little Yosemite Valley can only be reached by trail, but is only 4 miles from Yosemite Valley and is heavily used by backpackers as a way station on trips to the interior of the park. This heavy use has caused water and sanitation problems to a degree where we believe measures will be required exceeding the minimum facilities acceptable in wilderness.

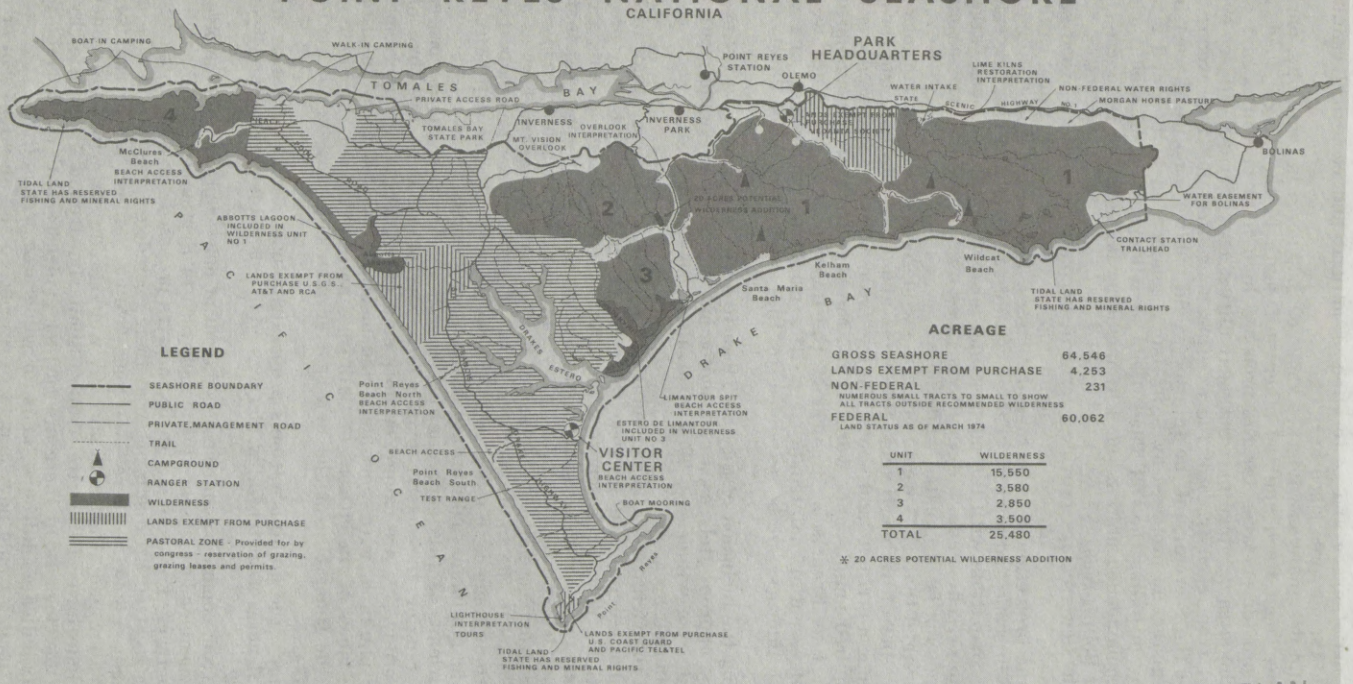
Mr. Chairman, as this subcommittee knows, we are now in the process of completely redoing the master plan which was prepared at the time of the wilderness study. We are using Yosemite as a model for public involvement in our master planning, with workshops and meetings held at many locations in seeking the views of the citizens of California and throughout the country. Mr. Chairman, the timetable for the new master plan calls for its completion by October 1977.

In summary, the administration's proposal includes 646,700 acres as wilderness and 121 acres as potential wilderness additions. This represents 84 percent of the park.

We note from comments that have come out of master plan public involvement that the recommendation sent to the Congress in September of 1972 will be a minimum acreage. For example, three enclaves proposed for high huts or Sierra camps have received little support, and their excluded acreage would be added to wilderness. Likewise there is strong feeling against an access between Yosemite Valley and Glacier Point that would allow drawing the wilderness line to include lower Illilouette Valley. Similarly, around Hetch Hetchy and along the Old Tioga Road there are further evidences that the current public interest may indicate additional lands for wilderness designation.

Mr. Chairman, I would now be glad to respond to any questions you or other members of the subcommittee may have.

WILDERNESS PLAN
POINT REYES NATIONAL SEASHORE
CALIFORNIA



ACREAGE

GROSS SEASHORE	64,546
LANDS EXEMPT FROM PURCHASE	4,253
NON-FEDERAL NUMEROUS SMALL TRACTS TO SMALL TO SHOW ALL TRACTS OUTSIDE RECOMMENDED WILDERNESS	231
FEDERAL LAND STATUS AS OF MARCH 1974	60,062

UNIT	WILDERNESS
1	15,550
2	3,580
3	2,850
4	3,500
TOTAL	25,480

* 20 ACRES POTENTIAL WILDERNESS ADDITION

RECOMMENDED PLAN

612| 20,004 A
JUNE 75| DSC



LEGEND

- Wilderness
- Park Boundary
- Private Lands
- High Sierra Camp, Ski Hut (EXISTING / PROPOSED)
- Snow Survey Course and Cabin
- Major Road
- Secondary Road
- Major Trail
- Dam
- Water Tunnel
- Power Line (A)
- Telephone Line (UT)
- POTENTIAL WILDERNESS ADDITION
- Campsite
- Radio Repeater
- Ranger Station

RECOMMENDED PLAN

EXHIBIT A

WILDERNESS PLAN

YOSEMITE NATIONAL PARK

CALIFORNIA

ACREAGES

Gross Park Acreage	761,320.32
Federal Lands	758,878.57
Private Lands	713.43
City of San Francisco Lands	1,728.32

Units	Wilderness
1	343,000
2	17,000
3	276,000
4	7,700
5	3,000
Total	646,700
POTENTIAL WILDERNESS ADDITION	121

0 1 2 3 4 5 6 7
SCALE IN MILES

104 | 20003-B
JULY 72 | DSC

69-667 O - 76 - 22

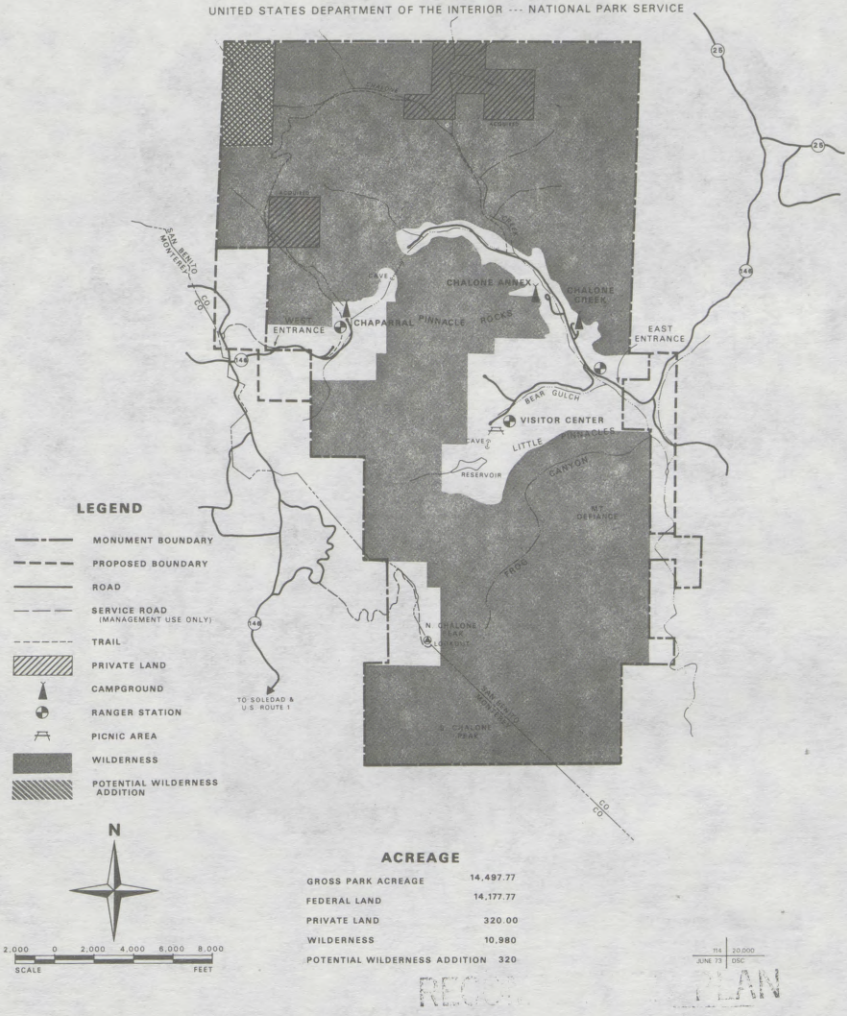
EXHIBIT E

WILDERNESS PLAN

PINNACLES NATIONAL MONUMENT

CALIFORNIA

UNITED STATES DEPARTMENT OF THE INTERIOR --- NATIONAL PARK SERVICE



ACREAGE

GROSS PARK ACREAGE	14,497.77
FEDERAL LAND	14,177.77
PRIVATE LAND	320.00
WILDERNESS	10,980
POTENTIAL WILDERNESS ADDITION	320

Senator HANSEN. Next, appearing as a panel, I would like to ask Chuck Williams, James Eaton and Raye-Page to come to the witness table.

May I say to Mr. Eaton and to Raye-Page that your—and to Mr. Williams as well, Mr. Williams represents Friends of the Earth; is that right?—and I would say to each of you witnesses that your entire statements will be included in the record as though read.

I would invite your summary or your oral presentation to be made in whatever manner would best suit your purpose.

From whom may we hear first?

STATEMENTS OF JAMES EATON, THE SIERRA CLUB; RAYE-PAGE, THE WILDERNESS SOCIETY; AND CHUCK WILLIAMS, FRIENDS OF THE EARTH

Ms. RAYE-PAGE. Mr. Eaton is going to give the main statement, and we're going to fill in.

Mr. EATON. Thank you, Mr. Chairman.

I am Jim Eaton, representing the Sierra Club. I'm out from Vallejo, Calif.

In order to avoid a lot of repetition we are just going to hit the highlights, as you suggested.

Senator HANSEN. Fine.

Mr. EATON. I believe we'd first like to take up Pinnacles National Monument. And, since Mr. Talcott did very ably cover this issue earlier, we would just like to support Mr. Talcott with his proposal, which does enlarge the monument and add additional wilderness acreage outside the monument.

As Mr. Talcott has said, there is indication from the Park Service that they support this proposal, as they have published essentially his proposed in their final environmental impact statement for the master plan of Pinnacles.

Mr. Everhardt did indicate today that the Park Service does support most of those additions, and there is just a small question now of the wilderness study and the additional lands remaining.

I believe our organizations would support some language, as Mr. Johnston has suggested, to go ahead and classify the lands of Pinnacles as wilderness now, rather than bringing back the very small additions sometime in the near future.

Would you like to add anything?

Ms. RAYE-PAGE. I would like to mention that, as far as the hearing process, I did go through the final proposed master plan, and there is a great deal of comment that was entered at the hearing on this which does recommend this kind of thing, these areas be put into the wilderness area as a wilderness reserve.

I believe the landowners there are interested in having their lands incorporated into the monument as part of this.

Senator HANSEN. You are saying that they would like to have them incorporated in the monument as part of the monument?

Ms. RAYE-PAGE. Yes. I think they would like to have them incorporated in the monument.

Senator HANSEN. And they have not addressed the wilderness issue, as such?

Ms. RAYE-PAGE. At least that is our understanding. And there is comment in there that a good many people at the hearing did recommend that there be additional wilderness or wilderness reserve on these areas.

The Park Service has done a—really one of the finest jobs I think I've ever seen, in their master plan, in which they are proposing to expand the facilities and give the private sector, as Mr. Everhardt mentioned, a chance. And, apparently, that seems to be agreeable.

We would very much also support the Senator's bill and any kind of special management language as such, as is in the administration bill. We would, as we have in other hearings, like to see any reference to those go into the committee report, because we do think that they are, under the Wilderness Act, permitted, but if they have problems we'd like for them to be addressed in the committee report.

Senator HANSEN. Thank you very much, Ms. Page.

Mr. WILLIAMS. I have no further comment, except we feel the expansions Mr. Talcott proposed this morning are important. It will be agreeable to move the visitor activities out to the edges of the park so the inner core—the park is extremely small, and this would protect the inner core better.

Ms. RAYE-PAGE. May I correct that my name is not Page. It's a hyphenated word, Raye-Page.

Senator HANSEN. Is that your surname?

Ms. RAYE-PAGE. Yes.

Senator HANSEN. I see.

Ms. RAYE-PAGE. It's difficult.

Senator HANSEN. Thank you so much, and I appreciate your correcting me.

Thank you all very much.

Do you have testimony that you would like to direct to the other proposals, the Pinnacles and Point Reyes?

[No response.]

If the witnesses will then proceed to discuss the other bills?

Mr. EATON. Thank you, Mr. Chairman.

Senator HANSEN. We will, of course, appreciate it.

Mr. EATON. As Senator Cranston pointed out this morning, there is extremely widespread support for Mr. Cranston's and Mr. Tunney's bill, S. 2472, on Point Reyes National Seashore.

There are a number of people who wish they could be here to express that.

I would like to enter for the record, if I could, a few comments: One by the State senator representing the area, Peter Behr; the local assemblyman, Michael Wornum; the League of Women Voters; Mr. Jerry Friedman; and a few other people.

Senator HANSEN. Without objection they will be made part of the record.

Mr. EATON. Thank you.

I would like to go to the map if I could and point out just the differences in the proposals, since we do have such widespread support for the issue.

Senator HANSEN. Very well.

Mr. EATON. We have a difference in the number of proposals than the National Park Service. They are presently proposing four areas, and Senators Cranston and Tunney three areas. The difference is in the Esteros area, which I will come to in a moment.

The first issue area, however, the wilderness unit, or the one that comprises the Point Reyes, the large strip of tidelands coming all the way to Point Reyes itself, is a very important proposal and a very important part of this bill. The National Park Service is recom-

mending that a portion of that be added; but, as mentioned earlier, the tidelands are being—and submerged lands—are being excluded, as well as the beach lands south of Inverness community.

The tidelands question is an important question because at the present time the Park Service says that cannot recommend it for wilderness as long as the State maintains the mineral and fishing rights. We do not feel that is that much of a problem, since, for one, the mineral rights involving offshore oil are not at question, because the State is specifically prohibiting any drilling for oil or gas. The only drilling possible would be drilling of State lands, of which there are none in the local area.

The fishing—State fish and game says there is some commercial use of this ¼-mile strip. I'm personally surprised at that, because this is one of the roughest surfs in the Nation. It's a very dangerous area. There is commercial boat traffic in Tomales Bay, so there is some use occurring. But in the majority of this tidelands strip there is almost no public use, in terms of boating at the present time. It's a very dangerous surf.

Even if there were, the Congress could allow that to continue, since it was a prior existing use, although I personally feel that the use, if any, is very limited at the present time there.

While we're on the tidelands issue would either of you like to add to that?

Ms. RAYE-PAGE. Yes, I would. The legal counsel for the Wilderness Society has responded to a letter from the Point Reyes Park Director, which I will give to the record. But it is his opinion that the reservations of the mineral rights and the fishing by the State of California is not inconsistent with wilderness classification of the lands beneath the marginal sea of Point Reyes.

I'll enter that for the record.

Senator HANSEN. Without objection that will be included in the record.

[The information referred to by Ms. Raye-Page follows:]

THE WILDERNESS SOCIETY,
Washington, D.C., March 2, 1976.

[MEMO]

To: Raye-Page, the Wilderness Society.
From: Frank J. Barry, legal counsel.
Subject: Submerged lands in Point Reyes Wilderness Area.

The letter of November 10, 1975, from Howard H. Chapman, Regional Director, Western Region, National Park Service, dealing with the proposal to include submerged lands in the wilderness area, concludes with the statement that, "Our position, whether it will be wilderness, development, etc. should not be left with the possibility—no matter how remote—that we do not completely control the property."

This statement might have been relevant if the question were whether the United States should acquire the lands subject to the reservation of minerals. Whatever is done with the property, "whether it be wilderness, development, etc." the Park Service is left with the possibilty that it will not completely control the property.

The covering note of November 13, from Jerry Friedman to "Chuck," states that the lands subject to mineral reservation are "tidelands." I conclude that the "draft position" provided by the Assistant Solicitor for Parks and Recreation is not a formal legal opinion, but is, as a matter of fact, a policy deter-

mination when it says, "It is our opinion, these reserved rights are inconsistent with the proposed wilderness classification of these lands."

It is not contrary either to the spirit or the letter of the Wilderness Act that prospecting or mining are carried on in wilderness areas. The Act provides that (1) mining claims valid on September 3, 1964, may be exploited in all respects as the law permitted before that date and that owners may obtain patents conveying fee title to such claims; (2) mining claims located after September 3, 1964, may be so exploited subject ". . . reasonable regulations governing ingress and egress . . . and development and exploration, drilling and production" etc. and (3) new mining claims may be located at any time prior to December 31, 1983. Section 4(d)(3), Pub. L. 88–577.

It is entirely up to Congress whether an area receives a wilderness classification. Congress has not set a policy against mining, still less has it set a policy against the kind of activities permissible under the proviso in the reservation referred to in this case. That proviso prohibits well or drilling operations of any kind conducted upon the surface of such lands.

Minerals are recovered in two ways, either by mining, in the case of solids, or drilling and pumping, in the case of liquids and gases. The reservation here is of "all deposits of minerals, including oil and gas."

The recovery of solid minerals is often practical and feasible when the mines are on dry land. In ancient Britain lands beneath the sea were successfully mined for tin. Shafts were sunk on dry land and tunnels extended out under the sea bottom. Here the adjacent shore is owned by the United States absolutely and sinking shafts would not be permitted.

Mining operations have been conducted beneath the sea, but they seem always to end in disaster. They have been almost exclusively dredging operations.

The recovery of diamonds from bottom sediments and sand off the coast of Southwest Africa would probably have been profitable, but storms soon destroyed the operation. An effort was made to recover gold from sands off the mouth of the Yukon but it also was a failure. An elaborate technology is being developed to recover manganese nodules from the ocean floor, but it has not yet been perfected. Considering the precipitous and rocky coast at Point Reyes and the prevalence of storms on that coast it must be regarded as the remotest of possibilities that any mining of solids will be attempted. The risk to wilderness must be regarded as acceptable.

The only sort of mining likely to be conducted in the lands in question would be well drilling for oil and gas. The reservation specifically prohibits such activities on the surface of the lands in question. Silent drilling would be permissible from adjacent lands. In fact, slant drilling is common in offshore oil and gas production.

Nearby wells might drain oil and gas from the submerged lands, but, since the United States does not own the minerals under the submerged lands, it would have no concern. Such operations have no significant effect on the surface environment.

Finally, mineral prospecting by seismic methods could be conducted within the submerged area. Such operations consist in towing a device through the water and "reading" the structure of submerged lands from the reflections of pulses emitted by the device. There is no damage whatsoever to the water, submerged lands, or wildlife. This would be a prospecting operation in a wilderness area, but not nearly so damaging an operations now specifically permitted under the law. Furthermore one or a few such tests would be all that would ever be required.

In my opinion the reservation of minerals in the conveyance by the State of California is not inconsistent with wilderness classification of the lands beneath the marginal sea off Point Reyes.

U.S. Department of the Interior,
National Park Service,
San Francisco, Calif., November 10, 1975.

Mr. Jerry Friedman,
Point Reyes Station, Calif.

Dear Jerry: As I promised when I saw you last Friday, I am quoting you the draft position provided by the Assistant Solicitor, Parks and Recreation

regarding the conveyance from the State of California to the United States of lands within the boundaries of Point Reyes National Seashore:

"The subject conveyance, authorized by an act of the State legislature (Chapter 983, California Session Laws, 1965), contains the following reservations: 'Sec. 2. There is hereby excepted and reserved to the State all deposits of minerals, including oil and gas, in the lands, and to the state, or persons authorized by the state, the right to prospect for, mine, and remove such deposits from the lands; provided, that no well or drilling operations of any kind shall be conducted upon the surface of such lands.'

"In our opinion, these reserved rights are inconsistent with the proposed wilderness classification of the subject lands.

