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HEARING  
BEFORE THE  
COMMITTEE ON  
INTERIOR AND INSULAR AFFAIRS

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UNITED STATES SENATE

NINETY-FOURTH CONGRESS

SECOND SESSION

ON

H.R. 7792

AN ACT TO DESIGNATE THE ALPINE LAKES WILDERNESS,  
MOUNT BAKER-SNOQUALMIE AND WENATCHEE NATIONAL  
FORESTS, IN THE STATE OF WASHINGTON

JUNE 22, 1976

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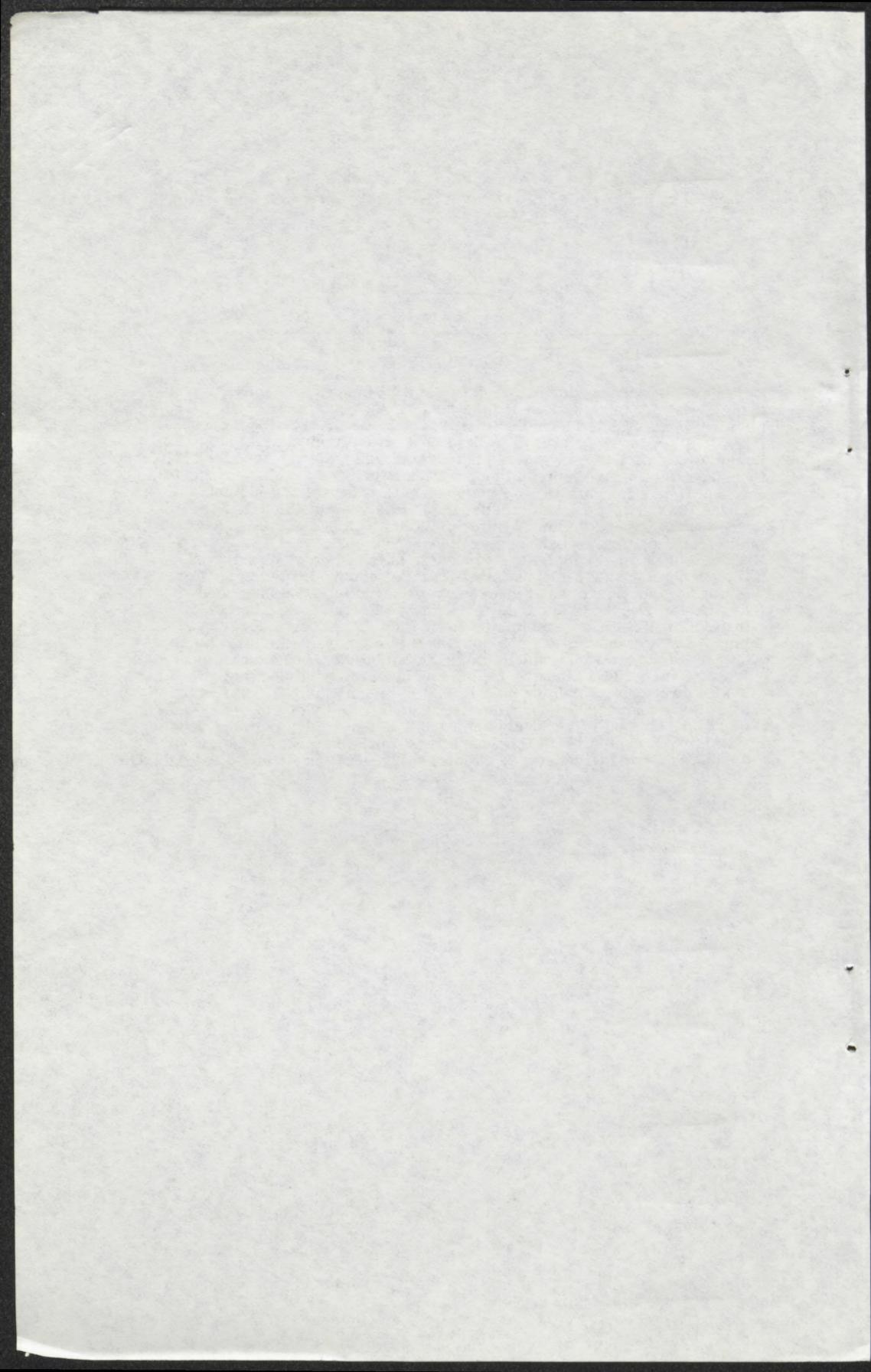
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# ALPINE LAKES AREA MANAGEMENT ACT OF 1976

TUESDAY, JUNE 22, 1976

U.S. SENATE,  
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,  
*Washington, D.C.*

The committee met, pursuant to notice, at 10 a.m., in room 3110, Dirksen Office Building, Hon. Henry M. Jackson, chairman, presiding.

Present: Senator Jackson.

Also present: Thomas E. Platt, professional staff member.

## OPENING STATEMENT OF HON. HENRY M. JACKSON, A U.S. SENATOR FROM THE STATE OF WASHINGTON

The CHAIRMAN. The hearing will come to order.

Today the committee will hear testimony on H.R. 7792, the "Alpine Lakes Area Management Act of 1976." This measure, which was passed by the House earlier this month, designates as wilderness 392,000 acres in the central Cascade Mountains of Washington State. The Alpine Lakes is an area of great beauty, important recreational use and valuable natural resources.

Because of its beauty and natural resources values, the North Cascades, and in particular the Alpine Lakes region, have been the subject of many books, reports, and travelogs almost since the first Federal forest reserves were established in the 1890's. Because of the early and continuing controversy over whether a North Cascades National Park should be established, together with associated problems of resource balance between competing users, a North Cascades study team was appointed in 1963 to "explore in an objective manner all resource potentials of the area and the management and administration that appears to be in the public interest." This multiagency team spent 2½ years studying more than 6 million acres of Federal land in the North Cascades before publishing their comprehensive report in October 1965.

In 1967 and 1968, I devoted considerable time to legislation encompassing much of the North Cascades region, time which culminated in the establishment of a 505,000 acre North Cascades National Park. Another 700,000 acres of dramatic alpine scenery, active glaciers, and mountain lakes in northern Washington were placed in a special status, including the Ross Lake and Lake Chelan recreation areas, the Pasayten Wilderness, and additions to the Glacier Peak Wilderness.

Because of the sheer magnitude of undertaking long-range land use patterns for the entire North Cascades area, only those study team recommendations dealing with land north of the Stevens Bypass Highway were the subject of legislation in 1967 and 1968. Today's hearing and H. R. 7792 represent one more step toward total congressional consideration of the study team's recommendations.

Earlier North Cascades legislation involved long, hard work on the part of many dedicated individuals. The result was a fair compromise which, I believe, best represented the needs of the majority of citizens. The same can be said of H.R. 7792. It is important that we resolve the Alpine Lakes matter this year, and H.R. 7792 provides us this opportunity. While I can conceive of no bill which would completely satisfy all the needs of all users of this scenic area, this compromise bill probably is the closest we will ever come to a consensus.

The bill before the committee is the product of long and careful consideration. It has the unanimous support of the Washington State delegation, whose members have worked diligently with concerned parties for a measure that accommodates divergent viewpoints and interests.

I am sorry that Congressman Meeds, who was to be our first witness, and who has played an active role in moving this measure toward an equitable resolution, is not able to be with us. He is presiding at hearings which prevent his appearance. However, I would like to place in the record his statement which, without objection, will be included at this point, together with a copy of H.R. 7792 as it passed the House of Representatives.

[The prepared statement of Congressman Meeds and the text of H.R. 7792 follows:]

STATEMENT OF HON. LLOYD MEEDS, A U.S. REPRESENTATIVE FROM THE  
STATE OF WASHINGTON

Mr. Chairman, I want to express my appreciation for your prompt action in scheduling a hearing on the Alpine Lakes legislation. We in the House had to spend an enormous amount of time to shape the legislation before you, and time is passing now rapidly on the remainder of the 94th Congress. We have dozens and dozens of bills in each house, conference committees, recesses, presidential and local elections.

I look forward to working with you on yet another piece of conservation legislation which will enhance and protect the resources of our people. You, Senator Jackson, have in my own opinion been the most effective conservationist to serve in the U.S. Congress. The Wilderness Act, the North Cascades National Park, the Redwoods National Park, the Land and Water Conservation Act and so many more laws are monuments to your hard work and perseverance.

The bill we have before you is a compromise obtained by dozens, perhaps hundreds, of people who worked mightily for what they believed over months and years. For example, both the industry and conservation groups have been specifically organized on Alpine Lakes since 1971. The area was studied extensively by the North Cascades Study Team which you, Mr. Chairman, helped to establish. The Forest Service Alpine Lakes team, which was so ably managed by Dick Buscher of the Wenatchee National Forest, spent two years examining the land, holding public hearings, consulting with hundreds of interested citizens. I don't mean this to sound facetious, Mr. Chairman, but if we planted one tree for every man hour spent working on Alpine Lakes we could duplicate the Snoqualmie National Forest.

Three days of public hearings were held last summer by the House Subcommittee on National Parks, hundreds of letters were received and answered, and

finally the delegation had to hold about five separate meetings to resolve the issues. Mark up in subcommittee and in the full Interior Committee took about seven days in all.

"Delicate" is almost too gentle a word to describe the compromise. People with very strong feelings wanted very different things. Even within the two major interest groups who spoke to us, there are differences of opinion. Accordingly, the task of devising a compromise had many obstacles. But we have done it, and I strongly support the language of the bill before you as well as the size of the wilderness to be created.

From the outset, there were two basic issues we have to resolve. First, how much commercial timberland should be put in the wilderness? Second, should there be land use regulations on private as well as public lands? The latter question solved itself fairly easily for the delegation. Many of us felt that while land use legislation will eventually be passed in Congress, the Alpine Lakes bill was not the place to do it. Furthermore, while Congress has already established National Recreation Areas with zoning controls, the Alpine Lakes region is different in that there is simply an enormous amount of commercial activity going on. Over 100 million board feet of timber is harvested annually; ski areas and subdivisions dot the Cascades; there is very intense motor vehicle activity. In other NRA's, the land use plans tended to be less burdensome because the existing level of use was low.

The commercial timber issue was more difficult. Some of the lands sought by wilderness advocates presently contain roads and clearcuts. This is the situation near Cooper Lake, Coulter Creek, Lennox Creek, the Foss River, and Eight-mile Creek, to name some.

The wilderness which passed the House is mainly non-commercial or inoperable commercial land, but there are a few areas containing stands of commercial timber. Jack Creek, Deception Creek, upper Icicle Creek, and Ingalls Creek are examples. I feel we have made a fair compromise, Mr. Chairman.

In a January 23, 1976 letter to the House Interior Committee, the U.S. Forest Service estimated that the impact of the wilderness on presently programmed timber harvesting would be 18.6 million board feet. We have since enlarged the wilderness by 10,000 acres, but it seems unlikely that the total would go over 20 million board feet.

The bill passed by the House urges the Secretary of Agriculture to exchange lands so as not to "substantially impair" the programmed timber harvest of the two forests. No attempt was made to define "substantially impair", but I would have to say that we would not want impairment of more than 5 to 7%. As stated previously, the entire bill is expected to have an impact of 20 million board feet. That's 393,000 acres. Here we are talking about 45,000 or so acres, much of which is not commercial timberland. The total cut on the two forests is 350 million to 370 million board feet. Significantly, all the major landowners have either hands or operations in other parts of the state.

Mr. Chairman, some concern has been expressed over the "intended wilderness" and the cost of acquiring federal lands. I have several comments. First, in its report last year the Forest Service said that "some of the most dramatic portions of contiguous potential wilderness are located in areas of alternate public and privately owned sections of land . . . these blocks of private lands are needed to protect the intergrity of major, physical portions of the proposed wilderness. . . ."

However, the Forest Service could not specifically recommend acquisition of these sections since it would carry a heavy budgetary impact. After much consideration, we have devised a formula whereby the private lands will be acquired over three years and the owners will be compensated fairly. The trouble with land exchanges is that they often take a long, long time owing to disagreements over the value of the land. For example, Burlington Northern and the Forest Service have been discussing exchanges in the Wapitus area for 8 years. The compromise bill would insure prompt acquisition. Further, none of the special compensation in the bill will be paid if the lands are developed, scarred, logged, or otherwise made unsuitable for wilderness. Here again we have a very delicate compromise which I believe has been fairly settled.

The cost figure of \$57,000,000 may be deceptive. This figure assumes all the land will be purchased. In fact, some of it will probably be acquired through exchange.

I wish to mention two other important points. The bill approved by the House Interior Committee stated that the Forest Service must continue to allow the State of Washington to stock fish in the wilderness.

In Idaho there was an incident in which fish stocking was prohibited on the grounds that aircraft were used. Mr. Chairman, although this provision has been eliminated from the bill it is clearly the intent of the House that fish stocking should be permitted to continue. Also, some of the high lakes in the Enchantments are used by the Icicle Irrigation Project. Gates in the lakes are opened to augment the area's water supply. Here it is the clear intent of the House that operation and maintenance of the projects should be allowed to continue.

Mr. Chairman, I have no intent to indicate that uses should be encouraged in the management area surrounding the wilderness. It will be managed according to the Multiple Use Act and other laws and regulations governing the national forests. However, I just want to point out that the most important aspect is that there is an enormous and growing use of this area by everyone. Visitor use exceeds the level of the state's three national parks combined. Trails are becoming crowded. The visits to the area are projected by the Forest Service to increase *five fold* over thirty years. While all of this is going on, OMB continues to discourage federal involvement in things like campgrounds, trail hostels, new trails, and other facilities to accommodate and disperse people. And, of course, their tight fist policy on reforestation is already known. The only thing I want to stress is that we retain the provision of the bill which requires the Administration to seek adequate funding to carry out land acquisition and to implement the management plan.

Working out a compromise bill has been very difficult for the congressional delegation in the House and for all parties involved. My heartfelt thanks go to all my colleagues in the House, to Dave Knibb and Doug Scott of the environmental groups, to Bob Witter and Jerry Grinstein of the user groups, and to the hundreds and hundreds of people who have written to us and participated in the making of a good but delicate compromise.



1 mountains, dotted with over seven hundred lakes, displaying  
2 unusual diversity of natural vegetation, and providing  
3 habitat for a variety of wildlife.

4 (2) This region is abundant in its multiple resources,  
5 including an abundant source of pure water, commercial  
6 forests, an outdoor laboratory for scientific research and  
7 educational activities, and opportunities for great diversity  
8 of recreational use and enjoyment during all seasons of the  
9 year, in particular for quality hunting, fishing, motorized  
10 recreation, skiing, picnicking, camping, rock collecting;  
11 nature study, backpacking, horseback riding, swimming, boat-  
12 ing, mountain climbing, and many others, together with the  
13 opportunity for millions of persons traveling through the  
14 periphery of the area to enjoy its unique values.

15 (b) Purposes of this Act: (1) In order to provide for  
16 public outdoor recreation and use and for economic utiliza-  
17 tion of commercial forest lands, geological features, lakes,  
18 streams and other resources in the Central Cascade Mountains  
19 of Washington State by present and future generations, there  
20 is hereby established, subject to valid existing rights an  
21 Alpine Lakes Area, including an Alpine Lakes Wilderness,  
22 an "Intended Wilderness" and a management unit, compris-  
23 ing approximately nine hundred and twenty thousand acres.

24 SEC. 3. (a) The Alpine Lakes Wilderness (hereinafter

1 referred to as the "wilderness"), the "Intended Wilderness",  
2 and the peripheral area (hereinafter referred to as the "man-  
3 agement unit"), shall comprise the areas so depicted on the  
4 map entitled "Alpine Lakes Area" and dated June 1976,  
5 which shall be on file and available for public inspection in  
6 the Office of the Chief, Forest Service, Department of Agri-  
7 culture. The Secretary of Agriculture (hereinafter referred to  
8 as the "Secretary") shall, as soon as practicable after the  
9 enactment of this Act, publish in the Federal Register a  
10 detailed description and map showing the boundaries of the  
11 wilderness, "intended wilderness", and the management unit.

12 (b) The Secretary shall administer the Federal lands  
13 in the management unit in accordance with the laws, rules,  
14 and regulations applicable to the national forests in such a  
15 manner as to provide for the management of all of the re-  
16 sources of the management unit.

17 (c) The Federal lands designated as the Alpine Lakes  
18 Wilderness shall be administered in accordance with the pro-  
19 visions of this Act and with the provisions of the Wilderness  
20 Act (78 Stat. 890), whichever is the more restrictive.

21 (d) Federal lands depicted on the map and legal de-  
22 scription as "Intended Wilderness" shall become part of the  
23 Alpine Lakes Wilderness at such time as the adjacent non-  
24 Federal lands, interests or other property become wilderness

1 according to the provisions of section 3 (e) of this Act, at  
2 which times the Secretary shall file a map and legal descrip-  
3 tion of such additions in the Federal Register.

4 (e) Non-federal lands depicted on the map and legal  
5 description as "Wilderness" and "Intended Wilderness  
6 Lands" shall become part of the Alpine Lakes Wilderness  
7 when acquired by the Federal Government in conformance  
8 with the acquisition program required by section 4 of this  
9 Act.

10 LAND ACQUISITION AND EXCHANGE

11 SEC. 4. (a) Within the boundaries of the wilderness and  
12 "Intended Wilderness Lands", the Secretary is authorized  
13 and directed to acquire with donated or appropriated  
14 funds, by gift, exchange, or otherwise, such non-Federal  
15 lands, interests, or any other property, in conformance with  
16 the provisions of section 4 of this Act: *Provided*, That any  
17 such lands, interests, or other property owned by or under  
18 the control of the State of Washington or any political sub-  
19 division thereof may be acquired only by donation or ex-  
20 change. Nothing in this Act shall be construed to limit or  
21 diminish the existing authority of the Secretary to acquire  
22 lands and interests therein within the Alpine Lakes Area in  
23 accordance with established law. Notwithstanding any other  
24 provision of law, any Federal property located within the  
25 management unit may, with the concurrence of the agency

1 having custody thereof, be transferred without consideration  
2 to the administrative jurisdiction of the Secretary for use by  
3 him in carrying out the purposes of this Act. The Secretary  
4 shall exercise caution in exchanging land so as not to impair  
5 substantially the programmed allowable timber harvest of  
6 the Mount Baker-Snoqualmie and Wenatchee National For-  
7 est. Amounts appropriated from the Land and Water Con-  
8 servation Fund shall be available for the acquisition of lands  
9 and interest for the purposes of this Act.

10 (b) In exercising his authority to acquire property by  
11 exchange, the Secretary may accept title to any non-Federal  
12 property located within the wilderness and intended wilder-  
13 ness lands, and convey to the owner of such property any  
14 national forest land within the State of Washington under  
15 the jurisdiction of the Secretary: *Provided*, That the Secre-  
16 tary may accept cash for or pay cash to the grantor in such  
17 an exchange in order to equalize minor differences in the  
18 values of the properties exchanged.

19 (c) (1) As non-Federal lands and interests in the  
20 wilderness and "intended wilderness" are acquired, and as  
21 they become protectable and administerable as wilderness,  
22 the lands shall become part of the Alpine Lakes Wilderness,  
23 and the Secretary shall publish from time to time a notice  
24 of such classification in the Federal Register. It is the  
25 intention of Congress that acquisition of the "Intended

1 Wilderness Lands" shall be completed no later than three  
2 years after the date of enactment of this Act. At any time  
3 after three years from the date of enactment of this Act, an  
4 action may be instituted by an owner, all of whose lands  
5 within the boundaries of the "intended wilderness" have been  
6 managed in such a way so as not to become unsuitable or  
7 unmanageable as wilderness (except for disturbance affect-  
8 ing a minor land area and found by the Secretary to have  
9 resulted from strictly accidental and unintentional circum-  
10 stances), against the United States in the district court for  
11 the district in which such lands are located, to require the  
12 Secretary to acquire immediately all of said owner's interest  
13 in such lands, interests and property and to pay in accord-  
14 ance with this section 4 just compensation for such lands, in-  
15 terest, and property the plaintiff may have which are not yet  
16 acquired pursuant to this section 4. By February 1 of each  
17 year, the Secretary shall report in writing to the Committees  
18 on Interior and Insular Affairs of the United States House  
19 of Representatives and the Senate, on the status of negotia-  
20 tions with private owners to effect exchanges and acquisition  
21 of non-Federal property.

22 (2) The United States will pay just compensation to  
23 the owner of any lands and interests acquired by and pur-  
24 suant to this Act. Such compensation shall be paid either:  
25 (A) by the Secretary of the Treasury from money appropri-

1 ated pursuant to this Act from the Land and Water Con-  
2 servation Fund, or from any other funds available for such  
3 use, upon certification to him by the Secretary, of the agreed  
4 negotiated value of such property, or the valuation of the  
5 property awarded by judgment, including interest at the rate  
6 of 8 per centum per annum from the date of the acquisition  
7 of the property or the date of filing an action according to  
8 the provisions of section 4 (c) (1) of this Act, whichever  
9 is earlier, to the date of payment therefor; or (B) by the  
10 Secretary, if the owner of the land concurs, with any fed-  
11 erally owned property available to him for purposes of ex-  
12 change pursuant to subsection 4 (b) ; or (C) by the Secre-  
13 tary using any combination of such money or federally  
14 owned property.

15 (3) Just compensation shall be the fair market value of  
16 the lands and interests acquired by and pursuant to this Act,  
17 and shall be determined as of the date of acquisition, *Pro-*  
18 *vided, however,* That the fair market value of those lands  
19 acquired from owners who, from the time of enactment of  
20 this Act to the time of acquisition of any such lands, have  
21 managed all lands within the "intended wilderness" under  
22 their ownership so as not to make such lands unsuitable or  
23 unmanageable as wilderness (except for disturbance af-  
24 fecting a minor land area and found by the Secretary to  
25 have resulted from strictly accidental and unintentional cir-

1 cumstances), shall be the sum of (A) the value of such  
2 lands and interests at the date of acquisition, plus (B) any  
3 loss of value of timber from casualty, deterioration, disease,  
4 or other natural causes from January 1, 1976, to the date  
5 of acquisition, with all existing and lost or damaged timber  
6 valued at the highest of (i) its market value on the date  
7 of acquisition, (ii) its market value on January 1, 1976,  
8 or (iii) the mean average market value between those dates:  
9 *And provided further,* That nothing in this Act shall be  
10 deemed or construed to deny to owners of non-Federal lands,  
11 or to change their rights to access to such lands or to manage  
12 the same for any otherwise lawful purpose prior to acquisi-  
13 tion thereof by the Secretary. For the purposes of this sec-  
14 tion, the owner of property is defined as the holder of fee  
15 title unless said property is subject to an agreement of sale  
16 entered into prior to April 1, 1976.

17 WILDERNESS MANAGEMENT PLAN

18 SEC. 5. In conjunction with the preparation of a wilder-  
19 ness management plan for the wilderness designated by this  
20 Act, the Secretary shall prepare a special study of the En-  
21 chantment Area of the Alpine Lakes Wilderness, taking into  
22 consideration its especially fragile nature, its ease of accessi-  
23 bility, its unusual attractiveness, and its resultant heavy  
24 recreational usage. The study shall explore the feasibility and  
25 benefits of establishing special provisions for managing the

1 Enchantment Area to protect its fragile beauty, while still  
2 maintaining the availability of the entire area for projected  
3 recreational demand.

4 MULTIPLE USE PLAN

5 SEC. 6. (a) Within two years of the enactment of this  
6 Act, the Secretary shall, in accordance with the provisions  
7 of this Act and other applicable acts governing the admin-  
8 istration of the National Forest system and with full public  
9 involvement required by this and other pertinent law, pre-  
10 pared, complete and begin to implement in accordance with  
11 the provision of subsection (b) a single multiple use plan  
12 for the Federal lands in the management unit.

13 (b) The management of the renewable resources will  
14 be in accordance with the Multiple-Use Sustained-Yield Act  
15 of 1960 (74 Stat. 215; 16 U.S.C. 528-531), with other  
16 applicable laws and regulations of the United States, and will  
17 be such to obtain multiple use and sustained yield of the  
18 several products and services obtained therefrom.

19 (c) The Secretary shall publish a notice of such plan  
20 in the Federal Register and shall transmit it to the President  
21 and to the United States House of Representatives and to  
22 the Senate. The completed plan will take effect and will be  
23 implemented no earlier than ninety calendar days and no  
24 later than one hundred and fifty calendar days from the date  
25 of such transmittal.

1 (d) The resources of the management unit shall be  
2 managed in accordance with the provisions of the multiple-  
3 use plan until such time as the plan may be revised accord-  
4 ing to the provisions of this section.

5 (e) The Secretary shall review the multiple-use plan  
6 from time to time and, with full public involvement, shall  
7 make any changes he deems necessary to carry out the pur-  
8 poses of this Act.

9 (f) The Secretary shall permit and encourage the use  
10 of renewable resources within the management unit, and  
11 nothing in this Act shall be construed to prohibit the con-  
12 duct of normal national forest programs during the formation  
13 of, nor to prohibit inclusion of such programs in the multiple-  
14 use plan required by this section.

15 AUTHORITIES OF THE STATE OF WASHINGTON

16 SEC. 7. (a) The Secretary shall permit hunting and fish-  
17 ing on lands and waters under his jurisdiction in accordance  
18 with applicable Federal and State laws. Except in emer-  
19 gencies, any regulations pursuant to this subsection shall be  
20 issued only after consultation with the fish and game depart-  
21 ments of the State of Washington. Nothing in this Act shall  
22 be construed as affecting the jurisdiction or responsibilities  
23 of these agencies.

24 (b) Nothing in this Act shall deprive the State of  
25 Washington or any political subdivisions thereof of its right

1 to exercise civil and criminal jurisdiction within the area or  
2 of its right to tax persons, corporations, franchises, or other  
3 non-Federal property, in or on lands and waters within  
4 the area.

5 AUTHORIZATION OF APPROPRIATIONS

6 SEC. 8. There is hereby authorized to be appropriated  
7 for the acquisition of lands and interests to carry out the  
8 purposes of this Act, not more than \$20,000,000 in fiscal  
9 year 1977, \$17,000,000 in fiscal year 1978, and \$20,-  
10 000,000 in fiscal year 1979, such sums to remain available  
11 until appropriated without fiscal year limitation. To prepare  
12 the multiple-use plan required by section 6 of this Act, there  
13 is authorized to be appropriated not more than \$500,000.  
14 Appropriation requests by the President to implement the  
15 multiple-use plan shall express in qualitative and quantitative  
16 terms the most rapid and judicious manner and methods to  
17 achieve the purposes of this Act. Amounts appropriated to  
18 carry out this Act shall be expended in accordance with the  
19 Budget Reform and Impoundment Control Act of 1974 (88  
20 Stat. 297).

Passed the House of Representatives June 8, 1976.

Attest: EDMUND L. HENSHAW, JR.,

*Clerk.*

The CHAIRMAN. On the first page he says: "I strongly support the language of the bill before you as well as the size of the wilderness to be created." Then over on the next page, he states: "We have a very delicate compromise which I believe has been fairly settled."

And on the final page: "Working out a compromise bill has been very difficult for the congressional delegation in the House and for all parties involved." I just refer to those excerpts, and I talked with Congressman Meeds last week, and again yesterday, about the compromise on the Alpine Lakes bill.

He made it very clear that in his judgment in order to get a good bill through this session, if we amend the bill and it goes back to the House, he might find it very difficult to get action because of the rules of the House which require unanimous consent for certain steps.

I want to commend most highly Congressman Meeds for the lead he has taken in pushing this legislation vigorously in the hearings he has held, may I say not only here in Washington but in the field as well. He has worked very closely with Members of the House, Senator Magnuson, and myself. Again I cannot commend him too highly for his work as a member of the House Interior Committee.

Our witness from the administration this morning will be Paul A. Vander Myde, Deputy Assistant Secretary for Research, Conservation and Education, Department of Agriculture.

We are glad to have you back with us, Mr. Vander Myde. May I say we are under some real time constraints this morning. The Senate has been in session since 9 o'clock. If we could summarize some of the statements, it would be most helpful. I have two other committees in session I am supposed to be meeting with now, as well as with the Senate in session, so if you could proceed and summarize as much as you can, then the whole statement will be in the record.

**STATEMENT OF PAUL A. VANDER MYDE, DEPUTY ASSISTANT SECRETARY FOR RESEARCH, CONSERVATION AND EDUCATION, DEPARTMENT OF AGRICULTURE, ACCOMPANIED BY REX RESLER, DEPUTY CHIEF, U.S. FOREST SERVICE**

Mr. VANDER MYDE. Thank you, Mr. Chairman, very much. I will try to be brief. I have a short statement that is prepared and I would also like to acknowledge the presence of Rex Resler, the Deputy Chief of the Forest Service who is with me at the table.

Mr. Chairman, we appreciate this opportunity to offer our comments on H.R. 7792 as passed by the House of Representatives on June 2, 1976. This bill has been labeled a compromise since it represents a position in between several proposals considered in the House and our proposal which was embodied in the original version of H.R. 7792.