"Under California law, the owner of mineral rights in lands the surface estate of which has passed to another has the right to enter the lands to explore for and develop the mineral deposits, to build access roads and facilities for such purposes, and to make such use of the surface (including strip or open-pit mining) as is necessary and in conformance with customary mining practices, even if other reasonable uses of the surface estate are destroyed thereby. *Yuba Investment Co.* v. *Yuba Consolidated Gold Fields*, 184 Cal. 469. 479–481, 194 P. 19; *Trklya* v. *Keys*, 121 P. 2d 54 (Cal.); *MacDonnell* v. *Capital Co.*, 130 F. 2d 311, 320 (9th Cir. 1942). The reserved mineral rights include rights to oil and gas, all hard rock minerals and other minerals as defined by State statute, a copy of which is enclosed.

"The reservation clause appears to have been drafted in compliance with a California statute requiring that such a reservation be made in conveyances of State lands, and in particular in all conveyances of State lands to the Federal government. California Code Ann., Government §126; Public Resources §§6401–6406 (West 1966). The provision prohibiting oil drilling on the lands appears to have been drafted to comply with a State statute prohibiting such activities on tidelands of the State and on adjacent uplands. Calif. Code Ann., Public Resources §7051. This provision would not, however, preclude slant drilling for oil and gas underlying the conveyed lands from State lands adjacent to the conveyed lands and more than 300 feet above mean high tide. Calif. Code Ann., Public Resources §7057; *Hirsch* v. *Hancock*, 343 P. 2d 959 (Cal.). The rights reserved in the conveyance fall under the administrative jurisdiction of the State Lands Commission, which is clothed by statute with broad powers to exploit such rights or to license individuals to exploit such rights. Calif. Code Ann., Public Resources §§6401–6406.

"A recent modification of the State statutes affects the reserved rights in two ways. First, the State or its licensee is liable for damages to corps or improvements when it enters lands to which it holds reserved mineral rights. Cal. Code Ann., Pub. Res. § 6401(a) (West, Cum. Supp. 1975). Secondly, the State Land Commission, when it finds that there are no known deposits of commercially valuable minerals (within 500 feet of the surface) in sold or exchanged lands, may relinquish its reserved rights by quitclaim, agreement, or other appropriate instrument. Any such finding and modification shall be conclusive in favor of any purchaser or encumbrancer. Cal. Code Ann., Pub. Res. § 4601(b). We would recommend that, if the wilderness proposal is accepted, the State Lands Commission be contacted to request an agreement or quitclaim or other modification pursuant to this authority."

Our position, whether it be wilderness, development, etc. should not be left with the possibility—no matter how remote—that we do not completely control the property.

Good to see you again, thought it would have been better had it been under conditions where the trip purpose had been more completely fulfilled.

Sincerely yours,

HOWARD H. CHAPMAN,
Regional Director, Western Region.

Mr. EATON. One other point that was brought up by the National Park Service in response to a question was the wilderness experience, since there is automobile traffic and parking lots coming to this beach.

My comment, from personal experience, is that at present there are but two parking lots that come down close to the beach. The other

access points to this beach involve parking along Point Reyes Road and walking through the pastoral lands to the beach.

Senator HANSEN. How long a distance is that?

Mr. EATON. They vary. Somewhere approximately——

Senator HANSEN. At the point you're indicating on the map how much would that be?

Mr. EATON. One area here is perhaps half a mile. There is another parking lot here that's a quarter-mile walk to the beach. They are short distances. So, the vehicles are not in sight of this wilderness strip, execpt for these two parking lots, which our proposal swings around. But cars might be visible for a short distance.

That would be similar to other wilderness proposals in the system where the trailhead is very close to the wilderness boundary.

The other interesting thing about even this narrow strip of beach is, even though it is a narrow strip, several hundred yards wide, it is a topographic feature that gives a wilderness experience, even along that narrow strip. It's almost like walking on a watershed, since you don't see over the top of a mountain what may be beyond. So, walking along the beach here, you look to the top of the sand dunes and do not see the grazing pastoral lands or many of the developments inland.

There are some exceptions to that. There are distant vistas of some developments, but pretty limited.

In my own personal opinion many parts of this wild beach have some of the wildest views I've ever seen, since you're faced with the wild, very violent surf and beachlands behind you. You really do not have the feeling of being close to civilization along most stretches of the Point Reyes beach.

The second area in Senator Cranston's and Senator Tunney's wilderness proposal is what we're referring to as the Esteros Wilderness, which is a compact unit ranging from the top of Point Reyes Hill all the way down to the biologically fascinating Limatour and Drakes Esteros.

The National Park Service now proposes that some of this land be included as wilderness, but with a corridor between them. They're also proposing some lands down near Drakes Esteros be excluded.

We have a real problem with this corridor. The National Park Service in years passed proposed a high-speed highway to be built through that corridor as access to the interior of Point Reyes National Seashore. Part of that was due to a feeling that local residents in the small town of Inverness were objecting to the traffic coming through their town to the national seashore.

I have with me a letter from the Inverness Association, which is an association of homeowners in this town of Inverness, which indeed supports, not this corridor, but the wilderness proposed by Senators Tunney and Cranston, which would exclude the possibility of building that highway to avoid their town. So, the local residents do support the wilderness and are not interested in having this road.

We would like to see that threat finished by designating that area as wilderness.

I would like to submit this for the record.

[The letter follows:]

INVERNESS ASSOCIATION,
Inverness, Marin County, Calif., October 28, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Parks and Recreation Subcommittee,
Senate Committee on Interior and Insular Affairs,
Washington, D.C.

DEAR SENATOR JOHNSTON: The Inverness Association would like to take this opportunity to express its support for SB 2472, which will be heard before your Committee on November 6, 1975. Members of the Association have contributed a great deal of in-put on Wilderness via the GGNRA Citizen's Advisory Commission, and we strongly urge you to consider carefully and positively their Wilderness recommendations for the Point Reyes National Seashore.

We especially call to your attention the inclusion in the Wilderness Area of the one-quarter-mile wide strip of tidelands and the inclusion of Drake's Estero. We feel that these extremely fragile areas deserve your special consideration for several reasons. The shallow Estero waters have long been the location of a seal rookery and leopard shark nursery. To *exclude* this area from Wilderness protection would undoubtedly mean eventual vehicular intrusion along the Estero, and this intrusion could not help but be a threat to the continued use of these protected waters by the seals and sharks as a breeding ground and place to raise their young.

The Estro region has always been capably managed by the National Seashore staff as a "Natural Area." We urge you to consider the negative consequences (i.e. the allowability of motorized off-road vehicles) were this geologically unstable dune-covered land to be managed as a "Recreation Area." The possibility of jeeps and motorcycles having access to the Estero shore and adjoining area is a frightening one.

Finally, we urge you to reflect in your Committee report the designation of certain fire-trails (as described by the Citizen's Advisory Commission sub-Committee report) which would, at maximum, be graded and/or cleared for safe access approximately every two years. The Association sees a strong and real need for the establishment of these trails within the proposed Wilderness Area, and does *not* feel that they are incompatible with Wilderness status.

Thank you for your consideration of our comments. We look forward to the prompt passage of SB 2472.

Sincerely yours,

KATE A. WORSLEY,
Chairman, Parks Committee.

Mr. EATON. Mr. John Mitchell of the Citizens Advisory Commission is here today and will probably speak to some of the differences in the current bill by Senators Tunney and Cranston, between that bill and the so-called compromise of the commission, which has widespread local support for some minor changes.

Some of those changes are in the Esteros, and they involve some lands here that have some grazing rights. We'd be willing to see some of those changes made, if necessary.

The final unit at Point Reyes is what we refer to as the Clem Miller Wilderness, which we would like to see named in honor of the Congressman who fought so hard to have this area established as Point Reyes National Seashore.

The differences between Park Service proposals and those of the citizens is pretty minor here. As pointed out by the Park Service, there is some difference down near the Palomarin trailhead; and there's even a minor difference between the bill, Park Service, and what the commission has. I believe the commission may have the best answer, in retaining existing parking lots but bringing the wilderness close to it so we're excluding the very major developments but we're including the wilderness lands around it.

Generally, the proposals in the southern part are very close together, with the exception of tidelands, which we feel are very important.

Would either of you like to add anything on Point Reyes?

Mr. WILLIAMS. No.

Mr. Chairman, I just wanted to add that I'm from—I grew up and reside a few miles from Point Reyes, so I kind of view it as my backyard, as you view the Tetons I guess. So I'm really pleased to be back here to testify.

I think the bill would go a considerably long way toward protecting this area and the bay area. We're really incredibly fortunate to have such a wild area within just a few miles of a large urban area.

Ms. RAYE-PAGE. I would just add that I think some of the people out in Point Reyes have mentioned that, you know, you have the Golden Gate for a different kind of recreation, along with some of those that you might also have. You can participate in those in other areas, but it is rare to have a wild area like this near that particular populated coast.

Senator HANSEN. I appreciate what you're saying.

Mr. EATON. If I could just add to what Ms. Raye-Page said, the natural area classification, as provided for in Senator Tunney's and Senator Cranston's bill, is important to the local citizens because there remains a bit of a threat from the National Park Service development plans, to develop Point Reyes as a recreational area more like the national seashores. They are more organized than Point Reyes.

We have an interesting situation at Point Reyes because we have a very wild landscape, the majority of which entirely falls within the natural area concept, as with most of national parks areas. And we have the recreational lands within the Golden Gate National Recreation Area.

There are concerns about hunting, for example, because we have large numbers of people using the area. There is very little hunting potential. It has some exotic forms of deer up there, which we feel could be managed by the Park Service without opening up hunting and the dangers that would be associated for some of the nonhunting public.

Mr. WILLIAMS. The deer out there are so small I wouldn't think anyone would be interested.

Senator HANSEN. What sort of deer are they?

Mr. EATON. There is the black-tail deer, but there are also some exotic deers that were introduced by a hunting club in years past, Axis deer and the fallow deer.

Mr. WILLIAMS. Our coastal deer are about this tall [indicating]. That's why all the Californians go to Wyoming to hunt.

Mr. EATON. So there is concern about having the area as a natural area, to assure that the management of Point Reyes will be more that of a national park than that of a more developed seashore.

We're ready to move on to Yosemite.

Senator HANSEN. Yes, fine.

Mr. EATON. Very well.

Senator HANSEN. I assume the other panel members added what seems to be appropriate.

Mr. WILLIAMS. I think the main point is Golden Gate Recreational Area is adjacent to Point Reyes and provides that type of activities, and Point Reyes should be more wilderness part of that complex.

Another problem that we could foresee is that in recreation areas mineral leasing and other such activities are allowed. I don't think the Bay Area would stand for that. But we'd like to just make sure that doesn't happen.

Senator HANSEN. Thank you.

Mr. EATON. At Yosemite National Park the differences between the National Park Service and those of the citizens is only about 50,000 acres in a wilderness proposal of 690,000 acres.

The areas the Park Service is proposing to exclude are very important to the local citizens, and we do want to make some comments on it.

However, first I would like to point out that, as Mr. Everhardt noted, the National Park Service is in the midst of a brandnew master plan in process for Yosemite National Park.

We expect the wilderness proposal is going to change and reflect some of the newer views that have been expressed by the citizens that are involved in this master planning process.

We found that both the National Park Service and the citizens that have been involved in this planning process are recommending substantial changes to this original wilderness proposal and the Park Service has been very receptive to changing some of these things.

So, we expect at the conclusion of their planning process we will see a different wilderness proposal than what we're faced with today. However, until the Park Service finishes that process, as this is their wilderness proposal, we'd like to point out our major differences.

One difference we do have is this corridor, which shuts off the section 1 from section 2 in the National Park Service proposal. We would like to see one unit which includes all of that, since this corridor is nothing more than a little wagon road, the Old Tioga Road, which is undeveloped now. It is just about reverted to a natural state.

But the Park Service in years past, when this proposal was developed, considered making the Old Tioga Road into a motor nature trail.

During the master planning process, and over the last couple of years, the public has made it very clear that they would like to see vehicles removed from the national parks as much as possible, and other forms of transportation substituted.

The transit system that's in Yosemite Valley is immensely popular because no longer are there traffic jams. The roads are now open for tramway—excuse me, the shuttle buses, for those who do not wish to walk; and for bicycles and other forms of recreation that were difficult to use during the days that Yosemite resembled more downtown Los Angeles than a national park.

These changes are being very well received by the public, and so with the elimination of vehicles in places like Yosemite Valley, we find it inconsistent to be talking about still bulding a new highway to bring yet more vehicles into a section of the park.

Senator HANSEN. I want to be sure I understand what you're saying. You're talking about eliminating privately-owned vehicles, and substituting the shuttle buses, or that sort of thing? Is that what you were saying?

Mr. EATON. Within the roaded sections of the park.

Senator HANSEN. Within the roaded sections?

Mr. EATON. Yes. And that is going on right now and has received a lot of interest. We would like to see this corridor placed into wilderness because it is a wilderness territory.

Senator HANSEN. And, as a consequence, that proposal if it were adopted—there would not be—the only way a visitor could get in along that Old Tioga Road area would be by walking, I would presume.

Mr. EATON. Yes, sir.

Senator HANSEN. Or horseback.

Mr. EATON. However, the opportunity would remain along the highway at Yosemite Valley, Glacier Point Road, and the other roads within the park, for visitation by those using vehicles or other transit systems.

Senator HANSEN. I believe Mr. Williams——

Mr. WILLIAMS. I was going to say, Mr. Chairman, the new Tioga Road runs parallel to it, and it's probably one of the three or four most spectacular roads in the country.

There's also at the west end, another motor nature trail through a huge grove of sequoias, and so that area already has more than enough motorized access to it.

Senator HANSEN. How much use does that area get?

Mr. WILLIAMS. Well, the old road they're talking about here is presently closed. There are a few summer homes at the west end of that road, and the people that have those summer homes have keys to get in. At the present, that's the only public use of that road, a few summer——

Senator HANSEN. And what would happen to those summer homes if the area——

Mr. WILLIAMS. The plans are to eventually phase them out. They're all at the west end; that corridor. The whole rest of the corridor wouldn't be needed. They would still have access to their homes until which time their life estates ran out.

Senator HANSEN. And how would they have access?

Mr. WILLIAMS. Well, the Park Service lets them get in. That part would be excluded from wilderness. They're clear at the very west end of that road. They don't really have anything to do with the whole road corridor.

Senator HANSEN. Oh. So, not every bit of the white area between section 1 and 2 on the map before us would be closed?

Mr. EATON. The majority of it.

Mr. WILLIAMS. The majority, just the west side——

Senator HANSEN. And the white corridor would provide access by motor vehicle, that would be excluded for such time as those life estates——

Mr. WILLIAMS. Right. But all those summer homes are clear in the western end.

Senator HANSEN. I see.

Mr. EATON. One other major area of disagreement concerns the lands near Glacier Point. And, once again, we're talking about lands that qualify as wilderness.

When this proposal was developed, there was an active proposal to build an area tramway up the wall of Yosemite from the Valley to the Glacier Point vicinity. And, as a result, lands were left out of the National Park Service wilderness proposal, to provide a corridor for such possible use.

The public, I believe, has been very clear on this, including even a concessionnaire that has a development facility in the Valley, that aerial tramways are not appropriate going up the walls of Yosemite Valley.

As a result, we would like to see this unit 4 attached to unit 3, through this area that has been left out in the past [indicating.]

Also, we would like to see Little Yosemite Valley put back into the wilderness proposal. The National Park Service originally recommended the Little Yosemite Valley in wilderness, but later removed it, as they were describing this morning, because of the excessive backpacking pressure.

I believe we feel the best alternative would be to place it in wilderness and manage the lands in the best way possible consistent with wilderness designation, providing facilities for backpackers. It doesn't necessarily protect the land; it may just allow more people to be accommodated. But the damage may still be occurring within this very fragile valley.

The National Park Service much easier could eliminate much of the excessive use by backpackers, or through educational programs perhaps extend some of the techniques of back-country camping, but lessen the impact.

Also, it's interesting that California—some studies have shown that many people go to the wilderness to get away from the signs of man, and by coming into a wild valley and running into large facilities for their use, it may detract from the very reason some of these people are going to the wilderness, and they may prefer to be limited in numbers than to have large facilities provided to accommodate the numbers.

Senator HANSEN. Do I understand you to imply by your last statement you just made that the public generally may not support the plan to expand those facilities there? Is that essentially what you're saying?

Mr. EATON. Yes, sir. The public in California seems to be more responsible to the limitation on number going into areas than expansion of facilities in the back-country areas.

Sentor HANSEN. I find some indication of that sentiment in Wyoming. It seems to be restricted to those that are already in the area.

In Jackson Hole, as an example, those who have bought homes there or who have built homes there in recent years say now is the time to stop any further developments—that same feeling you are saying. Maybe I've not stated it quite exactly as it was registered out there.

Mr. EATON. It's slightly different in that the people visiting the wilderness areas in California have no prior right to go in. It's open to everybody. But limitations would mean that certain people would be unable to go into an area because others have preceded them. That seems to be acceptable to the majority of backpackers.

Senator HANSEN. How would that goal be achieved?

Mr. EATON. The National Park Service at present requires a wilderness permit for entering anywhere into the back country. In Sequoia and Kings Canyon National Parks to the south they have already instituted some limitations on the numbers in certain areas.

Senator HANSEN. Is that on a first-come-first-served basis?

Mr. EATON. In some areas yes. In other areas they follow reservations in advance.

Mr. WILLIAMS. It's a combination.

Senator HANSEN. Is an effort made to spread the privilege around, or may a person who has been there in one month be permitted equal opportunity to secure a permit the following month? Do you know how that works?

Mr. WILLIAMS. There are limits on the time you can be in the park during the busy season. There's a 14-day limit that you can camp in a park during the busy season. So that would automatically tend to——

Senator HANSEN. A 14-day limit?

Mr. WILLIAMS. Right. You can only camp in a National Park during the crowded season for 14 days, and so that keeps the turnover. In other words, you can't go up there and sit there all summer and set up summer camp.

Mr. EATON. I think the Park Service should be commended for the efforts they're making to control back-country use, to educate the public to proper use, and that they are experimenting with different means of making a permit system, particularly a permit system requiring limitations to be equitable to all people who want to go to the back country.

The final point on Yosemite is what we call the holes in the wilderness, the enclaves, that the National Park Service has for existing high sierra camps, and also for areas which have nothing there now but they think they might want to develop these high sierra camps in the future.

It's our position that no further high sierra camps should be built, that the existing ones are enough; and, further, that the existing high sierra camps should be included in the wilderness because there is some indication that economically they may not lie, and at some point they may be regrouped. In this way, we would not have to come back to the Congress to add little tiny sections of the wilderness which are substantially wilderness, with a few minor facilities.

Senator HANSEN. When you speak about your appraisal of this situation resulting in your recommendation that no further camps be established, what criteria are you considering as background information in coming to that conclusion? Are you basing it upon anticipated use and population pressures, as you would envisage might result, say 25 years from now? Or what do you use in saying that you think there are enough of them?

Mr. EATON. I think one concern is that this type of facility could be found in nonwilderness type areas, that type of camping, without having to put these large facilities within the wilderness.

There is a definite problem with high elevation with such things as sewage, and by putting large numbers of people into a small area the Park Service is having to really build large sewage treatment plants in the center of the backcountry. The damage to a large area can be excessive if you have to provide those kind of facilities within what's essentially a very large wilderness complex.

Senator HANSEN. How is sewage handled there? Do they have drain fields?

Mr. WILLIAMS. MCA at taxpayers' expense.

Senator HANSEN. What?

Mr. WILLIAMS. Largely at taxpayers' expense, MCA just built some new sewage drain fields there which the concessionnaire gets to use. They were a present from the taxpayers. They are drain fields.

Senator HANSEN. What is the life of a typical drain field installation?

Mr. WILLIAMS. I don't know. I should. I used to be an engineer.

Senator HANSEN. Is it your belief that this method of handling sewage can be used forever, or will the time come when——

Mr. WILLIAMS. The problem here is the large concentration of people. If people were concentrated in—you know, if less people were concentrated in the area you wouldn't have to go to that type of sewage disposal; you could just have vaults.

I think the problem we're talking about here is the areas around the High Sierra camps would just be destroyed by the large numbers of people. And I think those people need to be dispersed throughout the park more, so that you don't need that type of sewage facility. You could get by with vault toilets.

Mr. EATON. The sewage facility being developed at one of these High Sierra camps looks like something out of a small community. I mean there's a very large pond. They had to gather sand from a lake within the wilderness proposal—by the way, their own wilderness proposal——

Senator HANSEN. You mean that there will be sewerage lagoons then in these enclaves?

Mr. EATON. They did in one of the High Sierra camps, and I presume they may be included in others. The State of California has very stringent water quality standards. As a result of this, if these camps are to continue in the present heavy usage such facilities may be necessary in order to comply with the state water quality laws.

Mr. WILLIAMS. We didn't get our two bits in on the sewage plants. They were done without an impact statement, so we didn't really get to make our input on those.