Our proposal was to designate a 292,192-acre Alpine Lakes Wilderness on Mt. Baker-Snoqualmie-Wenatchee National Forests in the State of Washington. That proposal was transmitted to the Congress on May 20, 1975. We are still strongly in favor of wilderness designation for portions of the Alpine Lakes area, and recommend that our proposal be enacted in lieu of H.R. 7792. We do not favor the proposal embodied in H.R. 7792 as it was passed by the House.

We wish to emphasize that neither this Department nor the Forest Service participated in developing the most recent language now referred to as a compromise. We have continued to favor establishment of an Alpine Lakes Wilderness unencumbered by the various problems of land acquisition, substantially increased costs and management unit direction presented by H.R. 7792 as passed by the House.

We are concerned that modifications have been made to the boundary of our original wilderness proposal without the thorough study and analysis that accompanied the development of our recommendations. We conducted a thorough review of the area and its resources in arriving at our boundary proposals. Our study embodied very extensive public involvement, first to develop our recommendations, and then to take them through the National Environmental Policy Act process.

The President recently urged Congress to work more closely with the executive branch on proposed national forest additions to the national wilderness preservation system. A great amount of careful study goes into administration proposals to define manageable boundaries and to reflect reasonable trade-offs among various possible resources uses. The modifications that have been included in H.R. 7792 do not provide the most manageable boundaries, and would add to costs in terms of Federal acquisition, administrative expenditures, and opportunities foregone relative to the additional values obtained.

Some specific problems. There are three units embodied in the proposed congressionally delegated area—a wilderness, several areas of intended wilderness, and a management unit. We are particularly concerned about this designation of a management unit boundary. Essentially, that management unit is the planning unit that we used in our land management planning process. We are on record as to how that area will be managed to meet the public interest following extensive public involvement through the NEPA process. We believe that the management direction established through that process is reasonable and desirable, and are concerned that efforts might be made to legislate specific direction by adding rigid prescriptions for management of the unit. We view this with very real concern and hope that you will not add such management prescriptions. There seems to be no real need for legislating the management unit boundary. While it is true that the bill calls for a multiple use plan for this area, as I have stated, we are already publicly committed to preparing such a plan and further direction in law would be superfluous, and needless duplication of direction already afforded by the Multiple Use-Sustained Yield Act, the National Environmental Policy Act, and the Forest and Rangeland Renewable Resources Planning Act of 1974. There are two other considerations that arise because of this requirement in the bill for a multiple use plan.

One. A requirement in section 6(b) calls for "sustained yield of products and services." This is not defined, so we hope it is clear that the mix of the goods and services from the area will change from time to time as plans are revised. We would expect to continue to manage the outdoor recreation, range, water, wildlife, and timber resource in that area. We do not view the act as a requirement to create a separate sustained-yield timber unit.

Two. The multiple-use plan must be presented to Congress for a 90-day review period. We feel this establishes an undesirable precedent. We are now well into our multiple-use planning process and eventually will have several thousand such plans to cover the entire national forest system. It would be a substantial workload and an unrealistic and undesirable mixture of the distinct roles of the executive and legislative branches to present all such plans to the Congress. In addition, the Department of Justice has expressed the view that such provisions infringe on the constitutional power and responsibility of the executive branch.

#### PRIVATE LAND ACQUISITION

We are extremely concerned with the requirements regarding private land acquisition within the intended wilderness. A 3-year limit for acquisition is established to be followed by inverse condemnation on the part of the private landowners. This is, in fact, a delayed legislative taking, and will probably make it very difficult to acquire these lands through land exchange. A restriction on land exchanges in section 4(a) to prevent substantial impairment of the allowable timber harvest on the three national forests further limits the opportunities for exchange, and would increase the possibility that all lands would have to be purchased. Under condemnation or threat of inverse condemnation, the cost will probably increase significantly over present estimates of value.

It has been our experience that awards on condemnation have run considerably higher than our appraised value. A recent study conducted by the Forest Service for the years 1971-1975, shows that awards on a national basis averaged  $2\frac{1}{2}$  times the appraised value. Therefore, we expect that the cost of acquisition could be substantially above the authorization in section 8. In any event, to require an agency to negotiate land acquisition under the conditions of this bill can be expected to substantially increase costs to the United States.

The purchase authority provided in section 4(a) includes authorization to use the L. & W.C.F. moneys. Because of the 15 percent limitation in the Land and Water Conservation Fund Act regarding purchases west of the 100th meridian, it would require all of the L. & W.C.F. moneys available to the Forest Service in the West for the next 5 years to cover the 43,543 acres of acquisition in the intended wilderness.

In addition, there are 1,702 acres of non-Federal land in the proposed wilderness to be acquired. Thus, we would have to stop all other L. & W.C.F. acquisition in the other States west of the 100th meridian for the next 5 years at the present level of funding. Also, in order to maintain the 15 percent to 85 percent balance required by the L. & W.C.F. Act, with such large expenditures in the West, approximately \$700 million would have to be spent in the East, during that period, or the ratio would have to be changed.

#### SPECIAL PAYMENTS TO LANDOWNERS

We are also very much concerned over the unprecedented payment/evaluation system that would be established for providing payment to private landowners. The proposed system is contrary to the method

for determining fair market value in the Real Property Acquisition Act, although the language seeks to imply that fair market value would apply. The provision for paying "mean average market value" between certain dates would raise questions regarding how the average would be determined. For example, would it be based on quarterly figures, monthly, weekly, daily, or what? Also, determining values as of January 1, 1976, and also at time of acquisition would impose costly surveys of timber quality and quantity in order to determine values retroactively and keep values up-to-date.

In conclusion, we strongly recommend that the legislative designation for this area be limited to our original proposal a 292,000-acre wilderness. Our proposed land management plan for the Alpine Lakes Area reflects our concern that this area be managed for its unique wilderness and recreational value, and we feel that expansion of the boundaries of the congressional designated area is not necessary. We will place emphasis in our management on coordination with private owners and State and local government to protect, enhance, and develop the area's natural resources.

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

The CHAIRMAN. Mr. Vander Myde, thank you for your statement. We have a roll call underway to which I will have to go and we will have to suspend for a minute.

First, on the reverse condemnation proceedings, if such action is taken, the Justice Department funds, judgment funds, will not come out of land and water funds, right?

Mr. VANDER MYDE. They would not, Mr. Chairman.

The CHAIRMAN. I wanted to make the record clear on that, so that aspect of it would be clarified.

Now, the House in effect added 100,000 acres. I believe the Forest Service in its studies referred to at least some 80,000-odd-acres of the 100,000-acres as being of wilderness status, am I correct?

Mr. VANDER MYDE. That is correct, Mr. Chairman.

The CHAIRMAN. So, Mr. Vander Myde, I understand your position here but I must say when one looks at all of the conflicting points of view, the view of the administration, the view of the industry, the view of the conservation groups here, I think the House has done a very good job under all of these circumstances. It doesn't satisfy the administration, it doesn't satisfy the conservationists, it doesn't satisfy the industry people, and I would like to see a better arrangement.

The problem is we have tried to come up with a solution and I think the House has done quite a commendable job. I just want to present my views on it. I hope the administration will see fit to recommend to the President that he sign the bill even though there may be some reservations about it.

Mr. VANDER MYDE. We are concerned about the very high acquisition costs in the bill along with the potential administrative expenditures.

The CHAIRMAN. I want to thank you for your statement, both of you gentlemen, and for being here. That is all I have for now. If we need anything further we will be in touch with you.

I will ask the panel to come forward. I have to run over and answer the roll call. That is the last call.

[Recess.]

The CHAIRMAN. We are delighted to welcome the panel to the committee. To the extent you can, the Chair would appreciate summarizing your prepared statements. I am alone here and I have two other committee meetings going on, and we are back on the tax bill now with votes every 25 or 30 minutes. I hope you will understand the situation we are operating under. I hate to do it this way, but I know of no other solution.

Therefore, the Chair would appreciate, to the extent you can, the summarizing of statements. Your entire statements will, of course, go in the record.

How do you want to start?

Mr. WINN. I will start, Mr. Chairman, and we will go down the table in the order of the witness list.

The CHAIRMAN. We are delighted to have your statement.

**STATEMENT OF NORM WINN, PRESIDENT, SEATTLE MOUNTAINEERS; POLLY DYER, SECRETARY, NORTH CASCADES CONSERVATION COUNCIL; DAVID G. KNIBB, FEDERATION OF OUTDOOR WESTERN CLUBS; HAL LINDSTROM, ALPINE LAKES PROTECTION SOCIETY; BROCK EVANS, DIRECTOR OF WASHINGTON, D.C. OFFICE, SIERRA CLUB**

Mr. WINN. I am Norman Winn, president of the Mountaineers. We are the largest single outdoor organization in the northwest, with more than 9,000 members. We were organized in 1906 and from the very first our club has been associated with the Alpine Lakes region. We wrote of it in our first bulletin in 1907. That was the year when a "local walk" was a 2 or 3 day hike from Snoqualmie Falls to the summit of Mt. Si. Today the Alpine Lakes region is within 1 hour's drive of the major metropolitan areas encompassing half of the State's population and the entire area can be reached within a 2 or 3-hour drive.

In my comments I would like to discuss recreation use of the Alpine Lakes since this is a subject in which the Mountaineers have considerable experience. In 1975 we had more than 400 trips into the Alpine Lakes area, and these trips represented more than 8,000 "man days" of travel. These trips included hiking, backpacking, climbing, kayaking, snowshoeing, cross-country skiing and nature study. These organized trips by the Mountaineers constitute only a small part of the total recreational useage of this area. Boy Scouts, church groups, youth groups, college classes, other outdoor organizations and many individuals also enjoy this magnificent area. In addition to the statistics cited above, the Mountaineers own three ski lodges on the perimeter of the area, and there is heavy use of commercial ski areas at Stevens Pass and Snoqualmie Pass. The Alpine Lakes area has more hiker use than all three national parks in the State of Washington combined. There is more outdoor recreation use in this area than in the North Cascades National Park and the Olympic National Park combined.

The Forest Service recognizes that recreation is a big part of its job. Both the Snoqualmie-Mount Baker National Forest and the Wenatchee National Forest have full-time recreation staff officers. Each reneger district has a man assigned to recreation. Forest Serv-

ice statistics indicate that recreation use in the Alpine Lakes has approximately doubled in the past few years. This heavy useage puts pressure on the land, as well as putting a strain on the Forest Service resources.

An increase in outdoor recreation is also reflected in the sales of outdoor equipment. Two of the largest retailers in the United States have their headquarters in Seattle. Sales of Recreation Equipment, Inc., which is a cooperative which sells outdoor equipment, rose from \$7 million in 1970 to \$21 million in 1975. During that same period, membership in REI rose from 182,000 in 1970 to 505,000 in 1975. In addition to this substantial growth at REI, other smaller retailers have opened new stores, not only in Seattle, but in many other communities to serve the expanding outdoor recreation market.

It is important to recognize that the Alpine Lakes area serves a variety of recreation uses. Mountain climbers, including Governor Dan Evans and Representative Joel Pritchard enjoy climbing the high rugged peaks in the interior of this area. I have also climbed many of the major peaks in the area, sometimes under sunny skies, and lead mountain climbs for the Mountaineers in the Alpine Lakes every year.

Although climbing is an important part of the Mountaineers outdoor program, we recognize that in terms of numbers, climbers are a small percentage of the total recreation users. Many of the outdoor recreation users are backpackers and hikers and many of them stay in the perimeter of the area. While climbers enjoy the rugged peaks, many hikers and backpackers and fishermen enjoy the timbered valleys and lakes and meadows. Car camping on the perimeter of the area is very popular. As the name Alpine Lakes would indicate, fishing is prevalent, and hunting, rock hounding, and winter sports occur throughout the area.

Generally, these nonmotorized activities are compatible with each other. However, the Alpine Lakes area is also very popular among those who use trail bikes, jeeps, snowmobiles, and other all-terrain vehicles. These activities are not something I enjoy, but they are certainly a factor in the total recreational picture. These motorized uses can and do conflict with nonmotorized recreation and most of this conflict occurs in the perimeter area. It is also in the perimeter area where the conflict between recreation and other uses such as logging is most acute.

A detailed study done for the Alpine Lakes Protection Society established that 424 miles of trail in the perimeter area that formerly existed are no longer in existence. At the present time there are only 230 miles of trail in the perimeter area, although this is in an area of heavy and increasing useage. The Forest Service has budgetary problems which we appreciate, and these budgetary constraints result in new roads which are constructed out of timber receipts but few new trails.

The Mountaineers strongly support the creation of a wilderness as enacted in the House bill, subject to some specific comments on boundaries made by another speaker. However, the Mountaineers believe that the House bill fails to recognize the great importance of recreation in the Alpine Lakes region and fails to establish rec-

recreation as the primary use in the management unit. The House bill calls for a multiple use plan to be prepared by the Forest Service, which is essentially the status quo and fails to deal with many pressing problems in the area.

The House bill provides funds for land acquisition but no funds for recreation. During the period 1960-70 only 12 percent of the Forest Service budget request was for recreation, and of that only 40 percent of the request was in fact appropriated. This minimal amount of funding has resulted in loss of trails, lack of campgrounds, inadequate personnel and conflicts between recreation users. The House bill fails to recognize that the management of the perimeter or management unit will have a direct impact on the wilderness created by the House bill.

For these reasons we recommend that in addition to the wilderness provision that the legislation provide for a comprehensive management plan which gives priority to recreation and provides adequate funding to meet the expanding recreation use of the Alpine Lakes area.

Mr. Chairman, we are pleased to make available for distribution to the committee copies of "The Alpine Lakes," a book published by the Mountaineers several years ago. I have personally hiked and climbed in many of the areas shown in the book and so have many other Mountaineers and outdoor users. We believe that after you have had an opportunity to read this book you will understand our strong feeling for this magnificent land that we know, use, and cherish.

Thank you.

The CHAIRMAN. Thank you, Mr. Winn, for a very fine statement. We are delighted to welcome back Polly Dyer to the committee.

#### **STATEMENT OF POLLY DYER, SECRETARY, NORTH CASCADES CONSERVATION COUNCIL**

Ms. DYER. I am pleased to be here, Mr. Chairman, and speak in support of classifying the Alpine Lakes as wilderness as outlined in the bill before you.

I am Polly Dyer, secretary (and a founder, in 1957) of the North Cascades Conservation Council, 13245, 40th Avenue Northeast, Seattle, Wash. 98125.

We are especially pleased to appear before you today to speak in support of classifying the Alpine Lakes Wilderness as outlined in the bill before you and to support designation of the peripheral area for special management.