Mr. EATON. We were quite surprised at the extent of some of these sewage treatment facilities, because this is the center of a very popular area, and we just don't feel that kind of development is appropriate.

Senator HANSEN. You're leaving me a little confused. You say that you don't believe it is appropriate, and yet it's your recommendation that it be there. Is that right or not?

Mr. EATON. We are not suggesting at the present time that the High Sierra camps be closed immediately. We're suggesting instead that the area be placed in wilderness, the High Sierra camps continue if they are not going to a massive disturbance to the wilderness.

In other words, I would think if they have to build those kind of sewage treatment plants then we might suggest that they close the camps. However, we feel by limited use of the camps, or perhaps a phase-out, they would not have to build these super treatment plants in order to comply with the state laws.

Senator HANSEN. And that statement, of course, implies that you hope some way or another those entering the area can be restricted, their numbers can be restricted, so as not to continue to impose that heavy a demand; is that what you're saying?

Mr. EATON. Both the National Park Service and the Forest Service in adjacent areas have agreed quite a few years ago that the High Sierra area of California is going to require restrictions on numbers, and they have headed toward that goal through a public education program.

The High Sierra camps are causing a major problem now because they concentrate large numbers of people. And, yes, I would agree the restrictions are coming, and they must come. I think everybody agrees to that.

Mr. WILLIAMS. The situations' somewhat similar to having a play, where you can only fit so many people into the playhouse in any given night. You can't open it up to everybody. But if you might not get in that night, you could come back the next night and get a ticket and go in. And I think it's a very similar case with what's happening in the wilderness.

Mr. EATON. Do you have anything else to add on Yosemite?

Mr. WILLIAMS. I have a couple of things.

One reason we don't think there should be these enclaves is the concessionnaire here is, to say the least, very development minded, as we saw from the scandals that came out of there last year. These enclaves would allow the possibility of the High Sierra camps expanding. We definitely—until the planning process is done next year, we don't really know what the future of these High Sierra camps will be. That will be determined when the master plan is done next year.

But we don't think there should be that opportunity to expand these. They're already causing enough problems. We definitely are opposed to the two enclaves for future High Sierra camps.

Public testimony has been almost unanimously against them so far, in the planning process.

Senator HANSEN. Do you expect that there will be fewer people in the future wanting to get into these areas, or will there be more and if there are more, would you think that they will accept the sort of restriction that you believe is necessary?

Mr. WILIAMS. I think so if other areas are opened to them. In other words, if those areas were the only areas to camp in the Sierras, then we probably would have some problems. But I think the goals should be to try to disperse people throughout the area. Those areas are very little used nearby. There are areas that are very little used

nearby in the National Forest, which are very similar park-caliber areas. I think they could be dispersed.

Senator HANSEN. Would you not recommend the inclusion of these other areas in the wilderness system?

Mr. WILLIAMS. The other areas in California?

Senator HANSEN. Yes.

Mr. WILLIAMS. Some I would and some I wouldn't. Some are already established.

Senator HANSEN. Have you recommended not including any areas that have been recommended by the Forest Service, as an example?

Mr. WILLIAMS. I don't know. I primarily handle our work issues. I don't know of any.

Mr. EATON. I can speak to that, Senator. Generally, there is large public support for additional wilderness areas in California on the National Forest lands. The restriction issue does not seem to be a problem among the backpacking public.

There have been restrictions placed on both National Park and National Forest back country lands, and the public seems totally willing to accept it. There are some expected complaints. The majority of people are very happy to find a much-less-used area, a much-less-abused area, even though they may not be able to go in whenever they want.

Senator HANSEN. How do they find it if they don't see it?

Mr. EATON. Excuse me?

Senator HANSEN. I thought you said they're very happy to find areas that aren't used so much; but then you say—I thought you were saying that they're happy to find it even if they can't see it. Is that right?

Mr. EATON. No. What I meant to say is when they finally are allowed into the area they're much happier at their experience, having fewer people and less signs of man as a result of the restricted locations.

Mr. WILLIAMS. The Forest Service for some reason in California thought the environmentalists were going to complain about the restrictions when they put them in, and they were very happily surprised to find that there were almost no complaints.

I'd also like to say the Forest Service and the Park Service work closely together in the Sierras to coordinate these limits, and we're very happy at the cooperation between them.

Ms. RAYE-PAGE. I might like to mention I think one of the important factors here, which I think the Park Service—Mr. Everhardt addressed this in comments to a group yesterday, not necessarily all environmentalists. But the people are, by establishing wilderness areas where people are, that more people will be able to take advantage of those without traveling long distances. In that way you will relieve some of the pressure on particular areas.

So, I think this is one of the reasons that we are interested in having more wilderness areas established in different parts of the country, because I think people are becoming well aware that they can't all dash out to Wyoming or California. They may have to—if they are willing to get a wilderness experience, or a natural experience—go to an area near them. So, this would spread out the population projections, hopefully, for the future.

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Mr. WILLIAMS. A good example of this would be Point Reyes. A third of the visitors to Yosemite are from San Francisco, and a third are from Los Angeles. And they rush up there on Friday night and sleep overnight on Saturday, and rush back, and use all that gas. With areas like Point Reyes and Golden Gate, you could get to Point Reyes for a $1 bus ticket from San Francisco, and so people hopefully would be able to use those areas for the shorter trips and save Yosemite and further-away areas when they have a full week or a full vacation and they can really enjoy it. We hope that will take the load off Yosemite and some of those areas.

Mr. EATON. Do you have anything further?

Ms. RAYE-PAGE. I'd just like to mention Mr. Everhardt did talk about having special management language, which we keep addressing here, for some of these things that are in the administration's bill. And, here again, I would say that we would like to see those addressed in the committee report, rather than putting such special ones in the bill.

Thank you.

Senator HANSEN. Thank you.

Just before you conclude, I would like to ask: Mr. Eaton, in your testimony—I believe it's yours—you talk about Hetch Hetchy. You say:

> Hetch Hetchy must go. It has been 50 years since one of the greatest battles of our national park system was fought and lost to those who would develop every natural resource that offers a short term monetary gain. The inundation of Hetch Hetchy Valley is now keenly felt in the crowded 1970's. But dams are not permanent, and O'Shaughnessy Dam should be removed eventually and this second outstanding Yosemite Valley be allowed to recover.

One of the important concerns and duties of members of the Interior Committee on the Senate side has been that of the growing energy crisis. I don't know how much electric power is generated.

There is electric generation at this facility?

Mr. EATON. A small facility.

Senator HANSEN. Do you know how much?

Mr. EATON. I do not have the figures.

Senator HANSEN. What do you have specifically in the way of a plan to substitute power for that which would be lost with the removal and destruction of the dam and the hydroelectric facility there?

Mr. EATON. I would prefer to have further study to be able to answer absolutely, but my general feeling, knowing California as I do, is that we do have a number of dams, even on the river outside the national park, which have been built but do not have the power facilities.

This valley we feel should be reverted to the wilderness that it once was, and perhaps the other dams that we're not objecting to, that happens to be lower and outside the national park, but still with the power potential—perhaps we could convert those to make up the lost power. And, of course, they have the storage to make up for the water.

Senator HANSEN. If I could interrupt just a moment. I'm not familiar with those dams. But, having seen some dams in the West, multipurpose dams, where flood control and storage of water for irrigation, as well as the generation of hydroelectric energy, for all purposes—not every dam that I've seen can be converted to hydroelectric facilites and still perform the functions that may have been important at the time of their construction. These are the dams that you referred to. Would they not be impaired in achieving your—in their continuing to achieve their original function, by the installation of hydroelectric generating machinery? Is that your feeling?

Mr. EATON. It would be my opinion. I have to check much further to make sure that the local water interests down below would agree with me.

However, one other point to make, sir, is that the Hetch Hetchy Dam is an aging dam. I mean it was built many years ago and the decision will have to be made in the future about whether or not to rebuild the dam or remove it. And so we're not talking about taking out a new dam that has a great amount of energy that's being developed. This is an old dam with a small power plant.

The effect is not going to be large, in terms of the overall state picture. However, the effect of this as part of the Yosemite National Park would be great, because this is a valley that's very comparable to the outstanding Yosemite Valley.

Senator HANSEN. I suppose San Franciscans share the concern that is being manifested by people nationwide with the increasing cost of electrical energy.

Would you hazard a guess as to what the position of the city officially would be, were it to be proposed to remove this dam and bring about the consequent loss of power? Does this power go to San Francisco?

Mr. WILLIAMS. We have a brand-new administration.

Senator HANSEN. I beg your pardon?

Mr. WILLIAMS. I said there's a brandnew administration in San Francisco, so we do not really know. The new mayor just took office.

Senator HANSEN. What would you speculate, or do you care to speculate?

Mr. EATON. I prefer not to speculate at this time, although I would like to point out the City magazine of San Francisco just published an article——

Senator HANSEN. The city bankers?

Mr. EATON. The City Magazine, our local magazine for San Francisco. They just published an article in which they did propose taking the dam out.

Senator HANSEN. I see.

Mr. EATON. So it's an issue in the minds of San Franciscans. Also, power at the present time does not go directly to San Francisco, but it is sold to other power users in the local area, and San Francisco has to buy its power from other groups.

Senator HANSEN. I see.

Mr. EATON. There's no direct tie.

Mr. WILLIAMS. I might also add that's an apparent violation of the Raker Act, which is the congressional act which allowed the dam to be built inside the park. It's incredibly complex, and the power is not ever supposed to go into public hands. But somewhere between Hetch Hetchy and San Francisco P.G. & E. gets their hands on it and sells it back to San Francisco. It's an incredibly complex issue.

Mr. EATON. We're not suggesting this committee take action on recommending the dam's removal. We're saying if at such a time it were removed we would like to see the reservoir area placed in the wilderness reserve category, so when it did recover its wilderness characteristics we would not have to come to the committee.

Senator HANSEN. Well, maybe I misread your testimony, or perhaps you might want to clarify it a little bit. I thought it was your recommendation—your language seems to me fairly definitive. You say, "Hetch Hetchy must go."

Mr. EATON. Yes, sir. We are recommending the removal of the dam.

Senator HANSEN. You didn't mean that?

Mr. EATON. We're not asking this committee take action on it. It's our position the dam should be removed, but that's separate from the wilderness issue.

Senator HANSEN. I see.

Thank you very much, Mr. Eaton.

Ms. RAYE-PAGE. I'd just like to make one comment about your people's concern about the electric rates, and so forth. I think in many areas we've been confronted with this, and in many of the studies and comments that are coming forth a lot of the electrical generating plants must be updated so that they are more efficient in producing the electricity, because there is a great deal of loss of electricity in the method and process of generating.

I think that as a real concern for people, I think that there is an answer that can be addressed, you know, by updating and doing a more thorough and efficient job with those plants.

Mr. WILLIAMS. San Francisco in particular. All the new buildings, and especially the Federal building—they're one of the worst problems—they are all built with windows that don't open, and so they have these huge air conditioning systems in these buildings. And that's one of the biggest uses of energy, air conditioning. In San Francisco it's just ludicrous. If you could open the windows you might need air conditioning 2 or 3 days a year—except for the new Federal building. They're one of the worst violators.

Before we close, I'd like to add a couple of things.

Earlier you questioned the need for wilderness in Yosemite with the Park Service management.

Senator HANSEN. Although I'd be happy to have you state your question, I don't necessarily want to reverse the process here and let you become the interrogator and me the respondent.

Mr. WILLIAMS. No. This was in regard to your question that you asked earlier, about whether or not wilderness is needed in Yosemite under Park Service management.

In Yosemite Valley it is probably the most scenic spot in the world. That's debatable—but it is one of the most scenic wonders of the

world. It's 7 miles long, and in that 7-mile-long valley there's 27 miles of road, there's 1,176 permanent dwellings, there's a hospital, there's a new $70,000 jail, there's a bank, there's a beauty shop, there's bars, there's golf courses, there's tennis courts—I could go on. But that's the reason we need wilderness in Yosemite.

Senator HANSEN. You're opposed to the barber shop, as an example? Would that be right? [Laughter.]

Mr. WILLIAMS. I have nothing against other people using it.

Senator HANSEN. I don't need one too much myself. I'll say that.

Mr. WILLIAMS. I don't need one too much longer either.

Senator HANSEN. Well, your point's well taken. I appreciate that. And your feeling is, I guess—am I making the correct inference, to say that these uses which have developed over the years you find not to conform with the intent and the desire when the area was first designated as a national park, nor the present wishes of people for the administration of the national park?

Mr. WILLIAMS. Right.

Senator HANSEN. And this would give the Park Service the mandate that you think they must have in order to change this system; is that right?

Mr. WILLIAMS. The wilderness proposal would not affect the valley; it would just protect the rest of the park from becoming a honky-tonk like the valley's already become. The valleys not covered by the wilderness proposal, so it's a separate issue.

We would like to see all these activities that could be enjoyed somewhere else just as well taken out of the park, so the park activities are things that are dependent upon the spectacular scenery in the park. But, obviously, you can go for a swim in a swimming pool or play golf outside the park, but you can only hike in wilderness in Yosemite.

Senator HANSEN. Do you have reason to believe that, absent the imposition of this wilderness designation, the Park Service would open up the rest of the park to these same type of uses that you earlier referred to?

Mr. WILLIAMS. I think last year the concessionnaire there unfortunately proved this out. They got into the master planning process without any public input, and rewrote the master plan that was essentially going to call for beginning to phase out some of these, and this new master plan that MCA wrote called for further developments, including ski resorts at Tuolumine Meadow, and various other things.

We didn't think it was possible, but evidently it is.

Senator HANSEN. As a Republican, I was obsessed with some eastern scandals, so I wasn't aware of the extent of western scandals.

Mr. WILLIAMS. This is the biggest one in the Park Service.

Senator HANSEN. And you're saying that there was an undue influence, seemingly brought to bear by the concessionnaire, in the development of the master plan. Is that what you're saying?

Mr. WILLIAMS. The concessionnaire, MCA, bought its interest in the concessions a few years ago, and it had previously been run by a

smaller organization. MCA, of course, who are the people who made "Jaws" and some other major-selling movies, had a lot of power in the last administration.

Before there was a master plan written, it hadn't gone to public hearing or public comment. There had been absolutely no public input. And it was sent to MCA. MCA rewrote it. Their comments were sent back, and the Park Service was ordered from up above to incorporate most of those comments in the master plan.

This master plan just reversed the whole trend. The master plan changed it into a prodevelopment master plan. And it was gone through that way when some of the environmental groups such as ourselves got hold of all of the marked-up master plans MCA had marked up, and the complete scandal ensued.

The House subcommittee held hearings on it, at which time the head of the Park Service resigned, right before the hearing.

That's why Mr. Everhardt was talking about the public involvement this morning. The public involvement right now in Yosemite is very good, but he didn't mention why it's so very good. We're very pleased at what they're doing out there now.

Senator HANSEN. One final question: Do you recommend the enclaves be designated as reserve wilderness?

Mr. WILLIAMS. Prior to nonconforming uses, it would be my recommendation that they be allowed to remain as prior nonconforming uses, but that area be considered wilderness so it would automatically become wilderness if those are removed.

Senator HANSEN. I want to thank the panel very much for its presence here this morning.

[The prepared statements of Jim Eaton, Raye-Page, Chuck Williams and comments by State Senator Peter Behr, Assemblyman Michael Wornum, League of Women Voters and Mr. Friedman follow:]

STATEMENT OF JIM EATON REPRESENTING THE SIERRA CLUB

I am Jim Eaton from Vallejo, California. I am representing the Sierra Club, an international environmental organization of over 150,000 members founded in 1892.

The Sierra Club is grateful for this opportunity to present our views on three important units of the National Park System in California: Pinnacles National Monument, Point Reyes National Seashore, and Yosemite National Park. The establishment of wilderness area within these three Parks will help to further the varied and outstanding representatives of the National Wilderness Preservation System that have been designated in California.

PINNACLES WILDERNESS

The Sierra Club strongly supports the establishment of a 13,000 acre wilderness area in Pinnacle National Monument. S. 72, as proposed by Senators Alan Cranston and John V. Tunney, would provide for the protection of an unique geologic landscape bp placing it within our National Wilderness Preservation System.

The Pinnacles Wilderness will add to our wilderness system an excellent example of the chaparral-digger pine biotic type. This ecotype supports such important wildlife species as blacktailed deer, mountain lion, peregrine falcon, praire falcon, and golden eagle.

The scenic qualities of Pinnacles National Monument are outstanding. The geologic forces at work in eroding an ancient volcano here have formed an array of pinnacles and caves found nowhere else in California. The wild lands of the Monument offer more than just beautiful vistas and opportunities for solitude; interpretation of the flora, fauna, and landforms remaining in their natural state can help give us a better understanding of the forces that shaped our planet and of the fragile balance of nature that has evolved over millions of years.

Until recently, one of the main threats to this area has been a proposed "motor nature trail" across the northern end of the National Monument. The Sierra Club was delighted to learn that the National Park has now abandoned plans to construct this road and is now proposing that the roadless lands here be designated as wilderness.

There is some confusion as to what the National Park Service is proposing for wilderness as Pinnacles National Monument. The Final Environmental Statement for the proposed Master Plan for the Monument describes a wilderness plan that is very similar to the 13,000 acre wilderness provided in S. 72. In fact, this document recommends the expansion of the Monument by some 1,435 acres and the protection of some of this additional acreage as wilderness. This new proposal is quite similar to Congressman Talcott's H.R. 7197, a measure received favorably by the Parks and Recreation Subcommittee of the House Committee on Interior and Insular Affairs.

This new proposal apparently is not yet the "official" position of the Park Service. But since this wilderness plan was printed in the Final Environmental Statement for the Monument, it appears that the Park Service is seriously considering these boundary refinements and wilderness revisions. The Sierra Club believes that these additions would help to further the protection of Pinnacles National Monument, and that the proposed wilderness reserve areas would be an excellent amendment to S. 72.

POINT REYES WILDERNESS

Ever since the National Park Service proposed a 5,150 acre "mini-wilderness" for Point Reyes, the public has made one point perfectly clear: the citizens want a substantial portion of this National Seashore protected by designation as wilderness. Time and time again the people of California have rallied to ensure that these wild lands remaining less than thirty-five miles from the heart of San Francisco be held in trust for current and future generatons.

This concern for the future of the Seashore is reflected in the plan to designate 38,700 acres of Pt. Reyes as wilderness. Seldom has such a wilderness proposal had such widespread support as does this one. The three unit wilderness to be designated by S. 2472 is backed by numerous members of Congress in addition to Senators John V. Tunney and Alan Cranston and Congressman John Burton, by members of the California State Legislature, the County of Marin, a broad coalition of citizen's groups, as well as by many citizens throughout the Sate.

Point Reyes is more than just a seashore. This park contains an amazing variety of ecosystems separated from the mainland of California by the infamous San Andreas Fault. Within its 64,546 acres, Pt. Reyes contains a ridge of mountains cloaked with a dense Douglas fir forest, bishop pines, and coastal Redwoods, several freshwater lakes formed by the slumping and rotation of massive blocks of land, saltwater and freshwater marshes, extensive grasslands, rocky cliffs, and sandy beaches. An astonishing array of animal life abounds here including sea lions, seals, rare marine invertebrates, bobcats, mountain lions, and three hundred and thirty-nine different species of birds.

S. 2472 will add three different types of land to the National Wilderness Preservation System. All three units will have in them a portion of the still undeveloped California coast, but each of these units contains different landforms, plant communities, and animal life.

The Miwok Wilderness will honor the original inhabitants of Pt. Reyes by preserving 9,200 acres on the northern and western coasts of the Seashore. The windswept peninsula of Tomales Point is included, along with the 12-mile Pt. Reyes Beach which is pounded constantly by one of the most violent surfs found anywhere in the world. This wilderness unit will assure future generations of a place to wander along the sands and gaze at the refreshing, ever-changing sea without having to look across commercial concessions or dodge dune buggies.

There are two undeveloped estuaries remaining on the West Coast. The Esteros Wilderness will assure the permanent protection of both of them. This unit stretches from the quiet waters of biologically fascinating Drakes and Limantour Esteros to the summit of Point Reyes Hill. The rolling hills and secret valleys here harbor a multiplicity of native wildflowers. The protection of this area will also assure that a high speed highway once proposed to cross this unit will never be built, and that this portion of Pt. Reyes will remain a sanctuary from the automobile.

The third unit will include the forested Inverness Ridge along with a portion of coastline dotted with hidden beaches, sea caves, and sculptured rocks. It should be known as the Clem Miller Wilderness in honor of the man most responsible for the preservation of the Point Reyes peninsula. This will be a most fitting tribute to the late Congressman, for without his foresight and dedication California might today be without the public use of a National Seashore thought by many to be as important as the State's wonders of Yosemite, the Coastal Redwoods, and the Giant Sequoias. Generations from now citizens will marvel at the vision Clem Miller had when he worked to save this large natural area within sight of the City of San Francisco.

S. 2472 would also require that the Ft. Reyes National Seashore be managed as a natural area rather than as a recreational area as it is now administratively designated. While recreation can and should be a part of a natural area, the focus of attention should not allow the degredation of the unique, rare, and endangered flora and fauna of the Seashore. The natural area category would best provide for both the preservation and enjoyment of Pt. Reyes.

The Sierra Club is proud to join almost everyone else in California in supporting S. 2472.

YOSEMITE WILDERNESS

The Sierra Club supports the establishment of a 692,000 acre Yosemite Wilderness as proposed by S. 97.

The preservation of Yosemite is deep-rooted in the history of the Sierra Club. From the time of John Muir's crusading for the initial protection of this portion of the Sierra Nevada to the current fight to save Yosemite Valley from the greedy hands commercial developers, thousands of Club members have fought to assure that the majority of this unparalleled National Park remain as wild and wonderful as it has always been.

It has not always been a successful fight. Valleys have been dammed and flooded, highways have been built, ski resorts have been opened, and automobiles and facilities have detracted from the natural scene. Even in the environmentally-conscious 1970's the fight has not ended. Aerial tramways have been proposed to mar Yosemite's spectacular walls. Until this year snowmobiles shattered the tranquility of the winter months. Concessionaires appear to be set on giving California a Disneyland-in-the-Mountains.

Congress can help to assure the continued protection of Yosemite National Park by designating a substantial portion of the Park as wilderness. Senators Cranston and Tunney have proposed two wilderness units totaling 692,000 acres for Yosemite in S. 97. The Sierra Club urges enactment of this bill.

Little needs to be said about the spectacular nature of the Yosemite backcountry. Eeven the National Park Service is proposing that much of this wild land be set aside as wilderness. But the existing wilderness proposal of the Park Service is a holdover from plans developed during the early 1970's. Since that time, the Park Service has made a number of improvements in their wilderness proposals for units of the National Park system. We are hopeful

that these refinements will be reflected in the new Master Plan now under development for Yosemite.

But for the present, the 1971 wilderness proposal is the official National Park Service plan. And 50,000 acres proposed for wilderness by the citizens but *not* by the Park Service are extremely critical.

The Park Service currently proposes to leave a corridor around the Old Tioga Road for future development as a motor nature trail. Not only would this split off a chunk of the roadless lands in Northern Yosemite, it would be encouraging the use of the automobile at the same time the Park Service is trying to eliminate its use elsewhere within the same Park! The existing highways through Yosemite already offer scenic views and an opportunity for auto-oriented interpretation of the Park, and a designated motor nature trail already exists in the Tualumne Grove of Sequoias. The Old Tioga Road corridor should be included in wilderness to protect the Northern Yosemite wilderness complex.

Hetch Hetchy must go. It has been fifty years since one of the greatest battles of our national park system was fought and lost to those who would develop every natural resource that offers a short term monetary gain. The inundation of Hetch Hetchy Valley is now keenly felt in the crowded 1970's. But dams are not permanent, and O'Shaughnessy Dam should be removed eventually and this second outstanding Yosemite valley be allowed to recover. The Sierra Club recommends that the lands currently flooded by this reservoir be placed in wilderness reserve so that they will automatically become designated as wilderness when they once again regain ther wild appearance.

Little Yosemite Valley and the lands around Glacier Point should be in wilderness. The logic behind the Park Service's removal of Little Yosemite Valley from their proposed wilderness is bewildering. The overuse of this fragile valley is especially good reason for it being protected by the Wilderness Act and its use by the backpacking public closely controlled. The development of facilities as proposed by the Park Service will result in even higher levels of use with a corresponding increase in the impact of surrounding wild lands. And the wilderness boundary here should be drawn so as to eliminate the corridor left by the National Park Service for an aerial tramway to Glacier Point. During the Master Planning meetings last year the public made it clear that the removal of many man-made facilities is the desired goal for Yosemite; a tramway would be a great step in the wrong direction.

A final point regarding the Park Service's wilderness position is the need to eliminate their nine 30-acre enclaves. Several of these huge holes contain nothing but wild land and the gleam of future development in the concessionaire's eye. Other exclusions contain the minimal facilities of the High Sierra Camps. These camps should go into the wilderness as a prior, nonconforming use until such time as they may be removed in the future. The establishment of 30-acre enclaves would always leave the potential threat of massive developments within the confines of some of the wildest land in the Sierra Nevada. The High Sierra Camps may stay for now, but the holes in the wilderness should go.

The enactment of S. 97 would ensure that yet-unborn children will have an opportunity to view what the first explorers in California found—a region of unparalleled beauty and natural wonders. Over one hundred years ago Frederick Law Olmsted recognized the importance of protecting Yosemite, and his words still apply today: ". . . It is but sixteen years since the Yosemite was first seen by a white man, several visitors have since made a journey of several thousands of miles at large cost to see it, and notwithstanding the difficulties which now interpose, hundreds resort to it annually. Before many years, if proper facilities are offered, these hundreds will become thousands and in a century the whole number of visitors will be counted by millions. An injury to the scenery so slight that it may be unheeded by any visitor now, will be one of deplorable magnitude when its effect upon each visitor's enjoyment is multiplied by these millions."

Thank you for the opportunity for allowing us to express our views.

STATEMENT OF RAYE-PAGE, REPRESENTING THE WILDERNESS SOCIETY ON S. 72 AND S. 1092 TO ESTABLISH THE PINNACLES WILDERNESS

I am Raye-Page, staff consultant for The Wilderness Society testifying on its behalf.

More than 10,000 members of The Wilderness Society live in California and therefore are close enough to make frequent visits to Pinnacles National Monument.

The Society joins with representatives of other organizations here in support of S. 72.

The Society has been interested in wilderness for Pinnacles for a long time. Included with this statement is a copy of an article "Wilderness at the Pinnacle" which was printed in the 1968 edition of The Living Wilderness (the Society's magazine), p. 16 [Retained in Committee files.]

Pinnacles National Monument was established by Presidential proclamation in 1908. According to the National Park Service's brochure, the "Monument was made a part of the National Park System so that its geological features and plant and wildlife communities might be conserved. Only with such protection, and by allowing each natural community to function normally can we insure that this area will remain unspoiled for your enjoyment and that of future generations." Though small and accessible during most of the year, the Monument is still largely wildland. The geological processes of volcanic action, of cracking and faulting of the earth, of forces of wind and water and weather created a peculiar and awesome landscape of prehistoric-like pinnacles and spires, canyons, and caves, and semi-arid plant communities—such as the distinctive chapparal—and compatible wildlife. It is an unusual setting where people can readily be a part of geological timelessness, wild vistas, and natural earth communities. Such rare opportunities for such experiences should be treasured and protected.

The best way to insure that the extraordinary scenic, historical and ecological resources of Pinnacles National Monument are protected for the enjoyment of people is to include the Monument in the National Wilderness Preservation System.

Since adequate access, visitor serices, and foot trails are already provided, there is no reason to restrict wilderness acreage to the 10,980 acres of S. 1092.

The final Enironmental Statement for the Proposed Master Plan for Pinnacles National Monument (FES 75–99) was released as of December 1, 1975. It presents such a realistic, farsighted, and wise plan for Pinnacles that we offer our wholehearted congratulations to the Park Service on its excellence.

We also give our enthusiastic support for the wilderness plan of the master plan, as outlined in the FES 79–99 (12/1/75).

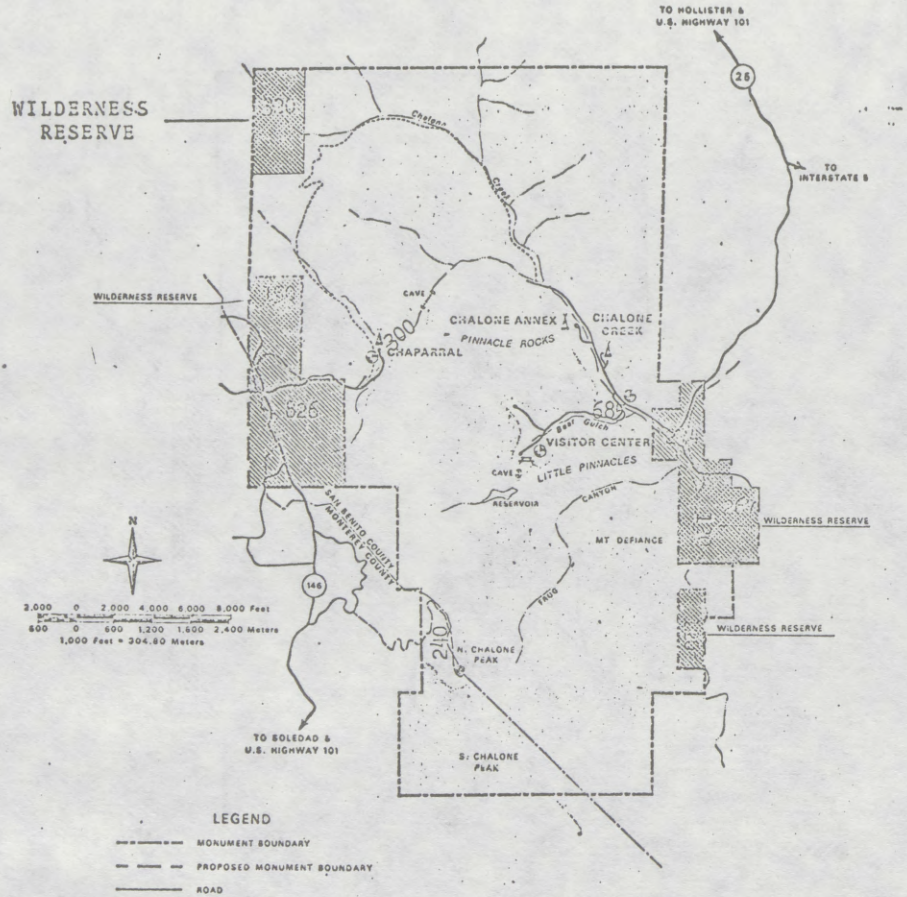
This wilderness plan, as projected by maps and written description (p. 10–11), concurs with the wilderness plan recommended in the House by Congressman Talcott (H.R. 7209), revised September 1975) with the exception of a 267 acre addition to the monument proposed by Mr. Talcott for watershed protection.

Enlargement of the Monument with designation of wilderness reserve areas is part of the wilderness plan in the National Park Service FES and Mr. Talcott's bill. Such additions would greatly enhance the Monument and increase the potential for visitor enjoyment. It seems appropriate and efficient to accomplish wilderness designation and boundary changes in a combined action.

The Wilderness Society recommends that the Senate consider favorably both the expansion of the Monument and the plan for wilderness designation of Pinnacles National Monument as presented by Senator Cranston's S. 72 and augmented by Congressman Talcott's H.R. 7209, revised September 1975, and the National Park Service Final Environmental Statement, Proposed Master Plan, December 1, 1975.

Enclosed are copies of FES 75–99 Wilderness Plan Map and Mr. Talcott's map.

Thank you for the opportunity to appear today.



LEGEND

- MONUMENT BOUNDARY
- PROPOSED MONUMENT BOUNDARY
- ROAD
- SERVICE ROAD (MANAGEMENT USE ONLY)
- TRAIL
- CAMPGROUND
- LOOKOUT
- PICNIC AREA
- RANGER STATION
- PRIVATE LAND
- WILDERNESS
- WILDERNESS RESERVE

ACREAGE

GROSS PARK ACREAGE	~~XXXX~~	16,216
FEDERAL LAND	14,177.77	
PRIVATE LAND	~~XXXX~~	2,038
WILDERNESS	12,962.23	
WILDERNESS RESERVE	990.00	

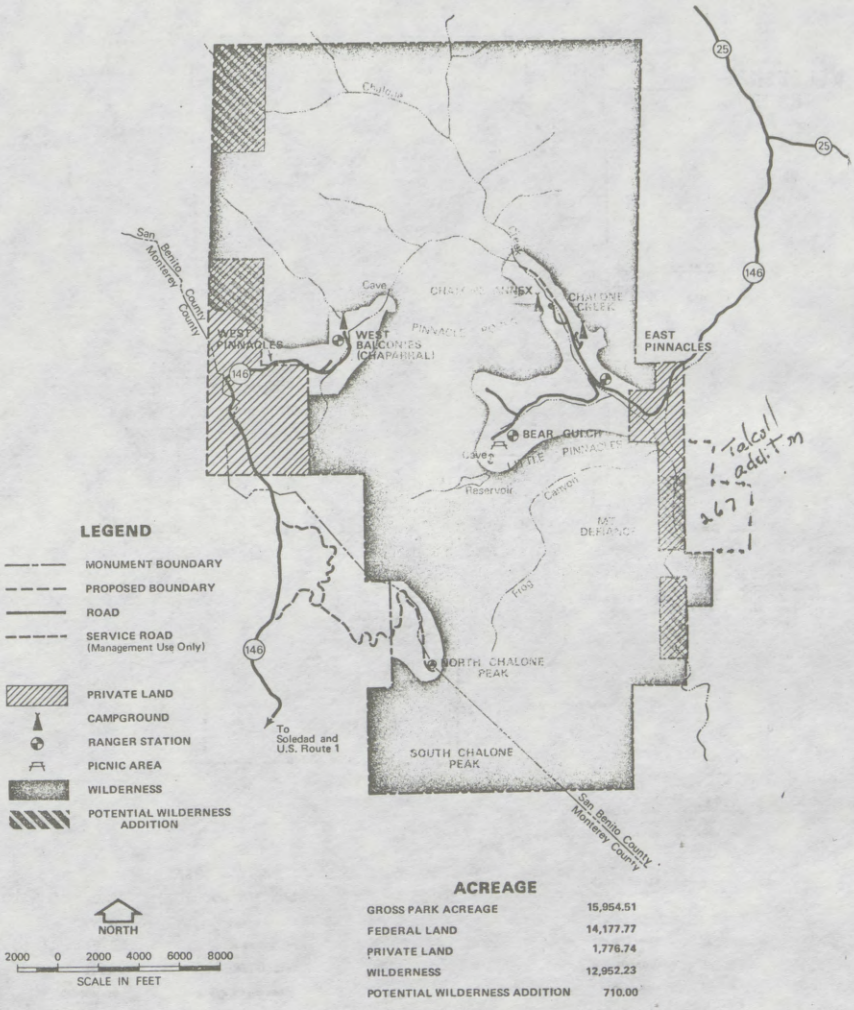
WILDERNESS PLAN

PINNACLES NATIONAL MONUMENT

CALIFORNIA

114-20,010 D

SEPTEMBER 1976



WILDERNESS PLAN

PINNACLES NATIONAL MONUMENT

UNITED STATES DEPARTMENT OF THE INTERIOR / NATIONAL PARK SERVICE

114	80,011
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STATEMENT OF RAYE-PAGE, REPRESENTING THE WILDERNESS SOCIETY ON S. 2472 AND S. 1093 TO ESTABLISH THE POINT REYES WILDERNESS

I am Raye-Page representing The Wilderness Society. The Society is glad to join with many of the state and national organizations in supporting S. 2472 to designate as wilderness approximately 38,700 acres of Point Reyes National Seashore.

Point Reyes, due to its diverse eco-systems including seacoast, beaches and dunes, estuaries and marshes, grasslands and lakes, and forested uplands, has

extraordinary resources for a variety of recreation. Not only is the scenery spectacular but also the geological and historical characteristics contribute to the interest and importance of this National Seashore.

Point Reyes National Seashore was established in 1962 in recognition of its potential for recreation, its value as a superlative example of vanishing seashore, and its historical and geological significance. The 1962 Act states its primary purpose as follows: "In order to save and preserve for purposes of public recreation, benefits, and inspirations a portion of the diminishing shoreline of the United States that remains undeveloped." According to the legislative history of this Act, it is apparent that public "benefit and inspiration" include preservation and protection of scenic and natural values. Furthermore, the 1916 Act establishing the National Park System is the basic law governing Point Reyes. Defining its purpose, the Act says: "which purpose is to conserve the scenery and natural and historic objects and the wildlife therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations."

The great value and the increasing vunerability to irreparable damage of Point Reyes are cogent reasons for extending the protection of the Wilderness Act to qualifying areas of this National Seashore. Responding to the need for protection, many state citizen groups and national organizations have intensely evaluated Point Reyes for wilderness possibilities. To its great credit, the Park Service has also reappraised its earlier wilderness recommendations and has greatly increased its proposal.

S. 2472, which has been introduced by California Senators Tunney and Cranston and which proposes 38,700 acres of wilderness comprised of 3 units to be Miwok Wilderness, Point Reyes Estero Wilderness, and Point Reyes Clem Miller Wilderness, in general also represents the citizen's wilderness recommendation for Point Reyes. Some minor boundary modifications to clarify private property rights may be in order.

The Wilderness Society wishes to stress points: (1) the submerged land bordering the seashore is legitimate for wilderness inclusion under the 1964 Wilderness Act and should be part of the Point Reyes Wilderness as protection for its own ecosystem and as a protection for the seashore; (2) no special language concerning fire or fire roads in Point Reyes Wilderness is necessary because the 1964 Wilderness Act specifically provides for such needs in section 4(d)(1) as follows: "In addition, such measures may be taken as may be necessary in control of fires . . ." Also in section 4(c), permission is extended to the agency, in this case, the National Park Service, "to meet minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area). . ." Furthermore, section 4(2) states that "Nothing in the Act shall modify the statutory authority under which units of the National Park System are created." Therefore, the Park Service has the right to administer a park for its best welfare so long as the natural environment is not adversely affected.

In conclusion, The Wilderness Society considers that the protection of the Wilderness Act is essential for Point Reyes National Seashore.

Thank you for an opportunity to comment on this proposal.

STATEMENT OF RAYE-PAGE, REPRESENTING THE WILDERNESS SOCIETY, ON S. 97 AND S. 1099 THE YOSEMITE WILDERNESS

I am Raye-Page, staff consultant, representing The Wilderness Society, which is a national organization involved in educational programs to preserve wilderness as an important part of a quality environment. Over 10,000 of our members live in California where Yosemite National Park is located. Many of them have visited this popular National Park and enjoyed its proposed wilderness.

We are pleased to join with other state and national conservation organizations here today in supprt of S. 97 by Senators Cranston and Tunney to establish a Yosemite North Wilderness and a Yosemite South Wilderness totaling about 692,500 acres.

Yosemite was the first area, to be set aside by Congress as a park more than 110 years ago, and is now widely recognized as one of the natural wonders

of the world. Best known for its stupendous scenery of massive granite domes and cliffs, with waterfalls plunging down from hanging valleys, it also contains numerous plant and animal species in an elevation range of from less than 2,000 to more than 13,000 feet above sea level. Outside of Yosemite Valley, the Park contains scenic drives and trails to areas of high country grandeur with sparkling glacial lakes and towering peaks. More than 200 miles of roads and 700 miles of trails provide access to these scenic wonders. As one of the most popular National Parks, Yosemite has well over 2 million visitors annually whose activities include camping, fishing, rock-climbing, backpacking, cross-country skiing, nature walking, bicycling, and scenic driving.

S. 97 would assure the long-term protection of Yosemite's significant wilderness in a 390,900-acre Yosemite North Wilderness and a 301,600-acre Yosemite South Wilderness, separated by the New Tioga Pass Road. It should be noted that S. 97 will leave some 68,800 acres of the Park outside of wilderness, including existing roads and developments and nearby lands.

We cannot support S. 1099, since it represents the Administration's proposal for 646,700 acres of wilderness, arbitrarily broken up into five units. The Administration's proposal would separate the proposed Yosemite North Wilderness into two units by excluding a corridor along the Old Tioga Pass Road. This is unnecessary, since the New Tioga Pass Road provides access through the Park, as well as frequent turnouts and overlooks available for interpretive displays. The Old Tioga Pass Road should be permitted to revert to nature. In addition, the Administration proposes to exclude considerable wilderness land from the proposed Yosemite North Wilderness around Hetch Hetchy Reservoir and Lake Eleanor, on the grounds that water resource development projects and related rights of the city of San Francisco make wilderness classification infeasible. However, we believe that only the Hetch Hetchy access road and the limited development around the O'Shaughnessy Dam itself and within a mile of it should be excluded. The wilderness should extend to the highwater line of Hetch Hetchy Reservoir. Lake Eleanor and Hetch Hetchy Reservoir should be placed in wilderness reserve.