The Alpine Lakes has been one of the principal areas studied by the North Cascades Conservation Council since it was organized in 1957. We recognized and recommended then wilderness classification of "de facto wilderness" in that area, as well as proposing that some previously altered areas be allowed to revert to a natural state to again become and be afforded wilderness protection. Some of the areas in a wild state when we first advocated retention as wilderness to the U.S. Forest Service in the late 1950's and in the 1960's, have since been penetrated by roads and were logged without prior formal study as to their long range fate. Among these were the Eightmile Creek areas

south of Icicle Creek and the Cooper Lake and Cooper Pass areas on the south side.

The North Cascades Conservation Council also concurred and still concurs in the excellent proposal first advanced by the Alpine Lakes Protection Society to establish a national recreation area surrounding the Alpine Lakes Wilderness core. We recognize the bill passed by the House and before you today does not include a national recreation area, but instead it is categorized as a "management unit" to be administered by the U.S. Forest Service. The North Cascades Conservation Council continued to believe that designation of the periphery as a national recreation area with management appropriate for that purpose is superior to an administrative "management unit" and would be in the best interests of the Nation.

There are certain areas that should yet receive special consideration or study, and the balance of my remarks will be directed to these specifically.

#### ROAD CORRIDORS

We recommend that the U.S. Forest Service be required to make special studies of the road corridors that penetrate into the Alpine Lakes Wilderness. These are primarily in river valleys. Some of the roads are in a deteriorating condition and it may be that they can appropriately be allowed to revert to a trail condition and the adjacent area to a natural state. If comprehensive studies should reach this type of conclusion, this may, in effect, give greater protection to the wilderness heartland.

Going clockwise around the map located to your right, starting on the west side, the road corridors we identify as needing special studies are:

(a) Middle Fork of the Snoqualmie River. You will note that this corridor slashes deeply in the Alpine Lakes Wilderness. Much of its upper area has already started to revert to a trail-like condition. Other parts are in poor shape. Studies here might reveal the possibility of gradually phasing out this intrusion over a period of time.

(b) Taylor River. This is also on the west side, north of the Middle Fork of Snoqualmie.

(c) Lenox River. Potential closure and reversion to trail might be a logical recommendation after study. If so, you can see that this northwest corner of a bisected wilderness could be enhanced.

(d) West and East Forks of the Miller River. Both of these forks already have a good start on reverting to a natural state; the West Fork is becoming nearly impassable. The East Fork might be found to be an asset for valley walking and fishing experience along the river, should studies find it feasible to close the bridge approaching the East Fork of the Miller.

(e) West Fork, Foss River. This is not as narrow a corridor as those just mentioned. However, a study along this stream and road could be especially important to possible streamside protection.

(f) Icicle Creek. On the east side, this is a major stream. As the wilderness boundaries are proposed in the House bill, this is a much wider corridor than that originally proposed by the conservationists. It is a corridor requiring especially sensitive treatment. Earlier the

conservation groups had recommended studies to the Forest Service to determine the long range feasibility to gradually phase out the Icicle Creek road and possibly increase the area's potential for dispersed types of recreation once termed backcountry by the Forest Service.

(g) Eightmile Creek. This extends southward from Icicle Creek. It needs special treatment and rehabilitation. Eightmile is one of the areas the NCCC and others, in the 1960's tried to convince the Forest Service should not be logged and should be studied for wilderness, but without success.

(h) North Fork, Teanaway River (to the south). Although it does not penetrate the wilderness outlined in the House bill, nevertheless, it is part of an extensive undeveloped, roadless area and should receive particular attention through comprehensive study.

(i) Cle Elum River. I omitted in my statement the Cle Elum River corridor and I will add to my remarks on that later.

(j) Cooper River, Cooper Lake, and Cooper Pass. This is no longer exactly a "corridor." In the 1950's it was de facto wilderness—an area where the local conservation groups tried desperately to persuade the U.S. Forest Service to withhold roads and logging, to no avail. Subsequently, it was subjected to the most destructive kinds of road building and logging. The area should never again be logged and whatever second growth does mature should be allowed to develop into a climax forest, the road put to bed, and the area allowed eventually to regain a natural beauty. We recommend special studies by the Forest Service to achieve this recovery.

(k) Box Canyon. Also on the south side, it is a short canyon, where a study to eliminate or ameliorate the intruding road is a necessity.

#### MANAGEMENT UNIT—NATIONAL RECREATION AREA—BOUNDARY CHANGES

Certain areas excluded from the House bill have special characteristics that can best be recognized and given more adequate attention by being included as part of the management unit—or national recreation area:

(1) Devil's Gulch. This is a gem of a gulch at the southeast segment of the area. It has been recognized by some Forest Service personnel as having superb scenic qualities and they, as well as the general public, know it as a lovely place where the trees, if logged, would practically be a tree-mining operation, that is, growth a second time around would not be expected to be in accordance with the sustained yield principle.

(2) Baring Mountain. Located on the north side, just at the edge of the boundary, we are unable to understand why this scenic and popular area was omitted. It belongs inside the management unit—or national recreation area—where it can receive, hopefully, more sensitive treatment and not be subjected to intensive exploitation.

(3) Nason Ridge. To the northwest, half of Nason Ridge is inside the management unit proposal—or national recreation area—with the north half excluded. In its entirety, Nason Ridge is one of the Forest Service's inventoried roadless, undeveloped areas; it should be given special attention and sensitive management on both north and south

slopes. Although it has not been formally proposed for wilderness classification, many of us believe it should be studied for that possibility.

(4) Mr. Si. Although not in Federal jurisdiction, Mr. Si to the west is an integral part of the overall Alpine Lakes area and should receive protection, and management as a part of the management unit—or, preferably, in a national recreation area.

(5) Skykomish. This general developed area, including the town of Skykomish, could be removed from the management unit without any problem.

#### ALPINE LAKES WILDERNESS

In the compromise for the area to be classified as wilderness adopted by the House of Representatives, the original 575,000 acres proposed for wilderness in H.R. 3977 was considerably reduced. The area eliminated also has high wilderness value. However, we only wish to bring your attention to three particular omissions which are most important for wilderness inclusion:

(A) Deception Cree. On the north side, about one-quarter mile of a level trail lies within approximately 120 acres of magnificent old-growth forest. All in the national forest's jurisdiction, it is an easy hike from the nearby roadside picnic area. Its deletion from wilderness to be recommended occurred when boundaries on an earlier map were apparently incorrectly drafted.

(B) Hope Lake and Tunnel Creek Drainage. Also on the north side, this is within section 33, within a railroad land grant section. It is one of the country's precious little jewel-like areas of wilderness beauty.

(C) Esmeralda Basin and Peak. To the south, this is an extraordinarily beautiful wilderness. Its present wild aspects should receive the greater dignity and protection available as classified wilderness than it can anticipate under the dispersed recreation category leading to intensive recreation and ATV use.

I appreciate your courtesy in hearing me today. The Alpine Lakes is a national treasure of wilderness and a non-wilderness recreation area. Here, the majority of outdoor recreationists, from wilderness-seeking backpackers and horse travelers to the riverside picnickers, readily turn for a respite from the extensive built-up and out environment of our cities and towns.

In addition to these recommendations and comments, the North Cascades Conservation Council joins the others speaking on behalf of the conservation groups in support of the particular statements they have submitted.

The CHAIRMAN. Thank you, Polly, that was an excellent statement.

Mr. Knibb, we are pleased to welcome you to the committee representing the Alpine Lakes Protection Association.

#### STATEMENT OF DAVID G. KNIBB, FEDERATION OF OUTDOOR WESTERN CLUBS

Mr. KNIBB. Thank you, Mr. Chairman. First of all, the record should be corrected to indicate I am speaking on behalf of the Federation of Outdoor Western Clubs and Mr. Lindstrom is speaking on behalf of the Alpine Lakes Protection Society.

The federation has within it approximately 45 outdoor regional organizations and I have also been actively involved with Alpine Lakes Protection Society so it is understandable why I might have been associated with that group.

We have inherited a problem of the first magnitude here, due to the Land Grant Acts which gave incentive to the railroads in constructing their lines across the country, alternating sections and townships through which they pass. We have encouraged as a result of that a checkerboard land ownership pattern which has been a source of almost all of the controversy this bill has created.

I would like first to speak to a couple of points about the way we have tried to deal with this checkerboard land ownership problem in the Alpine Lakes Wilderness. There are two provisions in this bill which to my knowledge are unique and which I feel are entirely justified and necessary to deal with the unique problem we have inherited here. One of these is the designation of an intended wilderness area and the provisions upon acquisition of the intermingled private lands, those lands would automatically become wilderness. This is simply a logical extension of existing Forest Service policy that they have in many other areas, declared to manage their own lands in a checkerboard pattern as wilderness pending acquisition of the intermingled private lands and as soon as those private lands were acquired, they would then request the entire area be designated by Congress as wilderness.

I think this bill is a wise way of dealing with the problem. It eliminates the need of having the Forest Service come running back to Congress and ask them to pass another law to add some more wilderness in. This bill provides it shall become automatically wilderness as those acquisitions are done. That is on an area-by-area basis rather than for the entire thing. I think that is a logical extension of existing policy and is not as unprecedented as witnesses have indicated.

Second, the inverse condemnation situation is the recognition of the need to balance and the need of the private acquisition of these lands of allowance of what is hopefully adequate time to complete negotiations for land exchange. In my written remarks, I have gone into more elaborately some of the reasons why this is not as unprecedented as some of the debate on the House floor would have indicated. Specifically, the concern expressed on the floor of the House that the inverse condemnation provision would have the effect of placing the Alpine Lakes area ahead of other areas in terms of acquisition is an argument that is not well founded in light of the long history of efforts to have this area classified.

Lastly, let me speak briefly about the management unit and the checkerboard land ownership problem there. I think the map here graphically illustrates the extent of the problem. The current bill provides only for the Forest Service to manage and to develop management plans for the Federal lands within that area which are the lighter colored sections, and I think all you have to do is look at that map and see what an impossible situation this creates and why we feel as we have indicated on numerous occasions in the past, provisions relating to the Federal lands will not be added.

I thank you for the opportunity to appear on behalf of the Federation of Outdoor Western Clubs.

The CHAIRMAN. Thank you, Mr. Knibb. Your full statement will be incorporated in the record at this point, and thank you for summarizing.

[The prepared statement of Mr. Knibb follows:]

STATEMENT OF DAVID G. KNIBB, FEDERATION OF OUTDOOR WESTERN CLUBS

My name is David G. Knibb. I am an attorney in private practice in Seattle, Washington, and I have devoted a significant portion of the last seven years to the Alpine Lakes area. I have been active with Alpine Lakes Protection Society (ALPS), and served as president of that organization two years ago. I have worked with other environmental groups interested in protection of this area. Several years ago I conducted a comprehensive review of national recreation area legislation which culminated in a law review article I authored entitled *National Recreation Areas: Evolving Legislative Answer to Land Use Conflicts*, published in 6 LINCOLN L. REV. 1 (1970).

My long-term interest in the Alpine Lakes areas is also a product of my background and experience in public land management issues. I have a forest management degree and was employed four years as a timber management assistant by the U.S. Forest Service, Okanogan National Forest, Washington State. More recently, I was appointed by Governor Evans to the Washington State Forest Practices Board where we have recently completed comprehensive regulations applicable to all state and private forest lands in Washington.

I would like to direct my remarks to certain aspects of the compromise bill which passed the House of Representatives and is now before this Committee.

First, it is important to explain the compromise reached between environmental and industry representatives in the House of Representatives from the standpoint of what it means and does not mean. At *all* times during those negotiations it was clearly expressed that these negotiations were aimed solely at avoiding an impasse and floor fight in the House of Representatives. When the results of these negotiations were presented to our Washington State Congressional delegation, our environmental spokesman expressly reaffirmed that we had consented to this compromise only with respect to the House and that we would not consider ourselves bound by it in the Senate. Thus, industry can claim neither surprise nor prejudice by the positions we are urging before this Committee.

On the other hand, we do not lightly abandon seriously negotiated and carefully balanced agreements. It is our desire even though that compromise is deficient in many ways, that Alpine Lakes legislation be enacted into law in this session of Congress. If the deficiencies in this bill prove to be as serious as we foresee, it may well be necessary for Congress to consider remedial legislation in the near future.

One specific provision in the House compromise bill deserves special attention. Section 4(c)(1) authorizes commencement of an inverse condemnation action within three years by any landowner owning land within the Intended Wilderness if negotiations have not resulted in a land exchange agreement by that time. This provision received critical comment from some House members during the floor debates on this bill. See Congressional Record—House, June 8, 1976, page H5412. I further understand that the U.S. Forest Service, responsible for managing this area, is quite concerned about this three-year period.

Based upon my personal experience with land exchange programs and my awareness of the procedures involved, I believe that the Forest Service concern about the shortness of this time should be given recognition. We would be willing to see that provision modified extending the negotiation period from three to five years before an inverse condemnation action could be commenced. We believe that this extension would allow the Forest Service a more reasonable period of time in which to negotiate and complete land exchange agreements.

I would like to address a few remarks to the question of costs of acquisition. Section 8 of this bill authorizes appropriations totaling \$57,000,000 for acquisition of private in-holdings. Most of these in-holdings are owned by three major landowners: The Weyerhaeuser Corporation, Burlington Northern Railroad and Pack River Company. Since all three of these companies are engaged in long-

term forest management and timber production, I think it unlikely that any of them are interested in selling their land to the Federal Government. Their interest will be in land exchanges which maintain their land-base for a continuation of their management and timber production policies. Thus, while \$57,000,000 may be a fair estimate of the value of those lands (and our own estimates indicate that this figure is highly inflated) we believe that any fears based upon the size of these potential expenditures is unfounded.

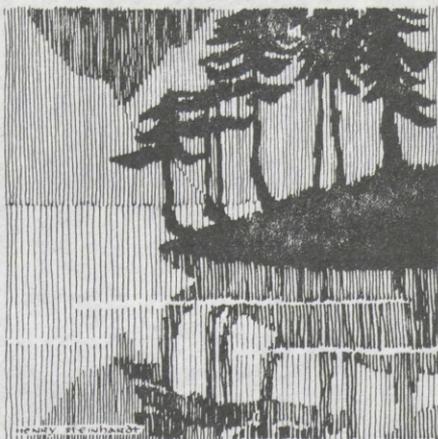
Concern was also expressed in the floor debates in the House of Representatives that the inverse condemnation procedure would, in effect, place the Alpine Lakes ahead of other Wilderness areas in priority of acquisition of in-holdings. As I have already explained, I do not think this provision will jeopardize the purchase of in-holdings in other areas because the landowners here are more interested in exchanges than sales.