The Administration's proposal would unnecessarily separate the proposed Yosemite South Wilderness into three units. The first separation would come from the exclusion of a corridor along an existing underground power line going from Yosemite Valley to the Tioga Road. The corridor is already barely noticeable, and will soon become virtually invisible. It should be included in wilderness and the two proposed units consolidated. The second separation would come from the exclusion of a large area of wilderness north and east of Glacier Point, presumably to allow flexibility to construct a tramway from the valley floor to Glacier Point. Road access already exists to Glacier Point, and the tramway is not needed and should never be constructed. The inclusion of these lands in the wilderness will allow for one Yosemite South Wilderness.

Finally, the Administration's proposal is unacceptable because it excludes from wilderness protection a number of enclaves for the existing and proposed primitive High Sierra Camps and snow-survey courses. These miner facilities should be handled as in S. 97, either by immediate inclusion in the wilderness because the facilities are so minmal, or by inclusion in wilderness, subject only to the removal of the existing nonconforming improvements from each such tract.

We thank you for the opportunity to express our views on this important matter.

STATEMENT OF CHUCK WILLIAMS REPRESENTING FRIENDS OF THE EARTH

My name is Chuck Williams and I am representing Friends of the Earth today. Friends of the Earth, an environmental organization with 25,000 members in this country, is very concerned about the future of Yosemite and the other units of our country's National Park System. It gives me special pleasure to testify on these California parks since I grew up and reside a few miles from Point Reyes and since Yosemite is the national park nearest to my home. Some of the most memorable days of my life were spent in these three parks and I plan to return to them as often as possible.

YOSEMITE NATIONAL PARK

Friends of the Earth strongly supports S. 97 which would protect 692,000 acres of Yosemite under the 1964 Wilderness Act. Although this is only 50,000 acres more than the recommendation of the National Park Service (NPS), the areas in question are very critical to the preservation of Yosemite. The extreme vulnerability of Yosemite was most recently illustrated when a conglomerate concessioner, MCA, was allowed to rewrite the park's master plan —before there was any public input—so that it called for further development in and commercialization of one of the scenic wonders of the world. Yosemite Valley's twin valley, Hetch Hetchy, has already been destroyed by an unneeded dam. There are already twenty-seven miles of roads and up to 10,000 cars a weekend in seven-mile long Yosemite Valley. In a couple of square miles at the east end of the valley, quite possibly the most beautiful spot in the world, are 1,176 permanent buildings (not counting the tent-cabins), night clubs, a luxury hotel, a golf course, tennis courts, swimming pools, a bank, a hospital, churches, gas stations and a new jail.

One crucial area needing wilderness designation that is not included in the NPS proposal is the Glacier Point/Illilouette Canyon area. This corridor was excluded for a possible aerial tramway to Glacier Point, the very reason that it should be included as wilderness. There is no reason why overcrowded Little Yosemite Valley should not receive Wilderness Act protection.

We also strongly disagree with the NPS's plan to exclude the Old Tioga Road for a "motor nature trail." The new high-speed Tioga Road ruined some of the park's finest high country (some of it was blasted through huge granite monoliths) and, along with the Tuolumne Sequoia Grove "motor nature trail", already prvides motorized-access to this part of the park. The Old Tioga Road exclusion would also needlessly split the northern wilderness area in two. Friends of the Earth is opposed to the NPS's huge enclaves for the High Sierra Camps. These "camps" should be considered prior non-conforming uses so as to prevent further expansion of them by the concessioner and so that they will receive wilderness protection should the camps be removed.

POINT REYES NATIONAL SEASHORE

Friends of the Earth supports S. 2472 which would require Point Reyes National Seashore to be managed as a natural area and would designate 38,700 acres as wilderness. Point Reyes, separated from the mainland by the San Andreas Fault, is slowly moving up the California coast. The peninsula has a remarkable variety of plantlife (including six species that grow nowhere else) in addition to the spectacular coastline and esteros.

Point Reyes, less than thirty-five miles from downtown San Francisco, miraculously escaped urbanization and we feel that S. 2472 is needed to further protect this national park-caliber area for future generations. The establishment of three wilderness units totaling 38,700 acres would help insure that a substantial portion of the seashore would remain in a pristine condition.

National seashores are classified as "recreation areas", although some such as Point Reyes and Cumberland Island are de facto natural areas and should be mnaged as such. S. 2472 will mandate the NPS to administer Point Reyes in a manner consistent with the preservation of its natural history. Golden Gate National Recreation Area exists adjacent to Point Reyes to provide for more recreationally-oriented activities.

PINNACLES NATIONAL MONUMENT

Friends of the Earth supports S. 72 which would provide a 13,000 acre wilderness for Pinnacles National Monument. Rep. Burt Talcott has introduced a bill in the House that would make a couple of small additions to the monument and establish a resulting wilderness area of approximately 13,942 acres. We will be glad to support a similar effort in the Senate.

In addition to protecting the unique and beautiful geological formations for which the monument was established, tiny Pinnacles is the only representation of the Coastal Chaparral community in the entire National Park System. The integrity of Pinnacles has been threatened by proposals for a trans-

park road, so we are very pleased that the NPS is no longer considering this road and has, in fact, closed off a small portion of the existing road.

The proposed additions are needed so that the existing overcrowded visitor facilities can be moved back from what should become the wilderness core of the monument. Other adjacent lands, especially the BLM-administered public lands, should be studied for possible additions to Pinnacles, both to protect the existing monument and to preserve a larger portion of these beautiful chaparral lands. The necessity of protecting watersheds and biological units is unfortunately being graphically illustrated in piecemeal Redwood National Park.

CONCLUSION

Friends of the Earth is pleased to have the opportunity to testify today in favor of these far-sighted pieces of legislation. The future integrity of the National Park System and of our country's amazing variety of natural landscapes greatly depends upon the legislative protection offered these areas by the 1964 Wilderness Act. Preserving living diversity is essential for both our future happiness and survival.

SENATE,
CALIFORNIA LEGISLATURE,
November 4, 1975.

Hon. J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON, I strongly endorse the three wilderness areas proposed in S. 2472 for Point Reyes National Seashore. There is, at long last, almost unanimous agreement that only by congressional action can the integrity of this magnificent federal park be protected, thus insuring the long-term opportunity of our citizens to enjoy the very uses which caused the Seashore to be set aside as a unique national asset. Such uses include hiking, horseback riding, bicycling, camping, picnicking, nature observation, and water-oriented activities.

The Seashore is only 90 minutes away from 1.8 million people, and visitor use increased to 1,333,708 in 1974. Without substantial wilderness areas, the Point Reyes National Seashore will almost certainly be destroyed in time or so diminished and diluted by overuse that it will become "Anywhere, U.S.A.".

I am concerned regarding the alleged need for permanent roads for maintenance and fire-fighting in the wilderness areas. Whether called fire trails or service roads, they are undesirable and probably unnecessary, unless used only incidentally for rescue work or active fire-fighting. Such roads have a habit of increasing in both size and number.

It is easy to cry "wolf" regarding the fire hazard. Since 1962 the largest fire in the park was a 10 acre grass fire in 1974. No one objects to the present administrative policies of the National Park Service to permit the "use of fire lookout towers, fire roads, tool caches, aircraft, motorboats, and motorized fire-fighting equipment" to control wildfire in wilderness areas. However, I would hope some language may be amended into S. 2472 by your Subcommittee to ensure that fire roads are not permitted to metastasize in width, number, or permitted uses. The wilderness experience of visitors should not be lessened to suit the convenience of Park Service personnel in maintaining what Congress will hopefully soon designate as areas that are not to be manipulated or maintained or intruded upon except on an emergency basis. With the success of the Morgan horse ranch, it is hoped that they can be patrolled by mounted rangers.

Finally, anyone who knows the Seashore understands at once that the protection of the coastal zone and the tidelands ceded to the federal government by the State of California is an absolute "must". There is no proper reason why the state should object to a wilderness designation for all the tide and submerged lands, now owned by the federal government. Any argument that the state reserved fishing and hunting rights which would be impaired by a wilderness classification is specious from both a legal and an equitable standpoint.

To deny this is to impeach the purpose which caused the state to make its gift when the Seashore was originally created.

Respectfully,

PETER H. BEHR,
Senator.

ASSEMBLY,
CALIFORNIA LEGISLATURE,
November 4, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: I wish to reiterate my testimony before the Golden Gate National Recreation Area Citizen's Advisory Committee in regard to Point Reyes for your Committee.

I have supported the concept of a sizeable wilderness area in Point Reyes for a number of years. When the hearings on the wilderness question were held in 1971, I helped formulate the strong position paper of the Marin County Board of Supervisors as a member of the Board. The Board of Supervisors position paper, adopted on September 14, 1971, called for a wilderness area in Point Reyes including, ". . . Double Point, Tomales Point, all or most of the esteros, the Lake Ranch and the intertidal zone." The lands specified are those, with the addition of approximately 3,000 acres near the Great Beach, designated for preservation as wilderness in John Burton's bill, HR 8003. Public testimony during both the 1971 and 1975 hearings was overwhelmingly in favor of a large wilderness area in Point Reyes.

The wilderness designation is the best method of ensuring preservation of the lands in Point Reyes in their natural, virtually untouched state. The National Park Service emphasizes the significance of a wilderness designation in its Environmental Impact Statement: "intensive use . . . could eliminate one of the few great opportunities for wilderness experience in the Bay Area and would result in a disruption of the natural values . . . management philosophies could possibly change considerably as pressures of an expanding Bay Area population are applied to the undeveloped lands of the Seashore." Preservation of the area will be facilitated by a long term policy which is subject to change only by the people through their legislators in Washington, rather than by any change in local management policy due to local pressures.

It must be pointed out once again that the wilderness designation does not preclude existing uses of the area in question. The wilderness designation actually allows an expanded use of the area because people in the park do not have to compete with automobile use and impacts relating to such use. The lands will still be open to the entire public, but protected so people can enjoy the unique character of the terrain, which is the major reason they come to Point Reyes to begin with.

I would call for maximum protection of the tidal lands. Although there may not be extensive use of motorized craft in the estero areas at present, there is a great need to assure continued protection in years to come.

In response to some specific problems that have been raised, I would first state that the fire hazard is a legitimate concern in my opinion. Historically, there have been few actual fire problems in the Seashore; but adequate fire protection must be planned at the inception. I feel the existing National Park Service management policy is flexible enough to allow the best methods of fire protection to prevail.

Some questions have been raised about use by and access through the wilderness area for horses and riders. As a horseman who rides in the area frequently, I would point out that the concerns about trails have been largely laid to rest because adequate trails can be established and/or maintained without the use of motorized equipment. Personally, the narrower the trails, the better. I am sure that horsemen will be able to enjoy and use the wilderness area as fully as they do now.

The controversy over the Muddy Hollow road continues to be a significant issue. As a policy of sound planning, transit vehicles should travel along existing roads for a fair trial period before any consideration is given to

costly repair or expansion of Muddy Hollow or other roads within the Seashore. In that connection, I strongly support mass transit over automobile transportation, to alleviate increasing pollution and congestion problems in West Marin.

Finally, I believe everyone concerned supports the continued operation of oyster farming in Drakes Estero as a non-conforming use.

I have worked for the largest possible wilderness area in Point Reyes and will continue to do so. I wholeheartedly endorse John Burton's bill for this reason. Thank you for this opportunity to share my thoughts with you.

Sincerely,

MICHAEL WORNUM,
Assemblyman, 9th District.

LEAGUE OF WOMAN VOTERS OF CENTRAL MARIN,
San Rafael, Calif., October 30, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Parks and Recreation Subcommittee,
Senate Interior and Insular Affairs Committee.

DEAR SENATOR JOHNSTON, The League of Women Voters of Central Marin urges your support of SB2472 which embodies the recommendations of the Golden Gate National Recreation Area Citizens Advisory Commission to legally designate large portions of the Point Reyes National Seashore as a Wilderness Area.

In a statement issued March 26, 1975, the League of Women Voters of the U.S. said . . ." (the League) recognizing that land is a finite resource not just a commodity, believes that land ownership, whether public or private, implies responsibilities of stewardship."

This valuable, unique, beautiful land should be preserved as a grand legacy for this and future generations to experience and enjoy. We recognize the responsibility of government to insure access to public recreation areas, but with due regard to the quality of the lands in order to protect fragile areas which can easily be destroyed by overuse.

Such fragile areas have been identified at Point Reyes Seashore; the southern cliffs and forests; the esteros of Limantour and Drake; Tomales Point and Point Reyes Beach.

Fire hazard has always been an important consideration at Point Reyes. When a determination is made as to the level of protection which will be necessary under a Wilderness designation, the Wilderness Act is flexible enough to allow adaptation of management practices to insure protection. The limited water supply is an important factor and points up the necessity for a variety of fire fighting methods, including aircraft for areas which cannot be reached by trails.

We believe a Wilderness designation would not restrict the rights of visitors to enjoy the diverse recreational opportunities of the Seashore. With its proximity to the Golden Gate National Recreation Area, a Point Reyes Wilderness would provide a broad spectrum of experiences to the adjacent metropolitan area as well as to the general public.

Sincerely,

SUSAN STOMPE,
President.

November 6, 1975.

Hon. J. BENNETT JOHNSTON,
Chairman, Parks and Recreation Subcommittee,
Washington, D.C.

MR. CHAIRMAN: My name is Jerry Friedman. I am a resident of West Marin and am serving my second term as Chairman of the Marin County Planning Commission. During the past four months I have been representing Congressman John Burton on all matters relevant to the House counterpart of S. 2472, H.R. 8003. Today I am here representing the following organizations: Marin Conservation League; Tomales Bay Association; Inverness Association; Environmental Action Committee of West Marin; League of Women Voters, Bay Area; Environmental Forum, Marin and Sonoma branches; and Assemblyman Michael Wornum.

These organizations not only support S. 2472, but they wholeheartedly endorse the wilderness recommendations of the GGNRA Citizens Advisory Commission.

From July 2 to September 16 of this year I met with members of the GGNRA Citizens Advisory Commission as well as representatives of organizations interested in the future of Point Reyes. It was my job to represent Congressman Burton and to try and bring together those whose points of view conflicted regarding wilderness at Point Reyes and who wished to participate in the hearing process in order to help the Advisory Commission make the best recommendations possible within the confines of the Wilderness Act and the National Park Service's wilderness management guidelines. I am grateful to the Advisory Commission and to National Park Service staff for their hours of work and dedication and am here today to ask that certain key recommendations of the commission be so noted in the final legislation and committee report.

1. All the organizations noted have strong concerns regarding the fire trails described by the Advisory Commission. It is our hope that they will be so described by Congress in the final committee reports. Point Reyes, so close to the metropolitan bay area receives heavy use by the horseman and the hiker. It is in both their interests that these key fire trails be kept open for fire equipment use and we recognize that from time to time a grader may be the minimum tool necessary to accomplish that goal. There is no question that during the summer and fall months, the fire danger at Point Reyes is real and critical and that the maintenance of these designated trails could prove to be critical for the protection of the visitor to Point Reyes. The designation of such trails has been noted in the Agua Tibia Wilderness area set aside by Congress in Southern California and is consistent with the Congressional policy of looking at each wilderness proposal as a unique unit with its own unique problems.

2. The organizations all support the proposed service corridor to Wildcat Beach as the way of competently servicing the Wildcat Beach group campsite as well as Glen Camp and as a way of decreasing vehicular use on the much used Bear Valley rail.

3. All the organizations have deep and serious concerns over the lack of protection presently afforded to the tidal zone at Point Reyes. Such areas as Drake's and Limantour Estero along with the seal rookery at Double Point deserve wilderness status. The State's interests in these areas has been minimal with the exception of Limantour Estero which is a Research Natural Area, and we note little activity by the State in the area of patrol or marine resource monitoring during the past years. We accordingly hope that the tidal zone will be managed as a wilderness area and we find this approach consistent with the State's reservation of fishing and mineral rights. We wish to note the following points in this regard:

A. S. 2472 would allow the continued use and operation of Johnson's Oyster Company in Drake's Estero.

B. Although there is little motorboat use in Limantour or Drake's Esteros at present, wilderness status can only enchance and insure such protection if State policy should change.

C. State Fish & Game manpower is quite limited and we feel that such manpower as does exist should concentrate on Tomales Bay, an estuary heavily used by fishermen and hunters.

D. With regard to mineral rights, the State has prohibited all well or drilling operations upon the surface of such lands.

E. We note nothing in the law which precludes the Congress from designating the tidal zone as wilderness despite the reservation of fishing and mineral rights.

4. The organizations all feel that the change to "natural areas" status proposed in S. 2472 will not only reflect current management practices, but that it will afford this extraordinary national asset the true and permanent protection is deserves.

5. The organizations all support the inclusion of Muddy Hollow Road as "potential wilderness" and eventually as a fire trail. We note that this road needs to be reduced in width and even restored in several areas due to severe erosion problems. Its inclusion in wilderness will truly afford the visitor to Point Reyes an exciting park experience for the estero unit is

abundant in wildlife from mountain lion to muskrat and its proximity to the two esteros demands that the private automobile be excluded.

Mr. Chairman, I would like to close with some final observations. It is rare that so many organizations have agreed upon wilderness legislation for a given area. It is also unusual that such wilderness status does not in any way interfere with the manner in which the public presently uses that park. We hope that Congress will recognize the effort that has been made to come up with recommendations that are in harmony with the Wilderness Act and with National Park Service wilderness management guidelines.

In 1855 Chief Seattle of the Duwamish tribe wrote to President Franklin Pierce of the United States the following words: "There is no quiet place in the white man's cities. No place to hear the leaves of spring or the rustle of insect's wings. But perhaps because I am a savage and do not understand, the clatter only seems to insult the ears. And what is there to life if a man cannot hear the lovely cry of a whippoorwill or the argument of the frogs around a pond at night?"

Mr. Chairman, there will indeed be something to life when generations to come can visit a Point Reyes as it was, as it is and as it will always be because Congress in its wisdom saw fit to permanently protect it.

Thank You,

JERRY FRIEDMAN,
Chairman, Marin County Planning Commission.

Senator HANSEN. Let me call the final witness, John Mitchell.

Mr. Mitchell.

Mr. MITCHELL. Thank you.

Senator HANSEN. I'm informed, Mr. Mitchell, that Frank Boerger had intended last fall to testify here, and the statement that was prepared by him is to be submitted by you. Am I right about that?

Mr. MITCHELL. Right. Absolutely correct, Mr. Chairman.

Senator HANSEN. Thank you. Let me say that it may be included in its entirety in the record. We'd be happy to have you summarize your observations.

STATEMENT OF JOHN MITCHELL, SUBCOMMITTEE ON WILDERNESS, CITIZENS ADVISORY COMMISSION

Mr. MITCHELL. My name is John Mitchell. I'm from Del Valle, Calif. I am also a member of the Citizens' Advisory Commission and serve on the Subcommittee on Wilderness of that.

Chairman Frank Boerger, who had previously submitted testimony for November, is unable to be here, and consequently I'm here in his stead.

I think the salient points that our Commission has adopted are reflected in the position paper that is being submitted, as well as Chairman Boerger's comments.

Other than that, our position—that is the position of the Advisory Commission—is very close to the position of S. 2472. Our recommendation is about 36,000-plus acreage, and the request for the 38,000 in S. 2472—there are some minor variations there, which if you wish I could point out.

Senator HANSEN. They're spelled out in this statement?

Mr. MITCHELL. Yes.

Senator HANSEN. I would suspect, with that, I'd just leave it up to your judgment. If they're in here, we certainly will read your full statement——

Mr. MITCHELL. Yes.

Senator HANSEN [continuing]. With considerable interest, I can assure you. And it may very well be that some members of the subcommittee or the full committee might want to submit a question or two in writing to you.

Mr. MITCHELL. We'd be very happy to respond to any questions.

Senator HANSEN. Mr. Mitchell, thank you very much.

[The prepared statement of Mr. Boerger follows:]

STATEMENT OF FRANK C. BOERGER, CHAIRMAN, GOLDEN GATE NATIONAL RECREATION AREA CITIZEN'S ADVISORY COMMISSION

My name is Frank Boerger; I am the Chairman of the Golden Gate National Recreation Area Citizen's Advisory Commission. Our fifteen-person Commission was appointed in January 1975 by the Secretary of Interior in accordance with the law establishing the Recreation Area. We have been meeting regularly since then to discuss the planning for the development and the preservation of the Park Service areas in the San Francisco Bay region, including the Point Reyes National Seashore.

Over the past few months, we have been considering the possible designation of a portion of Point Reyes as a wilderness area. We recently completed a position paper on the subject which I have attached to this testimony; it is requested that this statement be made a part of the record of this hearing.