Secondly, to the extent that this rearranging of priorities in fact occurs, the circumstances in the Alpine Lakes completely justify that result. This Committee should be aware that the Alpine Lakes have been under consideration for special designation for many years. In 1946 the Regional Forester of the Pacific Northwest Region of the U.S. Forest Service designated 243,000 acres of this region as the Alpine Lakes Limited Area pending completion of management studies and special designation. The area was studied by the North Cascades Study Team, comprised of representatives from the Departments of Agriculture and the Interior in the 1960's. That team formally recommended Wilderness classification for substantial portions of the area. In 1963 citizen groups announced their own proposal for special designation of the Alpine Lakes area. The U.S. Forest Service conducted an exhaustive review of the area in 1973 with a special study team, public meetings and formal administrative hearings. Bills to establish an Alpine Lakes Wilderness have been introduced in every session of Congress since 1972. When the North Cascades National Park was established, the Alpine Lakes area was considered for possible designation at that time, but the decision was deferred until now.

This summary description demonstrates that efforts to establish a special classification for the Alpine Lakes area have been under way for twenty years. It is unfortunate that a final decision has been delayed this long, but against this background, we do not believe objections about acquisitions being taken out of priority are well taken. If the Alpine Lakes area had been considered for special designation as promptly as many other areas have received that consideration, there would be no objections today about acquisition priorities because the Alpine Lakes would already be near the top of the list.

We still support the provisions of HR 3977, the citizen's proposal for the Alpine Lakes which was introduced in the House of Representatives in 1975. We still feel that the provisions contained in that bill are the only long-range answer to the land use and resource conflicts which exist in this area. We urge this Committee to favorably consider those provisions in its deliberations on this bill. For a more thorough discussion of those provisions, and the reasons for them, I refer you to the book entitled *Alpine Lakes Wilderness and National Recreation Area, A Legislative Analysis of HR 3977*, prepared by Alpine Lakes Protection Society in June, 1975, a copy of which I am attaching as an exhibit to these remarks.

It is an honor for me to speak to you on the subject of the Alpine Lakes area.



# Alpine Lakes Wilderness and National Recreation Area

AN  
ALPINE LAKES WILDERNESS  
AND  
NATIONAL RECREATION AREA

A Legislative Analysis  
of H.R. 3977

June, 1975

Alpine Lakes Protection Society  
P. O. Box 761  
Ellensburg, Washington 98926

ABSTRACTH.R. 3977, CITIZEN PROPOSAL FOR THE ALPINE LAKES

A number of citizen groups sponsored a bill which has been introduced in Congress for the Alpine Lakes (H.R. 3977). One of these groups is the Alpine Lakes Protection Society, ALPS, which has devoted its attention exclusively to this area for seven years. The main features of H.R. 3977 are:

Creation of a one million twelve thousand acre Alpine Lakes National Recreation Area, with a Wilderness Area core of five hundred seventy-five thousand acres as part of it.

Management of the area by the U. S. Forest Service, with primary emphasis upon all forms of outdoor recreation. Other multiple use activities would be allowed in the perimeter (outside the Wilderness) to the extent they do not unreasonably interfere with recreation and the area's scenic resources. The Forest Service would be required to develop specific management plans for the entire National Recreation Area.

The upper segments of road corridors on the Middle Fork Snoqualmie, Cle Elum, Icicle, and North Fork Teanaway Rivers would be studied for proper future management.

Timber harvest methods would be regulated in the perimeter. Private lands would continue to be zoned by local governments, but subject to standards designed to assure uniform land use regulations throughout the four county area (Chelan, King, Kittitas, Snohomish).

Private lands within the Wilderness would be acquired by purchase or trade on a stepped-up exchange program. Lands in the perimeter would not be acquired except in the event of serious resource conflicts or at the owner's preference. Condemnation could be employed only after other procedures designed to eliminate the conflict have failed. Special provisions on valuation are included to assure protection of private property rights. Purchase of less than fee interests, such as scenic easements, would be authorized.

Hunting and fishing would continue under the jurisdiction of the State Game and Fisheries Departments.

No new mining claims would be allowed in the Wilderness. New mining in the perimeter would be allowed under a leasing system in lieu of the claim filing and patent procedures now in effect.

Utility easements for power lines, etc. would be confined to existing corridors, with Stampede Pass preferred over Snoqualmie Pass for future rights-of-way.

Major streams within the NRA would be studied for classification under The Wild and Scenic Rivers Act. New dams would be prohibited, but existing irrigation and municipal water diversions could continue.

Much needed funds for balanced management of the Alpine Lakes could be appropriated.

Checkerboard land management problems would be dealt with squarely, by initiating a program of land exchanges or purchase in the Wilderness, and by the development of a consistent program of management and zoning on lands in the recreational perimeter.

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## I. Introduction

This legislative analysis has been prepared to aid the Congress in its deliberations over land use issues in the Alpine Lakes region of Washington State. It is designed to explain why H.R. 3977, a bill establishing an Alpine Lakes Wilderness and National Recreation Area, merits passage by the Congress. This legislation is supported by a number of citizens groups, including the Alpine Lakes Protection Society (ALPS).

This document is organized as follows. First, a brief overview of the Alpine Lakes issue is presented. Section II. of the analysis is devoted to a detailed discussion of management issues in the Alpine Lakes region. Section III. discusses the alternative proposals for management in the Alpine Lakes region now before Congress. Section IV. discusses impacts of the citizens' proposal (H.R. 3977) in contrast to selected impacts of the other legislative proposals.

The Alpine Lakes area is located less than one hour's drive east of Seattle. It is generally regarded to be the area to the north of Snoqualmie Pass, to the south of Stevens Pass, to the west of Swauk Pass, and to the east of the foothills of the Cascade Mountains. Map 1 shows the relative location of the region in the State of Washington.

The Alpine Lakes region is a rugged mountainous area approximately 40 by 60 miles in size, with elevations ranging from near sea level to over 9,000 feet. Map 2 provides some general information about the region, while a detailed map is contained in the slipcase at the end of this document. The region is beautifully portrayed in the book published by the Mountaineers, entitled The Alpine Lakes (Mountaineers). This book has been made available to Members of Congress. Instead of trying to describe the region's scenery here, readers are referred to The Alpine

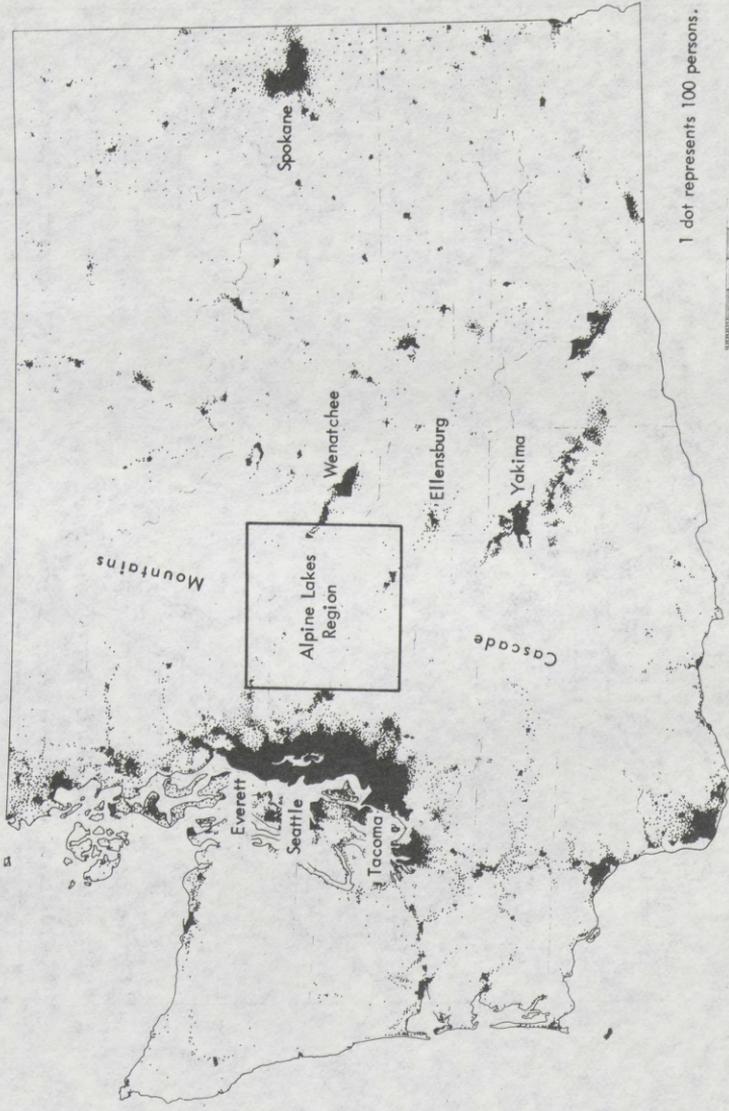
Lakes. The Forest Service has also provided a description of the region in Section I. of the Final Environmental Statement for the Alpine Lakes region (USFS, 1974a). While citizen groups will be making visual presentations to Members of Congress, it is hoped that Congressmen will be able to make a field trip to the Alpine Lakes region this session.

The Alpine Lakes region has become a favorite location for mass recreation activities. Other land uses include water resource developments, timber production, mining, grazing, utility corridors, and transportation systems. The relative importance of these uses has changed over time and is continuing to change. The most important recent change in land use in the Alpine Lakes region has been the increasing relative importance of recreational activity.

#### Land Use Classification and the Alpine Lakes

The recreational resources of the Alpine Lakes region have been identified in many studies. In 1946 the Forest Service designated 243,000 acres in the wilderness core of the region as a Limited Area in recognition of its outstanding wilderness values. The North Cascades Study Team Report of 1965 made reference to the Alpine Lakes region. Disagreement between the National Park Service and the Forest Service was evident in that landmark study. The National Park Service urged the establishment of a relatively large Wilderness area in the region and observed that:

The recreational lands...surrounding the wilderness heartland of the Alpine Lakes and Mount Stuart... are also of especial value in serving both State and out-of-State needs, and offer a wide variety of recreation opportunity. These areas should be given special protection and management for recreational use. (North Cascades Study Team, p. 181)



Map 1. Location of the Alpine Lakes region relative to population centers in Washington State



In contrast to the National Park Service position, the Forest Service recommended two small Wilderness Areas and no special management policies for the surrounding region. The 1965 Forest Service Wilderness proposal was smaller than today's forest products industry proposal (H.R. 3978). Since 1965 the Forest Service has greatly modified its management proposals for the Alpine Lakes, and is now recommending a much larger Wilderness Area.

The management alternatives resulting from the 1972-73 Forest Service Alpine Lakes Land Use Study included a Wilderness alternative previously developed by the Forest Service for the 1965 North Cascades Study Team Report, as well as alternatives including more Wilderness land. By early 1973 the Forest Service recognized that much of the land surrounding the Wilderness was suitable for classification as a National Recreation Area (USFS, 1973a). The initial public response to these alternative proposals was evaluated by the Forest Service, and a revised management proposal was made public in July, 1973 (USFS, 1973b). The Wilderness area in this revised Forest Service proposal was larger than in any of the previous Forest Service alternatives. Furthermore, the Forest Service proposed designation of a "Management Unit" surrounding the Wilderness which would be:

managed as a unit for total resource use in a manner compatible with the scenic and recreational values of the area. (USFS, 1973b, p. 7)

Thus, after the passage of almost a decade the Forest Service embraced a management position for the region which was quite similar to that proposed by the National Park Service in 1965. (North Cascades Study Team, p. 181)

It is significant that the Forest Service responded to citizen pressures to give greater emphasis to recreational values in the management of the region. Following the presentation of its draft proposal for the region, the Forest Service held hearings on this proposal in October, 1973. The public response to these hearings was reported in early 1974, and the team analyzing the Forest Service proposal concluded:

The Forest Service proposal which drew the least support (of any of the alternatives) and the most

opposition was most often discussed in terms of modifications, principally more wilderness and the need to develop a stronger approach to management of perimeter lands. (USFS, 1974b, p. 46)

While public response to the Forest Service proposal was highly polarized, there was nevertheless considerable public sentiment for an even larger Wilderness Area and stronger management control of the surrounding lands.

Industry and citizen groups have also recognized the recreational resources of the Alpine Lakes region. The timber industry sponsored a study of the region in 1972 which acknowledged its recreational virtues (BEAR). However, this study placed primary emphasis on maximum utilization of the forest resources of the area and relegated recreational use to a position of considerably less importance. Citizen groups have urged the establishment of a Wilderness Area in the Alpine Lakes region for more than a decade, and beginning in 1968 with the formation of the Alpine Lakes Protection Society, they have advocated a National Recreation Area as the best management form for the region, including within it a Wilderness Area.

The remainder of this legislative analysis will be devoted to the discussion of major land use issues in the Alpine Lakes region. The reasons why H.R. 3977 provides the best framework for the resolution of management problems in the Alpine Lakes region will be explained.

## II. Management Issues in the Alpine Lakes Region

There are many important land management issues in the Alpine Lakes region. These issues are complex and do not lend themselves to easy solution. They involve questions of classification, such as Wilderness or National Recreation Area status, as well as problems associated with developing land-use programs within a framework of some land-use classification. Important problems include conflicts between the location, timing, and size of timber harvest programs and recreational use of lands; management complexities brought about by a "checkerboard" land ownership pattern; problems related to the location of utility corridors and transportation routes; problems of overuse in some Wilderness sections of the region; threats of mining activity in regions of high wilderness value; and a lack of funds for the Forest Service to carry out a balanced land management program on federal lands in the region. This list of management issues is by no means complete, yet it is clearly sufficient for one to grasp the extent of controversy.

In this section of this legislative analysis, we shall focus on these land management issues.

The Forest Service has tended to portray these issues in a manner which makes them non-issues. A reading of the Forest Service Final Environmental Statement (USFS, 1974a) leaves one with the feeling that there are no land-use problems in the Alpine Lakes region. Moreover, the Forest Service provides little explanation for its proposed action in this document; instead it has chosen to state its position without comparative justification. Further reference to the Forest Service proposal will be given in parts III and IV of this study.

### Recreation

The Alpine Lakes region is used today by millions of recreationists each year. Almost two million persons live in the four central Puget Sound counties west of the Alpine Lakes region.<sup>1</sup> This population level is almost two-thirds of the total population of Washington State. During the 1960-70 decade, almost 80% of the total population growth of the State was concentrated in these four counties. Population forecasts for the State show a continuation of rapid growth in the central Puget Sound

<sup>1</sup> King, Pierce, Kitsap, and Snohomish counties.