There are two major points I would like to emphasize for your consideration. First, the lands recommended for wilderness designation represent a unique combination of opportunities for preservation and use by a variety of people. Because these lands are located in an urban area, pressures for enjoying a wilderness experience can be expected to be high, requiring special provisions for maintenance. The balancing of the various interests represented by our recommendations was derived from a series of public hearings and subcommittee task force meetings. The compromises presented have won acceptance from representatives of each sector of the public that expressed concern. It is therefore hoped that the entire recommendation can be included in the legislation and the Committee report, so that the special provisions necessary at Point Reyes are firmly established. In that way, future administrative decisions can be assured of being in consonance with the principles and the details recommended.

A second major consideration is the position of the State of California regarding the tideland areas. This matter came to our attention after our many meetings were completed. We have not had an opportunity to try to resolve any differences in intent. We do believe that this matter can be negotiated successfully so that all parties will be satisfied.

In summary, our Commission wants me to indicate to you that we sincerely request that you adopt our recommendations, for we feel that we have represented the interests and feelings of the people of our area in a straight-forward, unbiased way that, in fact, is in the best interests of the United States of America.

Thank you, Mr. Chairman, for giving me this opportunity to present the Commission's recommendations on this matter.

POINT REYES NATIONAL SEASHORE WILDERNESS RECOMMENDATIONS OF THE GOLDEN GATE NATIONAL RECREATION AREA CITIZENS ADVISORY COMMISSION, WILDERNESS COMMITTEE

INTRODUCTION

The intrinsic values of the natural, historic and scenic resources of both the Golden Gate National Recreation Area and Point Reyes National Seashore are remarkable. These values offer opportunities to people everywhere, but their importance is multiplied many times by the unusual proximity of the parklands to the five million people of the San Francisco Bay region. Opportunities for use by these people should be maximized to the greatest extent possible without eroding the qualities that constitute the park's basic appeal. When considering wilderness legislation, it is extremely important to recognize clearly the need to ameliorate the impact of intensive use.

Historically, there has been strong public remand to designate legally a large portion of Point Reyes National Seashore as a wilderness area. While ideally the determination of suitable wilderness lands should be accomplished as a result of the overall planning effort for both the National Seashore and Golden Gate National Recreation Area, the commission feels that it is appropriate to make a positive recommendation for wilderness at this time.

Subsequent to recent public testimony the chairman of the commission appointed a subcommittee to study the matter in detail. The committee has held numerous meetings and interviews with people representing a diversity of viewpoints on wilderness. This report reflects a concensus reached through the joint efforts of many people and the current attitude of the commission based on knowledge available at this time.

DESCRIPTION OF THE RECOMMENDED WILDERNESS AREA

An important factor in considering wilderness for the seashore was the intent of the commission that desirable existing uses be allowed to continue. This factor, as well as a recognition of outstanding scenic and scientific values, is reflected in the proposed wilderness boundaries shown in Exhibit "A".

Nearly all of the Douglas fir forest, coastal terraces and waters of the southern half of the seashore are included within the recommended wilderness. This area displays the most impressive wilderness values in the park and has been further protected since the initial establishment of the Seashore by the prohibition of automobile access.

The four existing backcountry camps in this unit are popular and valuable facilities that allow visitors to enrich their understanding and appreciation of the Seashore through an overnight stay. Due to intensive use, adequate maintenance of these camps presently requires regular servicing by motorized vehicles and therefore will be reached by corridors outside the wilderness area.

Two wilderness units are recommended for the northern half of the Seashore. They are separated by an area that includes the "pastoral zone" (designated in the enabling legislation to continue to accommodate ranching activities) and the access roads that serve most of the Seashore's popular beaches.

The first unit includes the western flanks of Mount Vision and Point Reyes Hill, Drakes and Limantour Esteros, and the lands that connect those features. It also includes Limantour Spit and the waters and tidelands adjacent to it. Crossing the center of this unit, the Muddy Hollow trail is paralleled by power lines which prevent its inclusion in wilderness at this time. Until the lines are relocated, we recommend that this strip be designated as "potential wilderness."

The second unit includes Tomales Point, Abbotts Lagoon, the cliffs of the Point Reyes headlands, and the narrow strip of beach and dune area connecting them. The following areas along the beach strip have been excluded from the proposed wilderness: (1) Private lands containing telecommunications' facilities; (2) One-half mile segments at the two main beach access points; and (3) An area adjacent to the south beach access where private land, existing structures and a long-term lease at this time prevent a positive recommendation for wilderness.

This unit also includes the ¼ mile strip of offshore waters from the tip of Tomales Point to the southern tip of the headlands. An access corridor to McClure's Beach as well as the navigable waters of Tomales Bay have been excluded.

TRAIL MAINTENANCE

Because a major portion of Point Reyes has been a heavily used de facto wilderness since its establishment as a park, trails are unquestionably one of its most important visitor use facilities. The Pacific forest environment in which most of the trails are found generates prolific vegetative growth making trail maintenance especially important. It has been apparent to this commission that the National Park Service's future ability to maintain effectively the Seashore's trails at an acceptable standard under the restrictions of the Wilderness Act has represented the most critical issue to those people concerned over possible wilderness designation. Fire protection has been a chief concern.

Although National Park Service staff has indicated that accessibility to mechanized equipment is not critical to adequate fire protection, local concern over this matter, stemming from several past major fires in other portions of

the county, has convinced us to recommend specific provision for fire protection needs within the legislation.

Recognizing that the Wilderness Act would allow the emergency use of suitable trails within the seashore by mechanized fire fighting equipment, it is recommended that, due to special problems relating to vegetation, soils or gradient, the following segments should be specifically designated as routes to be maintained as needed by mechanical equipment to a standard that would allow immediate access to emergency vehicles, fire trucks and trailered equipment: (1) The Lake Ranch trail from its junction with the Five Brooks trail to its terminus at the Coast Trail; (2) The southwestern fork of the Ridge trail from its junction with the Pablo Point trail southward to its junction with the Bolinas Mesa road; (3) The trail connecting Glen Camp with the Bear Valley trail; (4) One mile of the southern extremity of the Bear Valley trail; and (5) The Muddy Hollow trail (after it qualifies for wilderness designation).

Many individuals and groups expressed apprehension about the ability to maintain trail standards acceptable to hikers and horsemen within a Point Reyes wilderness. Generally, we are convinced that the National Park Service can adequately maintain by "minimum tool" those portions of the trail system not included in the above. However, one trail deserves mention here as requiring special attention and should be so recognized in wilderness legislation. The Coast trail from the Palomarin trailhead extending northwest to Wildcat Camp traverses an area that is exceptionally unstable geologically as well as being scenically superlative. It is almost certain that the same kind of landslides that produced this area's attractive lakes in the recent past will render the trails impassable in the future. To repair such damage on this popular route using only hand tools would in our opinion prove unnecessarily costly. We recommend that mechanized equipment be specifically allowed in this location as required, in the event that major slides do occur.

NONCONFORMING USES

Two activities presently carried on within the seashore existed prior to its establishment as a park and have since been considered desirable by both the public and park managers. Because they both entail use of motorized equipment, specific provision should be made in wilderness legislation to allow the following uses to continue unrestrained by wilderness designation:

1. Ranching operations on that portion of the "pastoral zone" that falls within the proposed wilderness. These operations should be carried out in accordance with generally acceptable local standards of ranching practices and will include such activities as the use of pickup trucks and tractors for the purpose of maintaining necessary ranch roads, stock ponds and fences as well as caring for the health of the stock and periodic supplemental feeding.

2. Operation of Johnson's Oyster Farm including the use of motorboats and the repair and construction of oyster racks and other activities in conformance with the terms of the existing 1,000 acre lease from the State of California.

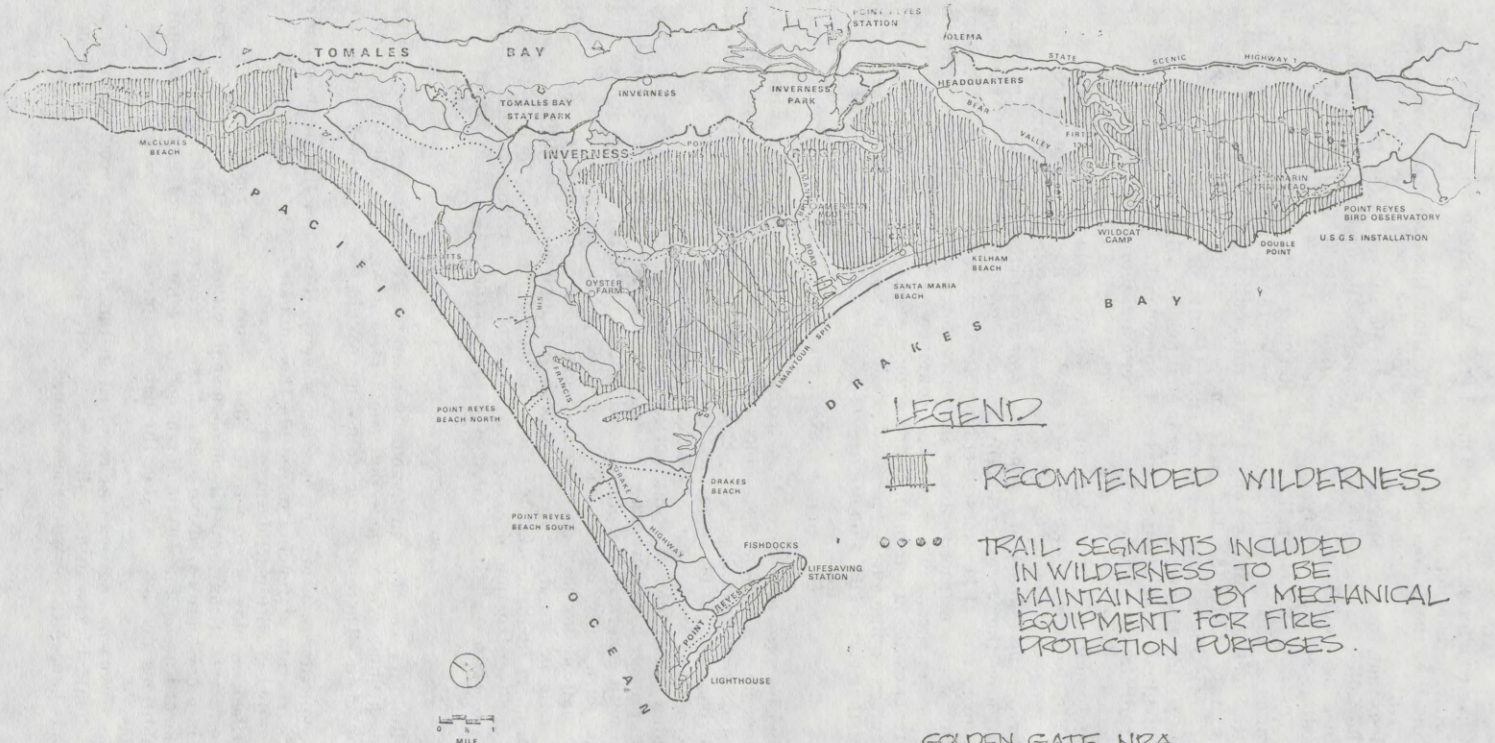
RESOURCE MANAGEMENT NEEDS

The preliminary resource management plan for the seashore (May 1975) recommends a number of actions that could present some conflict with wilderness management. Therefore, the following should be recognized in future legislation.

1. Reintroduction of a herd of tule elk somewhere within the seashore may require construction of fencing to contain the animals. Such a fence should be specifically allowed within wilderness at Point Reyes.

2. Prescribed burning is an activity that is currently proposed only for the bishop pine forest. It may provide management with a tool to accomplish two objectives in other more extensive areas of the seashore: (a) Fuel reduction in high fire hazard areas and (b) maintenance or restoration of biotic communities to conditions deemed desirable through comprehensive resource management studies.

Mechanical tools or conveyances required in the future to accomplish these objectives should be specifically allowed as activities contributing to the protection and enhancement of wilderness values.



LEGEND

RECOMMENDED WILDERNESS

TRAIL SEGMENTS INCLUDED IN WILDERNESS TO BE MAINTAINED BY MECHANICAL EQUIPMENT FOR FIRE PROTECTION PURPOSES.

GOLDEN GATE NRA
CITIZENS ADVISORY COMMISSION
WILDERNESS PLAN
POINT REYES NATIONAL SEASHORE

CALIFORNIA

Senator HANSEN. May I take this occasion, before concluding these hearings today, to thank all of those witnesses who came a long, long way to be here. We appreciate your presence and your interest in a matter that is of great interest to the Nation as a whole.

The hearing is adjourned.

[Whereupon, at 12:05 p.m., the hearing was adjourned.]

APPENDIX

[Under authority previously granted, the following statements and communications were ordered printed:]

California Wilderness Areas

MEMORANDUM FROM THE CHAIRMAN

Many persons have requested that their comments be made part of the printed record. Not all could be accommodated. This volume, however, contains a broad sampling from the mail we have received. We have tried to insure that all points of view have been included and that the weight of comments pro and con has been preserved. Those letters which were not reprrinted here remain as part of the Committee's file and they, too, will be considered in our further work on the problems under study.

Over the past several weeks we have received a large number of letters from interested individuals and groups throughout the country, containing their opinion on the proposed bills to designate lands as wilderness.

CITY AND COUNTY OF SAN FRANCISCO,
BOARD OF SUPERVISORS,
San Francisco, Calif., October 22, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Russell Senate Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: It is my understanding that on November 6, 1975 your committee will be hearing HR 8003, a bill introduced by Congressman John Burton designating 38,700 acres within *Point Reyes National Seashore* as a wilderness area.

Point Reyes National Seashore is one of the most beautiful natural areas not only in California, but in the United States. Its magnificent setting is enjoyed by all people who appreciate the out-of-doors.

I feel that it is essential that a substantial portion of this area be designated a wilderness area in order to protect it from misuse and to preserve it in its natural state. There are already too few locations such as this left in the country.

I urge you to support HR 8003.

Best regards,

ROBERT H. MENDELSOHN,
Supervisor.

LEAGUE OF WOMEN VOTERS OF THE BAY AREA,
October 30, 1975.

Hon. J. BENNETT JOHNSTON, Jr.,
Park and Recreation Subcommittee,
Interior and Insular Affairs Committee,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: The League of Women Voters of the Bay Area, representing 4800 members in nine Bay Area counties, has supported measures that would provide a variety of parks and open space for the past ten years. The League is now requesting your committee's support of the wilderness designation within the Point Reyes National Seashore as outlined in SB 2472.

It is our particular concern that the citizens of the Bay Area have the opportunity to enjoy many types of outdoor experiences. This bill will provide for protection of the fragile tidelands and esteros, the Douglas fir forests and the other natural features of the proposed wilderness area. Also included is ample access for trail maintenance and fire protection and for continued use of McClure's beach and Tomales Bay for boating and fishing.

Your committee's support of this designation will ensure that portions of the seashore are left in their natural state for the enjoyment of all citizens.

Yours truly,

GERI STEWART,
President.

MARIN AUDUBON SOCIETY,
Tiburon, Calif., October 30, 1975.

Re Senate bills 8002 and 8003.

Hon. J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Interior Committee.
U.S. Senate,
Washington, D.C.

DEAR MR. JOHNSTON: We understand that these bills regarding wilderness status for Point Reyes National Seashore will be heard before your subcommittee on November 6.

The Board of Directors of Marin Audubon Society, representing 3,000 Audubon members, strongly endorses wilderness status for the areas of Point Reyes described in these bills. We urge that the tidelands and other submerged lands be included in the wilderness designation. Tidal areas along the coastline, and estuaries such as Limantour Estero and Drakes Bay are extremely rich wildlife habitat. Every effort should be made to preserve and protect these natural resources.

Sincerely yours,

JEAN STARKWEATHER,
President.

MARIN CONSERVATION LEAGUE,
San Rafael, Calif., October 31, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: The Marin Conservation League is pleased to address this letter to you and your committee. You have done very well by us in this county in recent years with Point Reyes National Seashore and the Golden Gate National Recreation Area.

Our 1,500 member, 41-year-old organization strongly supports the Wilderness Area proposal for Point Reyes encompassed in S 2472. We have long advocated the need for wilderness protection in Point Reyes. This beautiful, fragile turf, vegetation, and shore should be preserved for today's citizens and tomorrow's in its natural state. This wilderness proposal is not unduly 'arge, we believe. It comprises less than one-third of the acreage of Point Reyes and GGNRA combined. It lies within 90 minutes driving time of 1.8 million people and within two hours of 4.7 million. Few federal parks face the threat of such massive use by a near-by population, and face it year 'round. Point Reyes is something special to those many millions who live in the interior of California and the continental United States. It is ocean shoreline at its most beautiful, and it is close to San Francisco. We should preserve its splendor. S 2472 will do this.

MCL has concerns about some uses and conditions in the proposed Wilderness Area. For example, the big walk-in campground at Wildcat Camp might better be reduced in scope or phased out.

In general, MCL believes that permanent roads and regular motorized vehicle use for maintenance in the Wilderness Area is a doubtful need and detracts from the very reason for being of wilderness category.

We recommend controlled burns in the Bishop pines forest and Douglas fir forest and we do not object to the non-conforming use of the Johnson Oyster Co. operation in Drakes Estero.

Sincerely,

ROBERT F. RAAB,
President.

MARIN CONSERVATION LEAGUE,
San Rafael, Calif., February 24, 1976.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: Our 1,500 member, 41 year old organization strongly supports the Wilderness Area proposal for Point Reyes encompassed in S 2472. We have long advocated the need for wilderness protection in Point Reyes. This beautiful, fragile turf, vegetation, and shore should be preserved for today's citizens and tomorrow's in its natural state. This wilderness proposal is not unduly large, we believe. It comprises less than one-third of the acreage of Point Reyes and GGNRA combined. It lies within 90 minutes driving time

of 1.8 million people and within two hours of 4.7 million. Few federal parks face the threat of such massive use by a near-by population, and face it year 'round. Point Reyes is something special to those many millions who live in the interior of California and the continental United States. It is ocean shoreline at its most beautiful, and it is close to San Francisco. Ye should preserve its splendor. S 2472 will do this.

MCL strongly urges inclusion in Wilderness of the quarter-mile strip of tidelands and Drake's Estero. The fragile and important estero must have protection from recreational motor boats. The beaches must be protected from off-road vehicles.

We recommend controlled burns in the Bishop pines forest and Douglas fir forest and we do not object to the non-conforming use of the Johnson Oyster Co. operation in Drake's Estero.

Sincerely,

ROBERT F. RAAB,
President.

COLLEGE OF MARIN,
Kentfield, Calif., November 3, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: While the plans for creating a 38,700 acre wilderness in the Point Reyes Seashore were running smoothly, many of us have sat back comfortably in silence. Now with Governor Brown's recent stand, it seems urgent that we express our strong support of an expanded wilderness in Point Reyes. As a biologist I firmly believe that the Double Point sea lion rookery and fragile Estero cuntry *must* be protected. These are two of the most biologically rich and inaccessible areas left in the Bay Area. Please!!!

Furthermore, I am in a unique position to describe a program (MARIN ADVENTURES) which dispells many of the notions that wilderness area classification for Point Reyes would make it unreasonably difficult for older, younger and less able people to enjoy it. This year at the College of Marin we initiated a program in which we take people through Point Reyes backpacking overnight ("Family Backpacking") and family horseback riding (naturalist-led horseback trips). During the past four months we have led 200 people on these activities (20 people on 10 trips). In each case we provide both an ecologist and a skills instructor for the weekend. These activities are provided for older adults and families with young children. In addition to weekend use of the remote corners of the Seashore, we are offering one-day canoe trips, sailing and naturalist-led trips.

I sincerely believe that the preservation of Point Reyes in its wilderness quality is the only answer to protecting its unique values. Hopefully the kind of model we are designing at the College will suggest to other groups ways of getting the less able or knowledgeable into undisturbed areas. I heartily endorse Senators Cranston and Tunney's bill S 2472.

Sincerely,

DAN CAMPBELL,
Coordinator, Marin Adventures.

TOMALES BAY ASSOCIATION,
Pt. Reyes Station, Calif., November 3, 1975.

Senator J. BENNETT JOHNSTON,
Parks and Recreation Subcommittee,
Interior and Insular Affairs Committee,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: The Tomales Bay Association, an organization of property owners and voting residents of the area immediately adjacent to the Point Reyes National Seashore, is in support of SB 2472 introduced by Senators Tunney and Cranston, which would designate approximately 38,700

acres of the Point Reyes National Seashore as wilderness area. Accordingly we are in full agreement with the recommendations of the Golden Gate National Recreation Area Citizens Advisory Commission, which endorses this bill with minor changes to suit local and particular needs.

Such minor adjustments, however, do not include the lopping off of approximately 10,000 acres of tidelands around Tomales Point, Drake's and the other Esteros, and Double Point. These areas are of particular ecological sensitivity and include breeding grounds for Leopard sharks and rookeries for harbor seals. They are the winter home of tens of thousands of shorebirds, waterfowl, and pelagic birds of numerous species. I understand that there may be opposition from the State of California to the designation of the tidelands as wilderness. I would suggest that you do all you can to hold firm against the State bureaucracy in this matter because it is claiming a right to perform a service which it is not in fact performing. However, if you find it impossible to hold firm, I would urge you to recommend to Congress that it instruct the National Park Service to manage the tidelands as if they were wilderness.

As recently as two days ago, I attended a National Park Service sponsored public planning workshop in San Francisco for the Golden Gate National Recreation Area and the Point Reyes National Seashore, which was attended by numerous city dwellers. There was virtually unanimous agreement that the Point Reyes National Seashore was of particular value to city dwellers as a natural area located within easy travelling distance of the city. They want to have its natural quality preserved. Because the wilderness designation is the best possible means of retention of this natural quality, I believe our organization's support of the maximum amount of wilderness expresses not only our viewpoint but that of the overwhelming sentiment of urban dwellers as well.

Sincerely yours.

WILLIAM S. HOWE, JR.,
President.

ENVIRONMENTAL ACTION COMMITTEE OF WEST MARIN,
Point Reyes Station, Calif., November 3, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Parks and Recreation Subcommittee.
Interior Committee on Insular Affairs.
Russell Senate Office Building,
Washington, D.C.

GENTLEMEN: Environmental Action Committee of West Marin has been following with great interest and concern the issue of Wilderness Classification for Pt. Reyes National Seashore since the inception of public hearings on this matter.

We would like to take this opportunity to strongly urge your endorsement of the specific recommendations made by the GGNRA Citizens' Advisory Committee on this issue.

In our view, the following are of particular importance:

1. *Tidelands.*—These are the most ecologically sensitive areas within the Seashore, containing, as they do, rich habitat and breeding areas for a wide variety of flora and fauna. We feel it to be in the best possible public interest to preserve for future generations this source and resource of marine life through inclusion as Wilderness.

2. *Dunes.*—The exposed sandy beaches and dunes of Pt. Reyes play an important role in beach stabilization and shore configuration, as well as being a repository of wild life and wildflowers. Again, we feel that Wilderness classification will best protect these fragile areas from destruction by dune buggies and other forms of high-intensity use which have been causing serious problems in other parts of our coastline.

3. *Fire trails.*—We hope that your committee will specifically describe and endorse the fire trail network recommended by the GGNRA Citizens' Advisory Committee for the purpose of fully clarifying methods of fire protection within Pt. Reyes National Seashore.

4. *Wildcat beach service corridor.*—Our organization endorses a group campsite as appropriate within Pt. Reyes and feels that Wildcat Beach is one of

the most interesting and environmentally sound locations. We therefore urge the maintenance of a service corridor in this area for the health and safety of group camp visitors.

5. *Reclassification.*—Inasmuch as Pt. Reyes National Seashore is endowed with such a wide variety of natural resources, thus far mainly unchanged and undiminished, it seems to us that the best way to preserve this desirable state would be to reclassify the entire Park from a Recreational to a Natural Area. Such legislation would ensure that our children and grandchildren would continue to be the beneficiaries of what we have been lucky enough to enjoy.

Finally, we want to thank you for allowing us to share our concerns with you and leave you to your deliberations with full confidence that you will treat with great care one of our treasured national resources.

Sincerely yours,

SUSANNA JACOB,
Chairman.

MARIN ENVIRONMENTAL FORUM,
Tiburon, Calif., November 1, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Interior and Insular Affairs Committee,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: Members of the Marin County Environmental Forum would like to emphasize their support of the Tunney-Cranston bill (S-2472), particularly endorsing the recommendations of the Pt. Reyes National Seashore Wilderness made by the Golden Gate National Recreation Area Citizens Advisory Commission.

Wilderness designation is important for the full area as outlined: The southern cliffs and forest, the esteros area, and the Pt. Reyes beach.

Wilderness areas, under the Wilderness Act, are not exclusionary but are for public use for "recreational, scenic, scientific, educational, conservation and historical" purposes. The wilderness designation would preserve this natural, fragile area for future generations as a certainty, which could not be changed except by an act of Congress.

The proposed legislation is not inconsistent with mineral and fishing rights reserved by the state of California; it enhances the protection given to the unique marine resources of Pt. Reyes.

We heartily support the passage of this bill.

Sincerely,

NANCY WISE,
President.

LAW OFFICES OF LEONARD & DOLE,
San Francisco, Calif., November 6, 1975.

During the past 49 years I have traveled thru every square mile of Yosemite National Park. I served on the Yosemite Master Plan Term from 1967 to 1971. I have visited most of the National Parks and Wilderness Areas of the United States. My comments as to the Yosemite Wilderness Bill are as follows:

1. *Boundary Lines*—National park boundaries are historic, well known, and usually a clear demarcation between the true wilderness of the park, and commercial activities on the outside. Congress should be proud of those boundaries, and should fix the Wilderness boundary precisely on the park line. That would provide maximum protection for the wilderness within the park.

2. *Roads*—I agree that sufficient room should be allowed for reasonable realignment of roads, without the burden and danger of requiring an Act of Congress. The road "corridor" should be a minimum, sufficient only for that purpose.

3. *Old Tioga Road*—A "motor nature trail" from Aspen Valley to White Wolf will not provide as much benefit in the long run, as would final closure of the old road, thus permitting a far larger continuous area of middle elevation Wilderness to the north of the new Tioga Road.

4. *Hetch Hetchy*—The Wilderness boundaries should be drawn at the current maximum *high water line* of Hetch Hetchy and Lake Eleanor. This is very important from a legal point of view, since the 1976 Yosemite Wilderness Act would, as a later act of Congress, *amend* the 1913 Raker Act. This would prevent adding height to either dam which would cause additional destruction of park values.

5. *Illilouette*—The 1971 Master Plan Team unanimously rejected any access by aerial tramway from below, and any mechanical ski or hotel development on the Illilouette Ridge.

6. *Wilderness Reserve*—I admire this concept in the Bill which avoids the dangers of the old proposals of "enclaves" or "exclusions" from Wilderness. All zoning legislation has to provide for nonconforming uses, since no large area of land ever has a single type of use at any one time. The Wilderness Act itself wisely provides for classification as Wilderness *subject to* the nonconforming uses that are there at the time of classification. Thus all of the older proposed "enclaves" of *non*wilderness within Yosemite should be classified as Wilderness "subject to" the nonconforming use. The difference is immense, both legal and psychological. An "enclave" implies permanence, and authority to do as one pleases within the area. A "nonconforming" use is only by permission, and once that use ceases for any reason, the land then continues on in its original "zone" as Wilderness.

It is unwisely burdensome on the park, the Executive Branch, and the Legislative Branch to have to *legislate* each of these "enclaves" into Wilderness as the nonconforming use ceases. Moreover, it is dangerous to the park, since all sorts of "amendments" could be quietly added to the pending legislation. It would be even more hazardous if these little additions and exclusions to Wilderness were lost in "omnibus bills" which have been proposed to care for such details.

The language of S. 97 is excellent. By its concept of "Wilderness Reserve," when the Wilderness of Yosemite is established by legislation next year subject to the *non*conforming use, then none of the burden and danger of such future details need take up the time of Congress.

7. *In conclusion*, the Wilderness Bill for Yosemite is excellent in its broad scope. It needs strengthening as noted above.

Please make this a part of the Hearing Record.

Respectfully,

RICHARD M. LEONARD.

LAW OFFICES OF LEONARD & DOLE,
San Francisco, Calif., March 15, 1976.

I admire and *support* this excellent Wilderness Bill. Please make this a part of the hearing record.

During the past 50 years I have traveled thru every square mile of Yosemite National Park. I served on the Yosemite Master Plan Team from 1967 to 1971. I have visited most of the National Parks and Wilderness Areas of the United States. My comments as to the Yosemite Wilderness Bill are as follows:

1. *Boundary Lines*—National park boundaries are historic, well known, and usually a clear demarcation between the true wilderness of the park and commercial activities on the outside. Congress should be proud of those boundaries, and should fix the Wilderness boundary precisely on the park line. That would provide maximum protection for the wilderness within the park.

2. *Roads*—I agree that sufficient room should be allowed along present routings for reasonable realignment of roads, without the burden of requiring an Act of Congress. The road "corridor" should be a minimum, sufficient only for that purpose.

3. *Old Tioga Road*—A "motor nature trail" from Aspen Valley to White Wolf will not provide as much benefit in the long run, as would final closure of the old road, thus permitting a far larger continuous area of middle elevation Wilderness to the north of the new Tioga Road.

4. *Hetch Hetchy*—The Wilderness boundaries should be drawn at the current maximum *high water line* of Hetch Hetchy and Lake Eleanor. This is

very important from a legal point of view, since the 1976 Yosemite Wilderness Act would, as a later act of Congress, *amend* the 1913 Raker Act. This would prevent adding height to either dam which would cause additional destruction of park values.

5. *Glacier Point and Illilouette*—The 1971 Master Plan Team unanimously rejected any access by aerial tramway from below, and any mechanical ski or hotel development on the Illilouette Ridge.

6. *Wilderness Reserve*—I admire this concept in the Bill which avoids the dangers of the old proposals of "enclaves" or "exclusions" from Wilderness. All zoning legislation has to provide for nonconforming uses, since no large area of land ever has a single type of use at any time. The Wilderness Act itself wisely provides for classification as Wilderness *subject* to the nonconforming uses that are there at the time of classification. Thus all of the older proposed "enclaves" of *non*wilderness within Yosemite should be classified as Wilderness "subject to" the nonconforming use. The difference is immense, both legal and psychological. An "enclave" implies permanence, and authority to do as one pleases within the area. A "nonconforming" use is only by permission, cannot be changed, and once that use ceases for any reason, the land then continues on in its original "zone" as Wilderness.

It is unwisely burdensome on the park, the Executive Branch, and the Legislative Branch to have to *legislate* each of these "enclaves" into Wilderness as the nonconforming use ceases. Moreover, it is dangerous to the park, since all sorts of "amendments" could be quietly added to the pending legislation. It would be even more hazardous if these little additions and exclusions to Wilderness were lost in "omnibus bills" which have been proposed to care for such details.

The language of S. 97 is excellent. By its concept of "Wilderness Reserve," when the Wilderness of Yosemite is established by legislation subject to the *non*conforming use, then one of the burden and danger of such future details need take up the time of Congress when the use finally ends in the future.

7. *In conclusion*, the Wilderness Bill for Yosemite is excellent in its broad scope. It needs strengthening as noted above.

Respectfully,

RICHARD M. LEONARD.

GOLDEN GATE AUDUBON SOCIETY,
Berkley, Calif., February 18, 1976.

Hon. J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
Washington, D.C.

DEAR SENATOR JOHNSTON: We are very pleased and grateful that our letter of January 15 is to be included in the official hearing record.

We feel very strongly about the fate of Yosemite since it sits in our California backyard. Our society had representatives at all the Yosemite Master Planning Task Force meetings. The concensus of opinion about these meetings was that they were a sham; a waste of the taxpayer's money (in excess of $200,000) to produce the questionaire that was mailed to over 48,000 people.

We felt(and so stated to the Planning Team) that a far better use of that money would have been to educate the public as to why Yosemite should be preserved, not what facilities should be provided. The point that bothers us most of all was the fact that the Yosemite Master Planning Task Force Team thought the public could be fooled by this smoke screen of words which were meaningless. When confronted by Golden Gate Audubon Society with the fact that Yosemite is too commercial and in grave danger of becoming more so, the Yosemite Task Force Team Captain replied that future generations would have a different concept of wilderness and parks.

We thank you for your committee's stand on the extremely important subject of the preservation of our wilderness areas.

Sincerely,

MRS. ROBERT C. JOHNSEN,
Corresponding Secretary.

SECRETARY OF STATE,
Madison, Wis., December 2, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: I fully support Senators Tunney and Cranston in their efforts to have wilderness areas established at Yosemite, Point Reyes, and Pinnacles.

The appeal of these areas is primarily due to their quality of "wildness." It makes little sense to "improve" these areas with the development of trails, roads, and camping grounds.

I suggest that the areas are enjoyed and appreciated to the fullest extent in their natural, wild state.

As an active environmentalist in Wisconsin, I stress the importance of preserving as much as possible the natural state of the environment everywhere—particularly in our national parks.

I would appreciate it very much if you would keep me informed of this issue.

Sincerely,

DOUGLAS LAFOLLETTE,
Secretary of State.

WORLD-OF-ROCKHOUNDS ASSOCIATION, INC.,
Artesia, Calif., March 24, 1976.

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

DEAR SENATOR JACKSON: The proposed legislation to reclassify the Pinnacles National Monument in California has been reviewed by the World-Of-Rockhounds Association and would like to have our views included in the proceedings on the measure.

The Monument now has a camp ground and serves many of the citizens of California as well as those visiting the state. If the Monument is reclassified to Wilderness, the camp ground would have to be closed in order to fulfill the requirements of the Act, which would force those that have enjoyed visiting the Monument to find other camping facilities.

The reclassifying of public land such as this is not having the effect that was argued in favor of the Wilderness Act. The result has been to keep the American People off their land while those that were charged with administering the land have a lesser work load. Which means more public servants doing less, enjoying the "public land" more while the taxpayer is forced to remain outside these Wilderness Areas wishing he had the leisure time the administrators have to enjoy the land that is rightfully his.

We strongly believe and urge that the Monument would better serve the taxpayers by remaining as it is administratively and improve the facilities providing space for more people to enjoy natures wonders.

Sincerely yours,

VIRGIL H. THOMAS,
Chairman, National Affairs Research.

CHICAGO MOUNTAINEERING CLUB,
Naperville, Ill., November 14, 1975.

Senator J. BENNETT JOHNSTON,
Chairman, Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: The Chicago Mountaineering Club is a forty-five year old organization of about 200 members interested in the quality of our natural environment— especially mountainous areas.

We would very much like to see all commercialized concessions removed from all National Parks and Monuments like has been going on at Zion Na-

tional Park. We agree with much of the current Task Force Study of Yosemite—to remove commercial concessions and enhance the wilderness character of the park. We would like to see wilderness areas established in Yosemite, Point Reyes and Pinnacles National Monument.

We feel, like most citizens of the United States, that we can not and must not go on exploiting our natural resources and wilderness areas for the profits of few, but rather preserve and protect them for the recreational and aesthetic pleasure of all.

We hope that you will do what you can to help.

Respectfully yours,

PATRICIA K. ARMSTRONG,
CMC Conservation Chairperson.

INVERNESS ASSOCIATION,
Inverness, Marin County, Calif., October 28, 1975.

Senator J. BARRETT JOHNSTON,
Chairman, Parks and Recreation Subcommittee,
Committee on Interior and Insular Affairs,
Washington, D.C.

DEAR SENATOR JOHNSTON: The Inverness Association would like to take this opportunity to express its support for SB #2472, which will be heard before your Committee on November 6, 1975. Members of the Association have contributed a great deal of in-put on Wilderness via the GGNRA Citizen's Advisory Commission, and we strongly urge you to consider carefully and positively their Wilderness recommendations for the Point Reyes National Seashore.

We especially call to your attention the inclusion in the Wilderness Area of the one-quarter-mile wide strip of tidelands and the inclusion of Drake's Estero. We feel that these extremely fragile areas deserve your special consideration for several reasons. The shallow Estero waters have long been the location of a seal rookery and leopard shark nursery. To *exclude* this area from Wilderness protection would undoubtedly mean eventual vehicular intrusion along the Estero, and this intrusion could not help but be a threat to the continued use of these protected waters by the seals and sharks as a breeding ground and place to raise their young.

The Estero region has always been capably managed by the National Seashore staff as a "Natural Area". We urge you to consider the negative consequences (i.e. the allowability of motorized off-road vehicles) were this geologically unstable dune-covered land to be managed as a "Recreation Area". The possibility of jeeps and motorcycles having access to the Estero shore and adjoining area is a frightening one.

Finally we urge you to reflect in your Committee report the designation of certain fire-trails (as described by the Citizen's dvisory Commission sub-Committee report) which would, at maximum, be graded and/or cleared for safe access approximately every two years. The Association sees a strong and real need for the establishment of these trails within the proposed Wilderness Area, and does *not* feel that they are incompatible with Wilderness status.

Thank you for your consideration of our comments. We look forward to the prompt passage of SB 2472.

Sincerely yours,

KATE A. WORSLEY,
Chairman, Parks Committee.

MUGU, CALIF., *November 20, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

SIR: It has recently come to my attention that Senators Cranston and Tunney have been working to have wilderness areas established at the Yosemite, Point Reyes, and Pinnacles National Monument areas of California. I wish to express my full support of their actions to you, and to give them every cooperation in this effort.

As a native Californian, I know the beauty of these areas very well, and I consider it imperative that they be preserved to the fullest extent possible. I am sure you share these feelings, and will give my two Senator's ideas the

due consideration that they deserve. To do any less would be tragic, not only for the areas involved, but to the whole cause of conservation, to which I am very much committed.

I will be following closely the progress of these efforts on behalf of the above named areas. Thank you.

Sincerely,

ROBERT J. BYTHER.

BERKLEY, CALIF., *November 24, 1975.*

Senator J. BENNETT JOHNSON,
Chairman, Subcommittee on Parks,
Committee on Interior,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: The purpose of this letter is to urge the support of your committee for S. 72, S. 97, and S. 2472, the Cranston-Tunney bills which would establish broad wildernesses in the Yosemite, Pinnacles, and Point Reyes areas. Having hiked rather extensively in all three areas, and having studied the alternative wilderness proposals, I am convinced that the regions proposed for all wilderness status are indeed worthy of preserving as "forever wild."

Sincerely,

GEORGE STRAUSS.

ST. PETER, MINN., *December 6, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: This letter is written to express my support of Senators Cranston and Tunney in their efforts to have wilderness areas established at Yosemite, Point Reyes, and Pinnacles, S. 72. I lived in California at one time and find their bill very important to me and my children. Please lend your committee's support to S. 72.

Thank you very much for your concern and action for wilderness designation for these national parks under S. 72.

Sincerely,

TYRONE L. STEEN

LARKSPUR, CALIF., *November 10, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Interior and Insular Affairs Committee,
Dirksen Senate Office Building,
Washington, D.C.

DEAR SEN. JOHNSTON: This letter is to support Tunney-Cranston bill (S-2472). The loss of thousands of acres from Point Reyes National Seashore would be a tremendous loss to every citizen of this country who enjoys nature, not to mention to the animals who live there.

We urge you to pass S-2472 without change. Everyone who ever has or will visit Point Reyes will be grateful.

Thank you.

Sincerely yours,

DR. AND MRS. JAY SALZMAN.

KENSINGTON, CALIF., *October 31, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: This is to express my strong and emphatic support for Senator Tunney's bill to designate lands in the Point Reyes National Sea-

shore, California, as wilderness and to designate the Seashore as a natural area of the National Park System.

Only this proposed designation will provide this unique area with the necessary protection to preserve it in its present state. Strong support of maximum protection under the law for Point Reyes has been voiced at innumerable public meetings over the past few years.

Yours very truly,

Mrs. H. Helmut Loring.
Mrs. H. HELMUT LORING.

TIBURON, CALIF., *November 12, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: One of the great needs of our society is the peace, quiet and enjoyment of nature that is often provided by so-called Wilderness Area of our National Parks. There is little left in this country. Please lend your support for the largest possible Wilderness Areas for our Parks. Most particularly for: Yosemite—S. 97, Pinnacles—S. 72, and Pt. Reyes—S. 2472.

I am a senior citizen and I shudder at what this country will be like for my children and grandchildren if a continuation of our developmental ways continues for all our land. Some parts must be saved from devastation.

Yours Truly,

LEONARD H. BROWN, Jr.

LOS GATOS, CALIF., *November 14, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

SENATOR JOHNSTON: I ask you to support the work of Senator Cranston and Senator Tunney to establish wilderness areas at Point Reyes, the Pinnacles, and Yosemite. These sites are spectacular, unique and contrasting. At the Pinnacles, I feel that the whole world is the dry, sweet-smelling hills inhabitated only by lizards and strange shaped towers. At Point Reyes, I am similarly totally captured into a world of ocean sun or fog, and foothills of diverse wildflowers and shrubs. The magic of these places will only be experienced by future generations if their integrity is defended by designating them wilderness areas. Please do what you can to attain that end.

Thank you.

Sincerely,

DONNA BECKER.

SAN FRANCISCO, CALIF., *November 20, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: I support Senators Cranston and Tunney in their efforts to have wilderness areas established at Yosemite, Point Reyes and Pinnacles.

I oppose the Park Service plan to build a road that would bisect Pinnacles. Such a road would adversely effect the integrity of the backcountry in this rather small national monument.