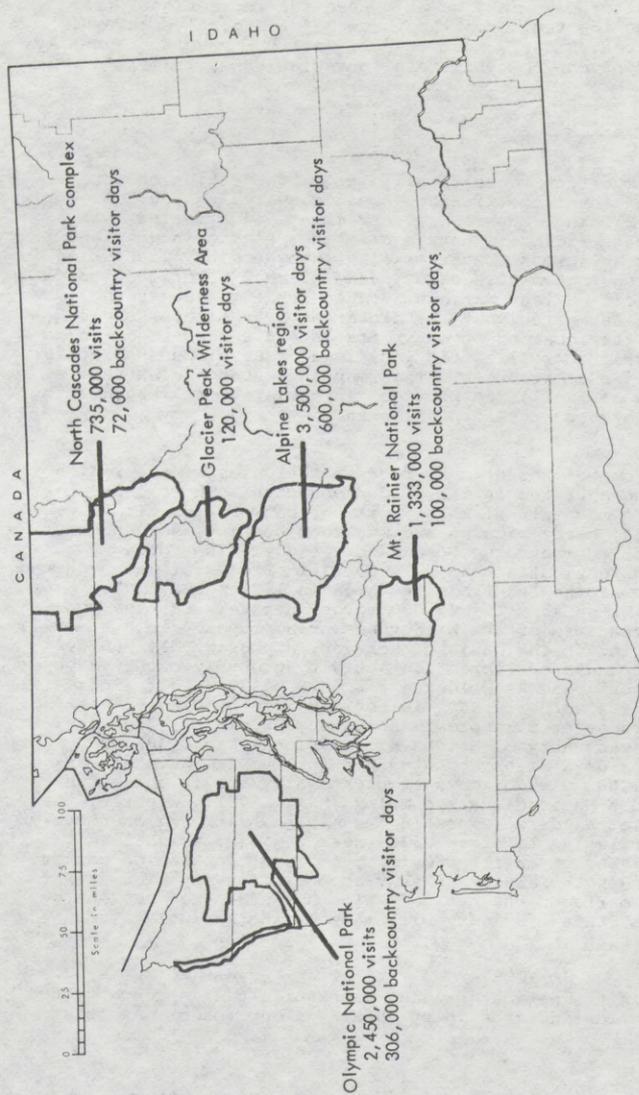
region (OPPFM). The Alpine Lakes region is the closest mountainous recreation environment for this nearby large urban population. Approximately 75% of the recreational users of the Alpine Lakes region are residents of the local counties. It should be noted that this is the largest urban region in the United States located so close to such large acreages of federal land. While three National Parks and millions of acres of National Forest land are located within a three to four hour drive from the Seattle-Tacoma urban region, the Alpine Lakes region is located closer to major population centers, making it literally a backyard Wilderness and recreational parkland for several million people.

In addition to the populous counties of western Washington, the region is a primary recreation resource for eastern Washington residents, particularly those from the Ellensburg, Tri-Cities, Yakima, and Wenatchee areas.

The Alpine Lakes region attracts large numbers of out-of-state visitors. The Forest Service estimates non-resident travel on major highways to be 26% of total travel through the region (USFS, 1974a).

The recreational resources of the Alpine Lakes region are quite diversified. They range from hundreds of alpine lakes set in spectacular locations near glaciers and rugged mountains to high density recreational developments, such as ski areas and resorts.

The Forest Service estimates that 2,334,000 visitor days of recreation activity occurred on National Forest lands in the Alpine Lakes region in 1972 (USFS, 1974a). Considerable recreation use also occurs on non-federal lands in this area, although precise recreation statistics have not been collected for the non-federal lands. Recreation use of non-federal lands in the region occurs primarily in the relatively heavily used perimeter region of the proposed National Recreation Area. Given the acreage of non-federal land in the region, it may be assumed that half again as much recreation participation occurs on non-federal lands in the region as on federal lands. Thus, annual visitor days are probably near the 3.5 million level for the region as a whole. This level of visitor days is almost equivalent to the combined visitation levels of the three National Parks in Washington State, as can be seen on Map 3. Moreover, these estimates



Map 3 Visits to selected recreation areas in Washington state, 1972.

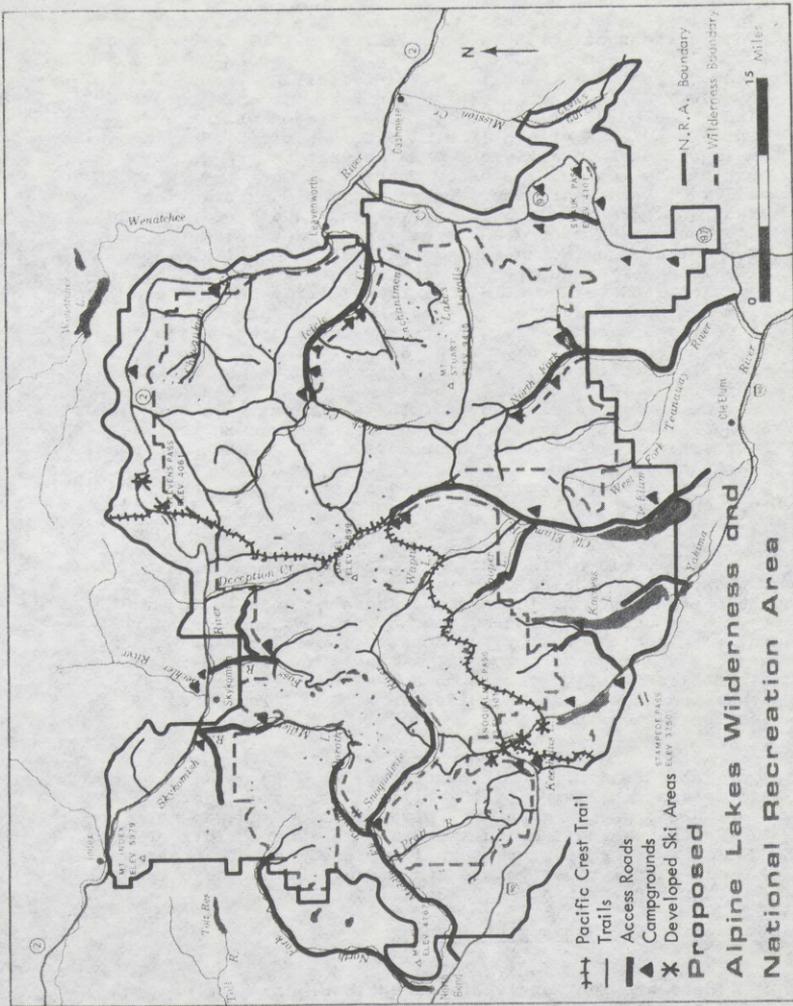
of visitor days make no allowance for recreational travel through the region on the three major federal highways. These routes carry more than 15 million travelers annually, including many out-of-state tourists (USFS, 1974a).

#### Recreation Use

Important recreational uses of the region include camping, hunting, fishing, boating, water-skiing, berry-picking, mushrooming, swimming, sightseeing, hiking, horseback riding, mountain climbing, skiing in developed ski areas, cross country skiing, snowshoeing, picnicking, rockhounding, nature study, and off-road motorized travel. The Pacific Crest National Scenic Trail traverses the Alpine Lakes region for a distance of 85 miles. Map 4 shows the location of major trails and access roads in the area, as well as the locations of developed ski areas and major campgrounds. This map indicates the extensive supply of facilities provided in the area, a response to the enormous recreational demand.

Some of the primary recreational uses of the region are concentrated in its Wilderness core. These uses include mountain climbing, hiking, backpacking, fishing, hunting, berry-picking and mushroom hunting, horseback riding, rockhounding, and nature study. The Forest Service estimates that 259,000 visitor days of use occurred in the Alpine Lakes Limited Area in 1972 (USFS, 1975). The Limited Area is 243,000 acres in size, less than one-half the size of the Wilderness area proposed in H.R. 3977. Prorating on the basis of acreage, approximately 600,000 visitor days of recreation activity probably occurred on lands proposed as Wilderness in H.R. 3977. This figure contrasts with 120,000 visitor days in the Glacier Peak Wilderness Area, approximately 100,000 visitor days in the backcountry of Mt. Rainier National Park, 300,000 visitor days of backcountry use in Olympic National Park, and 75,000 visitor days of backcountry use in the North Cascades National Park complex (NPS, 1975). Clearly, the level of Wilderness use in the Alpine Lakes region is very high relative to other Wilderness regions, which is not surprising given its proximity to major population centers in Washington State and easy accessibility by highway from other parts of the nation. With the advent of the energy crisis, this proximity will make it increasingly attractive.

In the perimeter zone, recreation use is concentrated in the lowland area, particularly along roads. At least



Map 4 Recreational Facilities

14 valleys in the Alpine Lakes region are roaded, in addition to those traversed by all-weather U. S. highways. Typically, these trips are usually multi-purpose, being oriented around a campsite, with diversified kinds of day use. Day use activities often take visitors into the wilderness core. Almost all of the streams which have gentle gradients afford fishing opportunities. Hunting is an important fall activity, particularly in the eastern part of the region. Mushroom hunting is most common in valleys on the west side. Berry-picking occurs in logged-over areas (blackberry and huckleberry) and in alpine wilderness locations (huckleberry and blueberry). Horseback trips are most common in the eastern part of the region, especially in drier areas of open pine forest. Motorized boating, canoeing, and water-skiing occurs primarily on Lake Cle Elum and Lake Kachess, while kayaking and white-water travel occurs on the larger streams in the region (including the Wenatchee, Skykomish, Snohomish, and Cle Elum Rivers). Until recently, most winter sports use was concentrated at Stevens and Snoqualmie Passes. The Forest Service estimates daily use of the ski resorts in the Snoqualmie Pass complex at 20,000 persons and in the Stevens Pass area at 7,000 on the best days of the season (personal communication). In the past few years, cross-country skiing and snowshoeing have risen in popularity, and winter sports use has now become more dispersed.

The levels of recreational use in the Alpine Lakes region have increased dramatically in recent years. During the past decade the increase has been between 50 and 100%. Levels of use are expected to continue to increase, particularly in high-quality low density forms (such as Wilderness travel and cross-country skiing), and in some types of developed activities (such as skiing in perimeter ski areas and camping in roadside campsites). The Forest Service states that:

Estimates of future use indicate that hiking will increase fourfold in popularity by 2020, while pleasure driving could triple by the same year. Unless proper emphasis in the form of management planning and funding aimed toward a better dispersion of recreation users is forthcoming, an increase in restrictions to the individuals using these lands appears imminent. (USFS, 1974a, p. 29)

#### Recreation Use Management Issues

These growing levels of recreational use have complex interdependencies with programs for the use of other

resources in the region, and recreational activities have important interdependence relationships among one-another. In some situations, conflicts between recreational uses have intensified, while in other cases unintended side-effects have occurred, and in still other situations uses are compatible or reinforcing. The understanding of these complex relationships is much more primitive than it should be, and at present it is only possible to give sketches of some of these management complexities.

The situation where a logging road built to access some timber in the recreational perimeter of the region is a good example. Generally, logging roads are not closed to public travel after logging has been completed, although during logging operations they may be restricted to public travel. In the cases where clear-cut logging is taking place, there is an immediate visual scar. This condition will persist for many years, and even if restocked as soon as practicable it is likely that the logged-over land will not have a green cover of young trees even when viewed from a distance for about two decades. In the interim in the Western part of the Alpine Lakes, it is likely that deciduous shrubby plants will become established, providing forage and berries. This increase in forage temporarily attracts and supports greater game populations, as well as hunters and berry-pickers. Thus, in the short run, a complementary relationship exists between clear-cuts and certain recreational activities. However, in the long run, the forage will be replaced by forest vegetation, and the ability of the area to support increased levels of wildlife will be diminished. Opportunities for recreational use will also change, and conflicts with other uses may also occur because of this logging road. For example, there may be harmful impacts on surrounding wilderness or unharvested areas, on water quality, and on the overall distribution of recreational use. Map 4 shows roads in all major valleys in the Alpine Lakes region providing access to the wilderness core. Gradually, logging roads have reduced the length of trails or have obliterated them altogether, and have made the core of the area more and more accessible. During this century the incursion of logging roads has diminished the wilderness by hundreds of thousands of acres and caused the abandonment of over 500 miles of trails in the Alpine Lakes region alone (Moldenhour). Thus, logging roads have improved accessibility to the region in general and to the wilderness, but at the expense of lost wilderness acreage and increasingly destructive concentrations of wilderness use in the remaining smaller wilderness core.

The road up Eightmile Creek in the Enchantments region is an excellent example of a logging road which has provided easier access to a prime Wilderness area. This same road has also contributed to the degradation of the Wilderness environment.

In addition to having impacts on the distribution of Wilderness use, logging roads and clear-cuts also have impacts on the use of the perimeter region. For those people passing through the area on a general sightseeing trip, clear-cutting is unsightly. Logging debris collects in river bottoms affecting all downstream activities, including resident and anadromous fisheries, water quality, etc. During a recent heavy rainstorm, a major recreational highway just outside the Alpine Lakes region was washed out because of the accumulation of logging debris on the upstream side of a highway culvert. The Governor of Washington State, as well as many other citizens, was stranded for hours. These are only several examples of the conflicts caused by ill-planned timber harvest and roading activity. Road construction policy is a critical element in the management of the Alpine Lakes region, and it is discussed at some length on pp. 25 to 28 of this analysis.

The rapid growth in the total number of Wilderness users of the Alpine Lakes has made environmental impacts of Wilderness use more severe. Camping within 200 feet of the more popular lakes in the Wilderness core has been prohibited because of vegetational damage and impacts on water quality. The inadvertent alteration of plant communities caused by chronic human disturbance (e.g. hiking, camping, fishing, hunting, and grazing stock animals) has become a major problem in the Wilderness core of this area -- particularly in the Enchantments. If these communities are to be preserved, Wilderness use will have to be controlled more carefully than in the past. These controls will have to be of both a direct and indirect form. Controls, such as a permit system for use or restrictions on the location of camping activities, and backcountry supervision, need to be supplemented with programs governing access. The closure of access roads in selected instances would increase hiking distances to some popular places, and indirectly reduce levels of use by discouraging some users who do not want to hike so far.

The Pacific Crest Trail winds through the Alpine Lakes region for 85 miles. South of the Alpine Lakes

area from Snoqualmie Pass to Yakima Pass the trail has suffered severely in terms of its Wilderness values due to logging.

There are only half the trail miles available for hiking, horseback riding, and motorized riding in the Alpine Lakes region as existed earlier this century. These losses are mostly due to logging road construction (Moldenhour).

There are other management problems associated with recreational activity in the Alpine Lakes region. These include prospects of mining activity which would cause definite conflicts with recreational activity. The Van Epps Pass area is a single current example. Recreational subdivisions are being located in or are proposed for location in places where the adequacy of water supplies and sewage disposal pose difficult problems, and where these developments themselves are intrusions into Wilderness. The Mt. Cashmere area is so involved. Some recreation developments have been built on dangerous sites with consequent loss of lives, such as at the Yodelin development near Stevens Pass. Off-road motorized travel has caused damage to the environment and conflicts with other recreationists. The Forest Service is now in the process of developing new regulations governing such activities on federal lands in the area. The south-east part of the Alpine Lakes region receives heavy off-road vehicle use. Under present conditions, Forest Service off-road motorized travel regulations do not apply to non-federal lands. Only through creation of a National Recreation Area can a common management plan be developed for the intermixed federal and non-federal lands in the Alpine Lakes region.

#### Recreation Economics

Due to the very large levels of recreational visits which are evident in the Alpine Lakes region, recreational activity is also big business locally. No recreational expenditure studies have been conducted by the Forest Service, the timber industry, or by citizen groups for the Alpine Lakes region. Thus, reliance on secondary sources is necessary when estimating the economic impacts of the recreation industry in the region. The following comments must be regarded as tentative.

Experience suggests that most visitors to the Alpine Lakes region come from the Puget Sound lowlands. Since it is not more than a two-hour drive to any part of the region, it is natural that these visitors would purchase the ordinary commodities they need for their trips from stores in their local communities. Extrapolating data developed for similar situations in studies of Mt. Rainier and Olympic National Parks, recreational expenditures in the State of Washington related to Alpine Lakes visits were about \$24.5 million in 1972 (Beyers, 1970; Beyers, 1975).

Some of these expenditures were certainly made within the proposed National Recreation Area, primarily for groceries and beverages, gasoline and auto services, restaurant services, photographic supplies, campground and trailer park fees, ski-tow tickets, motels, etc. These expenditure figures do not take into account the capital outlays that recreationists made on sporting goods, campers, mobile homes, automobiles, etc. A portion of these capital and operating costs are assignable to recreational use in this region. The majority of the jobs associated with recreational expenditures are in the service sectors, which generally have high levels of indirect impact on the local economy. These expenditures also lead to significant levels of tax collections by state and local governments. The sales of goods and services to visitors to the Alpine Lakes region are subject to the retail sales tax, and indirectly to business and occupation taxes, property taxes, gasoline taxes, and income taxes. Because the level of recreational activity is increasing rapidly, the level of these tax revenues is also rising rapidly. This trend is likely to continue as population increases, incomes rise, leisure time increases, and as the number of retired citizens increases.

It must be pointed out that recreational activity has costs associated with it, and these costs should be recognized as the management program is developed for the area. Local governments are required to supply public facility investments to meet peak recreational demands. Too often the cost of these investments are not borne equitably by recreational users. This is not an overly critical problem in the Alpine Lakes since most of the use of the region is by residents from the local area. Examples involve roads, water supplies, sewers, police protection, etc. While recreational activity is seasonal creating labor market problems, and has been a relatively low-wage part-time employment activity in rural areas, it is an industry which provides employment for those

with low skill-levels (MSNW). Also, there would be some added federal costs to administer the enhanced recreational program in the proposed National Recreation Area perimeter zone. In developing management plans for the area, we should be aware of both the costs and benefits associated with recreational activity, and attempt to develop a management plan which maximizes the net benefits to society.

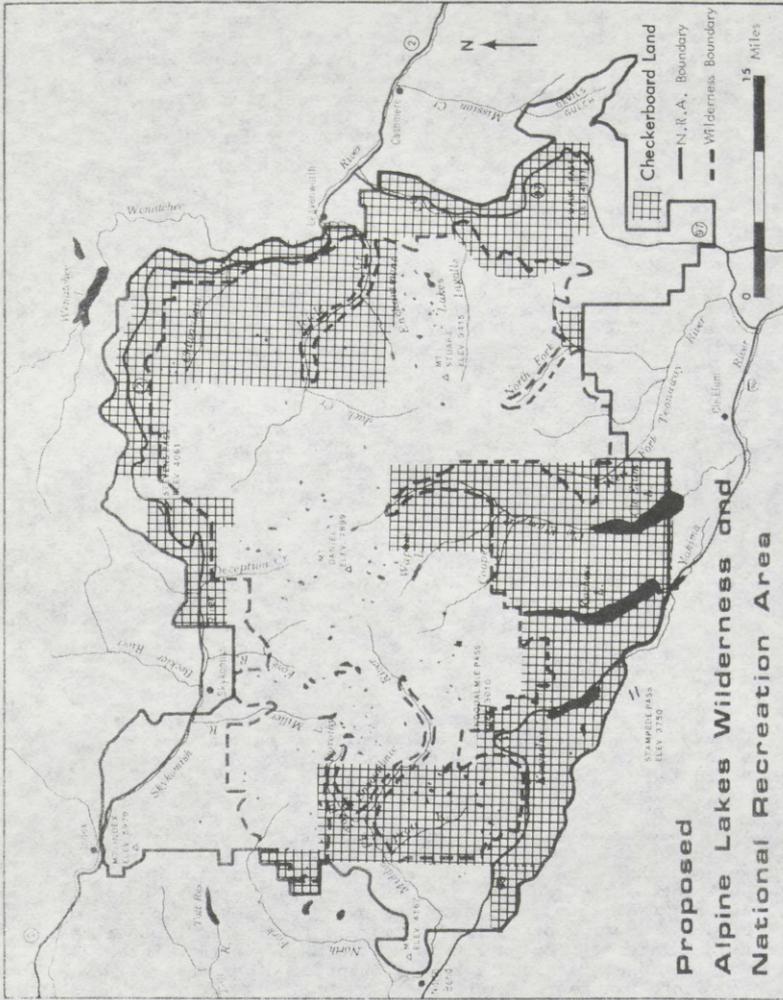
#### Forest Resources

The Alpine Lakes region has significant acreages of forested land, including large tracts of commercial forest land. Most of the commercial forest land is located at lower altitudes and is generally in the periphery of the region. However, some commercial timberland is included in each of the Wilderness proposals before Congress. The management of these commercial forest lands is of significance to other users of the region, as has been discussed with respect to recreation. There are many management issues related to timber harvest and forestry management in the Alpine Lakes region. These issues include the location, timing, and sizing of harvest areas, erosion and water quality impacts of harvest programs and associated road construction, post-harvest reforestation programs, the coordination of management programs among adjacent forest owners, and the relationship between a timber harvest program and other uses of land in the Alpine Lakes region.

#### Checkerboard Lands

Almost all private land in the Alpine Lakes region occurs in a checkerboard or alternating section ownership pattern. Map 5 shows the location of these checkerboard lands.

Checkerboard land in the Alpine Lakes region is a legacy of the Northern Pacific land grant. Today private checkerboard lands are owned primarily by the Burlington-Northern railroad, the Weyerhaeuser Company, and the Pack River Company. These corporations have used this checkerboard land primarily for timber production. Intermingled public land is almost entirely Forest Service land, although a small amount of other federal and State ownership exists.



Map 5 Checkerboard land in the Alpine Lakes region.

When Congress granted this land to the railroads, it was pursuing a settlement philosophy for the West. However, when the federal lands were closed to further homesteading, some regions of checkerboard land that were intended to be sold to homesteaders by both the federal government and the railroads became frozen in a checkerboard pattern of federal and corporate ownership. These lands tended to be located in relatively remote sections of the country by standards of the 1890s. When Congress changed the land-disposal laws in the 1890s, it did not provide a mechanism for the elimination of checkerboard lands (Sanborn, 1899).

This checkerboard pattern has resulted in many land management problems. The Forest Service is required to operate its lands under the Multiple Use and Sustained Yield Act of 1960, while on alternating sections the private owners are allowed to do whatever they wish with their land within the framework of zoning laws and other local government regulations. Local governments have generally refrained from interfering with the land-use programs of large corporations such as Weyerhaeuser or Burlington-Northern. On the contrary, they have generally supported the management programs and harvest activities of these corporations. Private corporations (such as Weyerhaeuser) must use their lands to make profits for their stockholders, which in the Alpine Lakes region translates into selling timber. On the other hand, the Forest Service must balance the multiple uses possible on federal lands, including timber, recreation, water, wildlife, and grazing. Thus, we have timber companies pursuing goals quite different from the Forest Service on lands in proximity to one another. Often timber owners wish to harvest timber in areas where the Forest Service has no plans to harvest, and where the harvest on the private lands degrades the quality and reduces the quantity of other multiple uses possible on adjacent Forest Service land.

#### Land Exchanges

It would simplify the management of these lands if they could be consolidated into contiguous blocks of either federal or industry ownership. Both the Forest Service and private owners recognize the merits of making exchanges with this goal in mind. The Forest Service has indicated that these corporations are willing to trade their checkerboard lands in the Alpine Lakes region (USFS, 1974a, pp. 24-25).

The problems which result from failure to complete land exchange program are well-illustrated by current problems in the Coulter Creek area in the northeastern part of the Alpine Lakes region. Here the management checkerboard lands by the Forest Service and the Pack River Company has led to various legal actions. Both the State of Washington and the Alpine Lakes Protection Society are currently appealing a Federal District Court ruling regarding the necessity of an environmental impact statement before a permit is granted to the Pack River Company to access timber holdings in the area. This matter is now before the U. S. Circuit Court in San Francisco, after ALPS original appeal was denied in the U. S. District Court in Spokane. The area involved is proposed as Wilderness under H.R. 3977, was considered Wilderness quality by the Forest Service, and has been managed as Wilderness by the Forest Service. The Pack River Company has obtained access to its lands in this area legally and illegally and has pushed forward rapidly with road construction and timber harvests prior to the time that Congress has determined whether the area should be classified as Wilderness. This kind of problem will continue to arise until a program of land exchanges in the Wilderness core has been completed, and until a common management program has been instituted through legislation such as H.R. 3977.

#### Timber Harvest in the Alpine Lakes Region

In 1972 timber harvest levels were over 7 billion board feet in Washington State, or about 10% of the total national softwood harvest. The Alpine Lakes region has experienced harvest levels of 83 - 100 million board feet per annum, or about 1% of the Washington State harvest level. The annual allowable harvest on Forest Service lands in the Alpine Lakes region is currently about 82 million board feet per annum, although actual harvest levels are only about one-half allowable harvest levels (USFS, 1974a, p. 33, 62, 63).

These harvests occur primarily in King, Chelan, and Kittitas Counties. Some of Snohomish County is located in the Alpine Lakes region, but this land does not produce significant volumes of timber. Unfortunately, harvest statistics are not available for portions of counties in the Alpine Lakes region. However, data are available for these counties as a whole. These data are presented in Table 1. National Forests supplied 33% of the volume of harvest in the four Alpine Lakes counties, while private

ownerships accounted for 60% of the volume. National Forest harvests are dominantly important on the east side of the Cascades, providing 90% of the Chelan County harvest and 55% of the Kittitas County harvest. Private cuts comprised 73% of the King County harvest volume in 1972.

Table 1  
Timber Harvest by County and Ownership  
Alpine Lakes Region  
Million Board Feet, Scribner

<u>Area</u>	<u>Private</u>			<u>Public</u>			<u>Total Harvest All Ownerships</u>
	<u>Forest Industry</u>	<u>Other Private</u>	<u>Total Private</u>	<u>USFS</u>	<u>State DNR</u>	<u>Other Public</u>	
King Co.	258	110	368	77	35	22	501
Snohomish	105	35	140	78	44	--	263
Chelan	6	2	8	93	--	--	101
Kittitas	9	47	56	71	2	5	134
Total	378	194	572	319	81	27	999

Source: Dept. of Natural Resources, State of Washington, Timber Harvest Report, 1972.

#### Timber Processing

The timber harvested in the Alpine Lakes counties has a variety of destinations. Some of it is processed locally in the county of origin, but a significant amount finds its way into mills in other counties or is exported from the region in the form of raw logs primarily to Japan. Table 2 provides data for log flows for the year 1972. The patterns of log flows for these counties are quite different. About 20% of the logs harvested in King County are processed there. The majority of the Chelan County harvest is processed locally (80%), while very little of the Kittitas County harvest is processed in the county, with the majority being processed to the south in Yakima County. The Department of Natural Resources 1972 Mill Survey (DNR, 1974) clearly shows that mills operating near the proposed Alpine Lakes National Recreation Area obtain their timber from an area much wider than just the four-county Alpine Lakes region. (Chelan County appears to be an exception to this generalization.)

Table 2  
Log Flows to Mills in the Alpine Lakes Region  
 1972  
Thousand Board Feet

County of Use	Total	County of Origin				
		King	Snohomish	Chelan	Kittitas	Other
King	257,764	109,187	30,550	--	16,577	101,470
Snohomish	922,455	76,762	304,848	930	1,100	538,815
Kittitas <sup>1</sup>	106,686	--	--	--	4,900	101,786
Chelan	85,900	--	--	82,640	3,260	--
Other		198,525	52,385	7,475	80,975	x
Total Consumption	x	384,474	387,783	91,045	106,812	x
Total Harvest	x	501,000	263,000	101,000	128,000	x

Source: DNR Mill Survey, 1972.

<sup>1</sup> Combined total for Grant, Kittitas, and Lincoln Counties. The majority of the activity is outside Kittitas County; Kittitas has very little processing activity.

Most of the Snoqualmie-Mt. Baker National Forest log harvest is processed locally (USFS, 1969). In 1972, 26 million board feet of the Snoqualmie National Forest harvest was exported for foreign processing (DNR, 1974). Significant portions of the timber harvest from the four Alpine Lakes counties is exported for foreign processing. Most of these log exports originate from private lands. In 1972 it appears as though log exports were equivalent to about one-half of the volume of timber processed by mills in the four Alpine Lakes region counties, although none of these exports originated from the eastern slope (DNR, 1974).

The export of logs to Japan has been a sensitive issue in the State of Washington for some years now. Current Congressional policy prohibiting the export of non-surplus logs from federal timberlands has been greeted with mixed emotions, but it will increase the supply of timber to local mills.

Timber Harvest Practices

While timber harvest levels in the Alpine Lakes region are small relative to the state timber harvest level, and modest in comparison to the four Alpine Lakes counties' harvest levels, there are other important matters related to timber harvest which need to be discussed. The major problems related to timber harvest in the Alpine Lakes are not so much tied to how much is harvested or where it is processed. Questions related to planning the location of timber harvests, the size of clear-cuts, the aesthetic impact of timber harvest operations, regeneration programs, and the environmental impacts of timber harvest programs on other land uses are also of great importance.

Until recently, the Forest Service has not had any particular policy governing its timber harvest techniques. Recently, administrative programs such as the Visual Management System have been developed (USFS, 1974c), which have as their goal more environmentally sensitive timber harvest programs. The Washington State Legislature recently enacted a State Forest Practices Act (Washington State); however, this legislation does not require aesthetically pleasing timber management programs on non-federal timberlands, and it does not have jurisdiction over federal timber management programs.

Historically, under provisions of the Multiple Use and Sustained Yield Act of 1960, the Forest Service has scheduled timber harvest programs in locations chosen by its staff with little public input. However, recently the Forest Service has started to open up its planning processes to provide for more public input, and to develop management plans which were clearer to citizens. This process is continuing, and the Alpine Lakes Land Use Study is part of the current effort to define management goals for our National Forests more clearly.