I am even more upset about Park Service proposals to build another road north of the present Tioga Road. I do not believe another road is necessary; rather, building another road is contrary to the Park Service's attempt to limit vehicular traffic in the valley. The park service's proposal to withdraw Little Yosemite Valley from wilderness status unwise. Even if done to increase

use and maintenance level, this could well be done while retaining wilderness status. The stupidity of these proposals is topped by their outrageous proposal to construct a tramway up the cliffs between Glacier Point and Yosemite Valley, and to exclude the 30-acre enclaves surrounding the five high Sierra Camps from wilderness status. These presently non conforming exceptions to wilderness status will be protected when their facilities are no longer used only if they are included within the wilderness area.

Sincerely,

LINDA L. TEDESCHI.

BERKELEY, CALIF., *November 5, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: I wish to voice my support for S 2472 and its companion legislation, HR 8003, which would establish a 38,700 acre wilderness plan for Point Reyes National Seashore.

Point Reyes National Seashore is one of my favorite areas for hiking and relaxation in all of California. Yet most of its trailheads can be reached in less than 1¼ hours of driving from my home in Berkeley. I frequently go to the southern portion of the Seashore, an area included in the present wilderness bills. This area includes Bass, Pelican, and Crystal Lakes as well as Wildcat Beach and Alamere Falls. On my last trip to this area three weeks ago. I was glad to see that the last evidence of an old ranch house was almost completely gone.

For me, the major attraction of Point Reyes National Seashore is its wilderness. Once inside the park, one cannot see any signs of civilization, but more importantly, you know that there are not any roads or houses around for miles. This feeling cannot be duplicated in a park where you know there is development just around the corner.

Therefore, I urge you to give your support to S 2472 and vote for a measure that will give maximum protection to Point Reyes National Seashore.

Sincerely,

ROBERT G. CROW,
Attorney-at-Law.

P.S. Please also support the wilderness plans for Yosemite (S. 97) and Pinnacles (S. 72).

ALBANY, CALIF., *November 15, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: As one who enjoys being in those wonderful areas of nature uncluttered by civilization, and who fears the effects on our national psyche of the loss of such areas, I wish to register my support for Bills S. 97, S. 72, and S. 2472, introduced by Senators Cranston and Tunney, to establish larger wilderness area in Yosemite, Pinnacles, and Point Reyes than the Park Service proposed. Thank you for your consideration of my opinion.

Sincerely.

WAYNE LEE, Ph. D.

SAN FRANCISCO, CALIF., *November 7, 1975.*

DEAR SENATOR JOHNSTON: For anybody who has visited Yosemite Park or Point Reyes or the Pinnacles National Monument, like I have, it is a must that this irreplaceable segment of our natural heritage should be preserved for future generations.

The two Senators from California, Cranston and Tunney need your cooperation to have wilderness areas established in these sites of unusual natural splendor and beauty. This issue is not only for California but all people in-

clined to visit these areas. The preservation of priceless wilderness is the only action rational people can take having become aware of the onslaught of the environment by humanity and its technology. We Americans can be proud that we do not suffer from the destruction of the environment which other industrialized countries like Japan suffer from.

I look forward to your reply.

Sincerely,

STEVEN LERMAN.

BERKELEY, CALIF., *November 3, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: I understand that your Subcommittee will hold hearings on November 6 concerning bills which would increase the size of wilderness areas in Yosemite National Park, Pinnacles National Monument, and Point Reyes National Seashore. The bills are respectively S. 97, S. 72 and S. 2472. I strongly support the passage of these bills. I have spent a considerable amount of time in both Yosemite and Point Reyes and am convinced that the national parks program could be enhanced if these particular areas were expanded and given fuller protection through designation as wilderness areas. I am much less familiar with the Pinnacles area but support similar legislation in this case also.

I strongly support passage of the above bills as significant contributions to the nations wildlife and ecosystems, as well as to the health and education of people who visit these areas.

Sincerely,

GARY W. HAWK.

WAWONA, CALIF., *November 3, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

SENATOR JOHNSTON: I understand that on November 6, 1975, the Subcommittee on Parks and Recreation which you chair will hold hearings on wilderness proposals for Yosemite National Park, Pinnacles National Monument, and Point Reyes National Seashore.

I am not very familiar with what legislation has been introduced with regard to portions of these park areas being classified under the Wilderness Act as wilderness areas. But it seems that their being areas in the National Park system is, in these cases, complimentary, to their being, in the most part, classified as wilderness and given the additional protection and distinction that such classification provides.

I feel that generally the National Park Service proposals are inadequate. So I am writing to urge you and your subcommittee to support other bills such as S. 97, S. 72 and S. 2472 that would create larger wildernesses in fewer and more complete units.

When transcripts from these hearings become available, I would appreciate receiving a copy.

Sincerely,

STEVE HARRISON.

BERKELEY, CALIF., *November 3, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: Two weeks ago in getting acquainted with the California coast, I was invited to a private home bordering on Point Reyes National Seashore. Coming from New England I found it difficult to believe

that soil so close to the ocean could be so fragile and fine. Walking out into the National Seashore property I was impressed by its beauty but also aware of the difficulty of natural regeneration of ground cover in that area.

My limited awareness of the above-entitled legislation impells me nevertheless to indicate my support for a wilderness designation of three section of the Point Reyes National Seashore.

Very truly yours,

ARTHUR R. BOONE.

NOVATO, CALIF., *November 5, 1975.*

Senator J BENNETT JOHNSTON,
Chairman of the Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs.
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: I am writing to you to express my interest in and concern about legislation to establish wilderness areas within the Point Reyes National Seashore.

In my view the Point Reyes area is one of the most beautiful in the state of California. I have spent many pleasant days hiking there. It is an area alive with an incredible abundance of both plants and animals. One of my most pleasant memories on any hike I have taken is from Point Reyes. On Christmas eve day of last year when the park was nearly deserted I came upon a beautiful white buck of a type of deer that I understand lives only in Point Reyes.

I hope you will give your strongest support to S 2472. Preservation of this beautiful and unique area is of vital importance.

Sincerely,

CATHERINE PETERS.

SAN FRANCISCO, CALIF., *November 4, 1975.*

Senator J. BENNETT JOHNSTON,
Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: I urge your support of S 2472, introduced on October 3, 1975, by Senators Alan Cranston and John Tunney, for a 38,700 acre wilderness plan for the Point Reyes National Seashore—companion legislation to HR 8003, introduced by Congressman John Burton.

This plan is necessary, I am convinced, to protect a unique natural area that will be invaluable to the citizens of this large metropolitan area.

Thank your for your consideration.

Yours very truly,

WALTER J. CRAWFORD, M.D.

GARDENA, CALIF., *November 26, 1975.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: Have you ever seen the true majesty of quiet Yosemite when you happen to turn down just the right footpath and hike far into the deafening silence? Suddenly the sound of an over-boisterous muffler pierces the calm and reality slaps you back in the face. We need wilderness areas there.

Have you ever stood at the point of Point Reyes and feel the cool wind there lick your face? At times it's so quiet the surf far below is magnified in the sultry breeze and the swaying gold of the field is like a sea on the planet of Crimson. We need to keep the wilderness there. Wilderness should not be some place easy to get to; hence the name: Wilderness. It should not be polluted with the same things our cities are.

We need places where people can go. People who are troubled; people who need to get in touch with nature; people who are inspired with beauty. We need places where people can go to lose the troubles of congestion and noise. Places that will inspire thoughts of greatness and beauty instead of despair and ugliness. It's time people learned to live a little more closely with Nature when now is the time we need her so much.

Please, Senator Johnston, we need to have you support the workings of Senators Cranston and Tunney of California to establish these areas for protection of our vanishing wilderness. The areas in question are Yosemite, Point Reyes and Pinnacles National Monument.

May God bless you in your efforts.

SHERRY ROBERTS.

APTOS, CALIF., *November 24, 1975.*

Re wilderness areas to be established: Yosemite, Point Reyes, and Pinnacles.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR BENNETT: I would like to let you and the committee know that I support Senators Alan Cranston and John Tunney in their efforts at establishing wilderness areas at the above parks.

I have been a frequent visitor to Yosemite, valley and backcountry; also less frequently to Pinnacles and only parts of two weeks at Point Reyes. I have been all over these three places, however, extensively and on foot.

Each of these has unique features that are rarely, if ever, found anywhere else. There is something very special about them that is very hard to put into words. I can say that the wildness about each of them is their strongest pull. Point Reyes does have some ranches and human activity that is different from the other two—but there are also wide stretches of open country there —all of it worth saving for ourselves and our posterity.

Since Congress passed the Wilderness Act over ten years ago, the establishment of wilderness areas has proceeded with frustrating slowness. Unaccountably, the National Park Service proposes less wilderness than conservationists; yet with our burgeoning population and the even more urgent need to get away from our machine-made world; we need more wilderness, not less.

I would like to comment on the Park Service' proposal for Pinnacles that a motor nature trail be constructed across the northern half and thus leave that area out of wilderness consideration. If anyone really wants to see nature about the worst way to do it is by automobile. Pinnacles is so small (23 square miles); it just doesn't need paving. Our regular highways all over this land go through enough scenic country to satisfy anyone's desire to see nature by car—even though they don't realize how little they really see.

I hope your committee will soon get these proposals before Congress so that their wildernesses can be preserved.

Sincerely,

LEA WOOD.

NEW YORK, N.Y., *November 12, 1975.*

Hon. J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: I understand that Senators Cranston and Tunney have been working for the establishment of wilderness areas at three places in California, one of which is Yosemite. Although my home is New York, I have spent part of three of the last five summers at Yosemite and look forward to future visits. I have travelled a good deal and seen a great many wild and mountain areas, but have never seen anything to exceed Yosemite. I strongly support the efforts of Senators Cranston and Tunney to establish a wilderness area at Yosemite so as to preserve its natural beauty for the

enjoyment of ourselves and generations to come. In its natural state it is a unique resouce of this country and we should do nothing to spoil it. Development of any sort will not improve it. Accordingly, I strongly urge your and your Subcommittee's support of the efforts of the Senators from California.

Sincerely yours,

WILLIAM M. EVARTS, Jr.

TRACY, CALIF., *February 21, 1976.*

DEAR SENATOR JOHNSTON: It has come to my attention that Senate hearings on wilderness proposals for Pinnacles National Monument, Yosemite National Park, and Point Reyes National Seashore are now scheduled for March 2. With that in mind, I would like to voice my support for bills S. 97, S. 2472, and S. 72 by Senators Alan Cranston and John Tunney for wilderness designations in these three parks.

As man destroys the landscape and pollutes the air with his noisy motorized vehicles, covers the soil with his concrete and asphalt, and causes the extinction of the wildlife, man himself becomes less human. We owe it to ourselves, to future generations and to the wildlife to preserve our scenic wilderness from exploitation.

Thank you for your consideration.

Sincerely,

GARY GINGRAS.

APTOS, CALIF., *February 29, 1976.*

Re S. 97, S. 2472, and S. 72 wilderness proposals for: Yosemite National Park, Pt. Reyes National Seashore, and Pinnacles National Monument.

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: In December I wrote you in support of the Pinnacles Wilderness proposal (S. 72) by Senators Cranston and Tunney.

I would like now to write in support of their bills for wilderness areas in Yosemite and Pt. Reyes. All three of these areas are familiar to me through extensive visits. The wilderness proposals contained in these bills go beyond wilderness proposed by the National Park Service and they represent, I believe, the thinking of most conservationists—that more, not less wilderness, is important to a large population that seeks in ever-increasing numbers the benefits of wilderness experience.

In the Yosemite proposal, I think it important that instead of taking wilderness enclaves out—as in the case of the High Sierra Camps—these can be included as non-conforming elements. Certainly wilderness is literally at the backdoors of all these camps.

An excellent feature of the bill on Pt. Reyes is that this area would be removed from the "recreational" area category and put in a "natural" area category—which it should certainly be because of the uniqueness of this region. By such a change Pt. Reyes would be managed as a national park and thereby its natural features best protected.

I am hoping that your committee will soon act favorably on these bills. The establishment of wilderness areas under the 1964 Wilderness Act has been very very slow.

Sincerely,

LEA WOOD

MONTEBELLO, CALIF., *March 8, 1976.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Recreation,
Interior and Insular Affairs Committee,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JOHNSTON: It is estimated that there is roughly 9 million acres of *de facto* wilderness in California—on federal and state land—which

has not received any protective classification, nor, in most instances, any serious study for such classification. And while there are many excellent official wilderness areas already in California, recent news accounts illustrate that many of these areas are gradually being "loved" to death. The sky-rocketing popularity of backpacking, and other forms of wilderness recreation, has often caused overcrowding in some areas along with destruction of fragile ecosystems. There is clearly an urgent need for more wilderness areas, both to meet increasing recreational demands and to preserve dwindling wilderness values and valuable wildlife habitat.

One of the easiest and least expensive methods of increasing wilderness protection is by classifying suitable areas in California's numerous national parks. Indeed, some of the most beautiful and primitive terrain in the state is located in these parks.

Therefore, for the above and many other reasons, please strongly support S. 97, S. 2472, and S. 72. These important bills, sponsored by Senators Cranston and Tunney, adopt the conservation groups' excellent proposals for wilderness designations in Yosemite National Park, Point Reyes National Seashore, and Pinnacles National Monument. And please see that these bills successfully pass through your subcommittee as soon as possible.

Also, I'd appreciate any comments you may have on this legislation, along with the news of its progress. Thany you very much.

Sincerely,

RICHARD SPOTTS.

EL CERRITO, CALIF., *January 9, 1976.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee Parks and Recreation,
Committee on Interior and Insular Affairs,
Washington, D.C.

DEAR SENATOR JOHNSTON: I understand that your subcommittee is now considering two bills for establishment of Wilderness Areas in northern California. One, S. 2472, involves the Point Reyes region; the other, S. 97, involves Yosemite Valley.

I am not familiar with the text of the two bills. I am familiar, though, with the two regions. Yosemite and Point Reyes both made large impressions on me as I was growing up, and they continue to do so now. Northern California appeals to me largely because of its unmatched diversity of natural areas. The valley in the Sierra Nevada and the headlands on the Pacific Coast play a big part in that diversity.

Any legislation strengthening protection of these two areas from development gets my support. If the two bills you are now considering grant such protection, I urge you to give them favorable consideration.

Yosemite holds, of course, spectacular scenery. It is also an important cultural resource, an inspiration to men such as John Muir and Ansel Adams, and a valuable part of our country's history for its role in the evolution of our National Park System. Point Reyes also boasts dramatic and appealing natural scenery, and it does so right on the edge of a major population center. It includes, as well, areas of ecological importance such as Limantour Estero and Drake's Estero. Undisturbed estuaries are systems of tremendous productivity supporting diverse biological communities. They are critical to the biological health of this planet, by extension to ourselves. It is important that resources such as the Yosemite and the Point Reyes Peninsula not be squandered.

Yours,

JOHN SPROUL, Jr.

JACKSON, CALIF., *March 12, 1976.*

Senator BENNETT JOHNSTON,
Chairman, Parks and Recreation Subcommittee.
Senate Interior Committee.
Senate Office Building,
Washington, D.C.

DEAR CHAIRMAN JOHNSTON: It is my understanding that your subcommittee held hearings on March 2nd concerning wilderness proposals for Point Reyes

National Seashore, and that the hearing will be open until March 16th. Please include this letter in the hearing record.

I would like to express my support for the citizen conservationist proposal for a 38,700 acre wilderness in Point Reyes National Seashore. Wilderness classification for a substantial portion of the seashore will contribute to meeting the main goal of the establishment of the seashore by Congress—that of "to save and preserve . . . a portion of the diminishing seashore of the United States that remains undeveloped . . ."

During the past ten years I have been fortunate to enjoy the many beauties of Point Reyes—the estero and lagoon areas, the forests, the grassy hillsides. With each visit I remain very impressed with the scenic variety and the diversity of ecological habitats. The natural qualities of Point Reyes are important especially because of the proximity of the area to a large urban center, and its ability to provide a contrast from the human-dominated surroundings. The seashore offers opportunities for education and enjoyment by many people in a natural setting.

I believe that the inclusion of a substantial portion of the seashore in the National Wilderness Preservation System would best protect and preserve the natural resources that make Point Reyes National Seashore so valuable. We should take the opportunity now to preserve for future generations one of the last remaining unspoiled seashore areas.

I urge you to consider making a favorable recommendation on the 38,700 acre wilderness proposal for Point Reyes National Seashore. Thank you for this opportunity to comment.

Sincerely,

ALISON MARIE BINDER.

RIVER FALLS, WIS., *March 6, 1976.*

Senator J. BENNETT JOHNSTON.
Chairman, Subcommittee on Parks and Recreation,
Committee on Interior and Insular Affairs,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JOHNSTON: I am very much in favor of Senators Cranston and Tunney's bills (S. 97, S. 2472 and S. 72) which propose wilderness designations for Yosemite National Park, Point Reyes National Seashore and Pinnacles National Monument.

Sincerely,

MARGEL R. JOHNSON.

DAVIS, CALIF., *March 9, 1976.*

Senator BENNETT JOHNSON,
Chairman, Parks and Recreation Subcommittee,
Senate Interior Committee,
Washington, D.C.

DEAR SIR: I am writing to indicate my full support for the three bills co-sponsored by Senators Cranston and Tunney containing wilderness proposals for Point Reyes National Seashore, Pinnacles National Monument and Yosemite National Park.

It is especially urgent that the Yosemite Wilderness Preserve be established. Increased demands for recreational facilities and the mounting pressures of commercial interests threaten the destruction of some of America's most splendid natural resources.

The dangers to Yosemite are all too clear. There is no justification for delaying action until completion of a park master plan. The areas excluded from the National Park Service proposal are some of the areas most threatened. An example is the corridor to Glacier Point which has been proposed in the past for a tramway. Prompt action is required if Yosemite is to be preserved.

Pinnacles National Monument and its wildlife, and Point Reyes Seashore must also be preserved in their wilderness state for the continued use and enjoyment of the public.

Sncerely,

JACK R. WITTMIER.

ANGOLA, N.Y., *March 15, 1976.*

Senator J. BENNETT JOHNSTON,
Chairman, Subcommittee on Parks and Affairs Recreation,
Committee on Interior and Insular Affairs,
U.S. Senate,
Washington, D.C.

DEAR MR. JOHNSTON, We ask you again to consider the very important bills of Cranston and Tunny S97, S2472 and S72. We favor the conservationists' proposals for wilderness designation for all three parks.

Kindly accept the wilderness proposal of these parks before time runs out and it is too late.

Best wishes,

RICHARD AND GRETCHEN STEVENSON.

SMATHERS, MERRIGAN & HERLONG,
Washington, D.C., April 6, 1976.

JAMES P. BEIRNE, Esq.,
Special Counsel, Committee on Interior and Insular Affairs, U.S. Senate, Dirksen Senate Office Building, Washington, D.C.

DEAR MR. BEIRNE: We are writing on behalf of the American Horse Council, a national association representing approximately 2 million horsemen and 78 horse associations. One of the member associations of the Horse Council is the California State Horsemen's Association. The California Association is very interested in S. 2472, a bill to designate certain lands in the Point Reyes National Seashore as wilderness.

California horsemen are extremely concerned about the wise development of the wilderness aspect of certain lands in the Point Reyes National Seashore. The crux of their concern involves whether mechanized trail equipment will be permitted to be used to maintain some of the trails in the Seashore area. We question whether the National Park Service will be able to maintain the seashore's trails to an acceptable and usable quality under the restrictions of the Wilderness Act, given the existing extreme growth potential of the local flora, the nature of the soil and the slope of the area. Moreover, the group is concerned that the potential for major fires requires accessibility to the area by mechanized equipment.

Although the Wilderness Act would permit mechanized equipment to be used in case of emergency, the California horsemen suggest that it might be better to specifically designate certain sections of the six major trails of the Seashore areas as routes to be maintained by mechanical equipment, specifically:

(1) The Lake Ranch trail from its junction with the Five Brooks trail to its terminus at the Coast trail.

(2) The southwestern fork of the Ridge trail from its junction with the Pablo Point trail southward to its junction with the Bolinas Mesa road.

(3) The trail connecting Glen Camp with the Bear Valley trail.

(4) One mile of the southern extremity of the Bear Valley trail.

(5) The Muddy Hollow trail (after it qualifies for wilderness designation).

(6) The Coast Trail from Palomarin trailhead to Wildcat Camp.

Such designation will ensure that these areas will be able to be kept open and accessible to hikers and horsemen as well as mechanical equipment, should an emergency arise.

The horsemen are also concerned that adequate sanitary stations be considered inasmuch as there are no such stations at present on the trails. We suggest that such facilities be provided for in the legislation, as well as provision for the mechanical equipment to service such stations.

We ask that these views be made a part of the hearing record.

Sincerely,

GEORGE A. SMATHERS.

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