A major problem in the management of National Forest land has been the dominance of timber management programs as part of the overall multiple-use management program of the Forest Service. A recent analysis showed that wood customarily receives 58% of the Forest Service budgetary request, while recreation receives only 12%. Moreover, for timber sale management activities, the Forest Service receives 95% of what it seeks, while getting 75% of its road and trail request (mostly road), 63% of its wildlife habitat requests, 52% of soil and water requests, 45% of

recreation requests, and only 40% of regeneration requests (USFS, 1970). This relative bias or budgetary imbalance has probably led to many poor decisions from the perspective of non-timber uses in the Alpine Lakes region. In particular, timber sales at isolated locations in the Eightmile Creek, Cooper River, E. F. Miller River, Deception Creek, and Lennox Creek drainages have led to the construction of roads through several miles of high quality wilderness land to access an enclave of timber. There are many perimeter regions where such roading would not be offensive, but the examples cited above are in areas of very high wilderness value, and should have been left in their natural state.

The typical pattern in such roadings of newly opened valleys is to construct a road into the valley end and harvest a small area. Then, gradually over a period of years, the intervening timber is harvested. The end result can be the creation of almost continuous clear-cut patches, where entire mountainsides appear to have been denuded. The North Fork of the Snoqualmie River is one such area. Not only is this aesthetically unpleasing, but it has adverse biologic and physical environmental impacts.

Another serious problem has been the post-harvest management program of federal and other timber owners. Typically, a logging firm is not required to restock Forest Service land after harvesting it. The Forest Service must rely upon Congressional appropriations for its restocking and second-growth management program. Unfortunately, the level of federal reforestation funds provided has been minimal, amounting to an average of only 40% of the funds requested (USFS, 1970). A poorly funded federal reforestation program can only cost us in the long run, for not only will regeneration be slower, but in the interim great pressure will be exerted to harvest certain high quality National Forest lands with important non-timber values.

Private owners are generally required to restock their lands under provisions of new Washington State law. However, over the years, millions of acres of private lands in Western Washington have not been restocked properly and are now stocked with relatively poor quality species (USFS, 1973c). This trend has implications for the Alpine Lakes region because it has increased the pressure to harvest old-growth stands in the area. The forest products industry has placed considerable pressure on the Forest Service and Congress to increase harvests

of National Forest timber, but there has been no active program to convert privately owned, poorly stocked lands into a productive state. More than 1.5 million acres of commercial forest land in Western Washington is stocked with hardwoods (of relatively low value) on sites that once supported conifer stands. The forest products industry owns about 550,000 acres of primarily hardwood forested land in Western Washington which is suitable for coniferous forests. It is generally agreed that the best opportunity for conversion of hardwood stocked lands back into commercial timber production lies with industry lands because the parcel sizes are large enough to be managed efficiently (USFS, 1973c). Weyerhaeuser has started some conversion programs on its lands, but such programs are not typical of the forest industry in general nor of other Alpine Lakes land owners.

#### Grazing Allotments

Lands in the Alpine Lakes region are not heavily used for the grazing of stock. Today there are only a few allotments in the eastern part of the region. This grazing activity has not led to significant conflicts with other users.

#### Transportation Systems

The Alpine Lakes region may be reached by various modes of transportation, including by air, rail, and highway. The rail transportation system includes the transcontinental routes of the Burlington Northern and the Milwaukee railroads. The rail system has not changed much in the region for decades, and its management has caused little controversy. On the other hand, highway and air transportation have caused significant management difficulties.

#### Roads

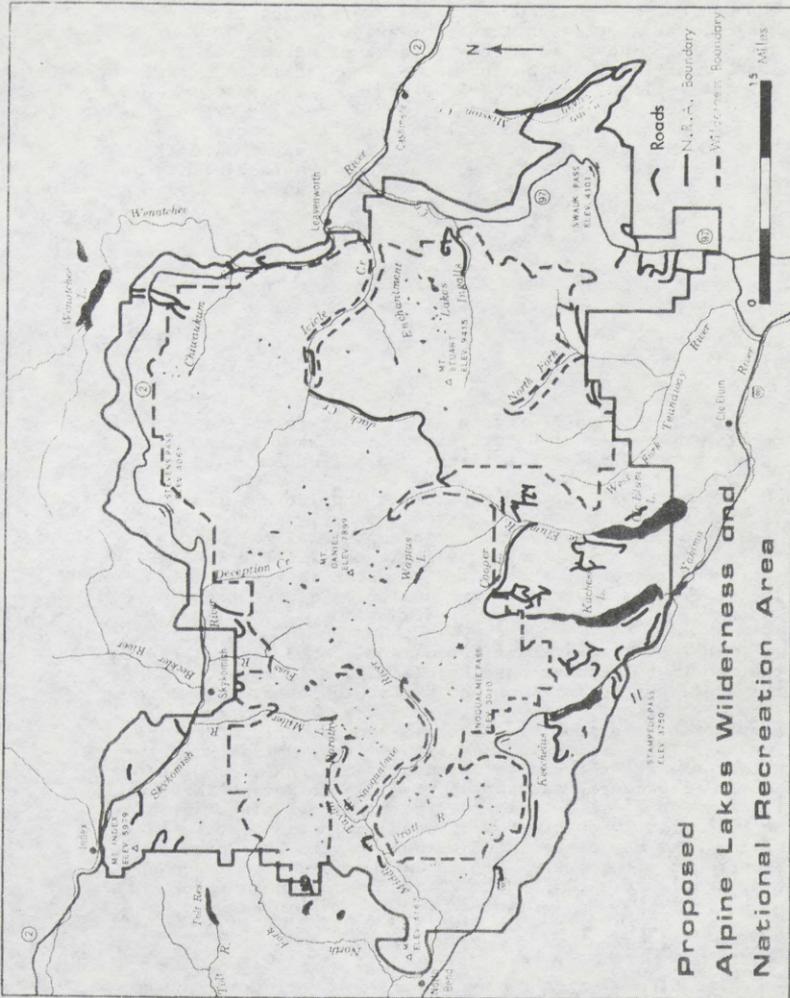
The impact of local Forest Service or timber company logging roads has already been discussed with regard to recreational access and timber management. The location of these logging roads clearly influences the accessibility of the wilderness core of the Alpine Lakes as well as the recreational perimeter. Their location helps access timber supplies, as well as providing access for

fire control and other timber management activities. It is clear that there is a need for policy governing the construction, location, and maintenance of federal and private timber company roads in the Alpine Lakes region.

While the Alpine Lakes region already has hundreds of miles of roads, including roads up every major stream valley in the region, over the next few years the Forest Service proposes to continue this development process. Map 6 shows the location of proposed Forest Service roads as part of the 1974-77 timber management plan of the Snoqualmie-Mt. Baker National Forest (USFS, 1973d) and the 1975-78 timber management plan of the Wenatchee National Forest (USFS, 1974d). It can be seen that most of this activity is planned to occur in the proposed National Recreation Area perimeter, although some road building and timber sales are planned in the proposed Wilderness Area. Map 6 only shows roads proposed by the Forest Service; it does not indicate planned construction by the timber industry or other owners.

Other roads have been planned or proposed that would cut through the heart of the Alpine Lakes Wilderness. These roads are also shown on Map 6. A road has been proposed over Cooper Pass to connect the Cle Elum and Kachess basins. This road would destroy the solitude of Upper Lake Kachess, used now mostly for canoeing and kayaking. A road has also been proposed to connect the Cle Elum and Icicle Rivers via Jack Creek and Van Epps Pass. If constructed, it would isolate the Enchantment Lakes section of the Alpine Lakes Wilderness from the rest of the region. These road proposals have been postponed at the present time, in part because of protests raised by local citizens groups.

The construction of major access routes through the region has also been a source of controversy. For example, the design and routing of a portion of Interstate 90 just west of Snoqualmie Pass has been the subject of litigation. While construction had begun, the courts found that the State of Washington had failed to comply with the National Environmental Policy Act, because it had failed to adequately consider alternatives to its intended action. Because of insensitivity towards the environment and because of a lack of overall management direction for the Snoqualmie Pass corridor, a trip over one of the most beautiful mountain highways in the United States has been rendered a tragic disappointment. Huge scars have been made on mountainsides, alpine rivers have had their courses



Map 6 Roads to be constructed as part of current Forest Service timber management plans  
(The road proposed over Van Epps Pass is also shown on this map)

changed and channelized, massive interchanges have been built in areas of light traffic, and the U. S. 10 route has been abandoned in places without an attempt at landscape restoration. The design for the facility is scaled to peak traffic loads of recreationists all traveling at 70 miles an hour. These peak traffic loads occur only a few times each year. Most of the time this highway has tremendous unused capacity. Part of the fault here lies with interstate highway standards, but the lack of strong design directives as part of an overall management plan for this corridor is also to blame.

Other litigation involving road construction has been discussed on pages 19 and 20, in regard to logging roads constructed by the Pack River Company.

#### Aircraft Overflights

The Alpine Lakes region is so close to the major population center of Washington State that it is subject to two types of aircraft flights on a frequent basis.

Commercial jet flight patterns involve hundreds of flights per month over this area primarily on their way into or out of Seattle-Tacoma International Airport. These flights are at moderate altitudes (10,000 to 25,000 feet) and represent a relatively modest intrusion into the Wilderness and recreation qualities of the area.

The most significant management problem is related to the use of helicopters and the landing of seaplanes in the area, particularly on high mountain lakes. The Forest Service currently bars landings in the region due to hazards and the problems of noise and other forms of pollution. This action is consistent with provisions of the Wilderness Act and should be sustained. However, present Forest Service restrictions apply only to Forest Service lands. Hence, if a lake falls partially within an area of private (mostly checkerboard) land, then the private part of the lake may be accessed without regard for Forest Service restrictions. This is another example of a management problem created by the checkerboard ownership pattern.

#### Utility Corridors

The Alpine Lakes region is presently transected by two high voltage electric power transmission corridors.

In addition, telecommunications devices are also present. These utility corridors have expanded in number and size as our energy and communications demands have increased. These facilities are not visually attractive. They cut across the region in a great swath, and their safe maintenance precludes the development of a forest cover underneath them. Thus, their paths remain as perpetual scars. It is desirable to concentrate any additional utility capacity in existing corridors so that no more land is visually degraded. Consideration should also be given to alternative methods of transmitting power, such as direct transmission, superconducting technology, grid capacity increases, etc.

### Mining

Historically, the Alpine Lakes region was not an important mining area, and at present mining is an insignificant economic activity in the region. Only 23 tons of ore have been removed in recorded history, and there are no working mines today. The greatest problem at present is the incompatibility of exploratory or potential economic mining operations in the Wilderness core of the region. With helicopters and other modern technological devices, mineral exploration has been made easier, but these same devices have also led to more noise and destruction of the silence and solitude of the Wilderness.

Recently, there have been proposals to mine some of the small ore bodies found in the area, such as at LaBohn Gap, using ore carriers small enough to move along trails. Strong citizen opposition to these proposals has revealed that they are only speculative adventures and economically infeasible. The most expeditious way to resolve such conflicts is to make the Wilderness unavailable for mining exploration and patent and to prohibit most forms of mineral leasing in the region.

The U. S. Geological Survey has studied the mineral potential of the Wilderness in the Alpine Lakes region, and has found that very little of the area has a significant mineral resource potential (USGS). Certain acreage in the Middle Fork of the Snoqualmie River was found to be promising. A research team at the University of Washington reached similar conclusions:

Prospecting for mineral resources in the Alpine Lakes area began in the mid-1800's and continues to the present. To date there has been little production

and no ore bodies have been discovered since the early 1900's. Most small prospects have no potential for commercial development. However, after further exploration, some prospects may turn out to be surrounded by larger, low-grade deposits of possible economic significance. Possibilities along a Middle-Fork Snoqualmie-Gold Creek-Red Mountain trend are being currently explored, and premature inclusion of these deposits in a wilderness area should be avoided. (UW, p. X)

Since this document was prepared, there have been no significant mineral discoveries or serious proposals for development of these undefined mineral resources in the Middle Fork Snoqualmie region.

#### Water Resources

The abundant water resources of the Alpine Lakes region are already used in many ways. These uses include domestic water supply, irrigation supply, flood control, stream fisheries enhancement, and recreational use. Water from this area is particularly important to the farming economy of eastern Washington. These water courses have also been the depositories of wastes, particularly human wastes both by direct discharge and by seepage from septic systems. In general, the water quality of the region is very high. However, there are local water quality problems, even in the Wilderness portion of the area. These water quality problems can probably be controlled through sensitive management programs.

The Alpine Lakes region contains a number of sites suitable for the construction of additional water impoundments. Most of these are not under active consideration for development, as discussed in the Forest Service management plan (USFS, 1975, p. 12, 13). However, the U. S. Army Corps of Engineers has proposed the construction of a dam on the Middle Fork of the Snoqualmie River. This proposal was highly controversial, and led to the formation of a joint State-Corps study of the issue. On the basis of this study, the Governor of Washington State decided against the construction of the dam. Instead, he formed a special Task Force to study non-structural flood control and land use solutions to the problems of the Snoqualmie-Skykomish-Snohomish river basins. The Task Force recommended against a dam on the Middle Fork, although it did recommend a dam on the North Fork of the

Snoqualmie outside the National Recreation Area. There is no assurance that the Corps will not seek funds to construct the dam on the Middle Fork at a later date, and the recommendations of the Task Force are far from being implemented or officially accepted as policy at the state, local, or federal levels.

Other sites have been proposed for development in the Alpine Lakes region, most notably in the scenic Tumwater Canyon area on the Wenatchee River. These other proposals appear dormant at the moment.

### III. Alternative Management Proposals for the Alpine Lakes

The preceding discussion of management issues in the Alpine Lakes region indicates the diversity of uses occurring in the region. It highlights the types of management issues which need resolution in order that the high quality of the Alpine Lakes environment will be maintained or enhanced. It demonstrates the considerable interdependence between recreational uses of these lands and commercial activities, including logging, utility transmission, mining, and the use of water resources. The transportation system was shown to play a critical role in the management of the region. The use and quality of the Wilderness core was shown to be related to management policy in the perimeter, while the very heavy recreational use of the perimeter demands a sensitive management approach in order to maintain or enhance its environmental quality. The checkerboard land ownership pattern creates especially difficult land management problems, which cannot be solved independently by either the Forest Service or by non-federal owners.

To properly preserve the character of this valuable area, these management problems must be resolved. The three bills now before Congress represent rather different approaches to dealing with these management problems. We will now compare some important provisions of these three bills: H.R. 3977, the citizen groups' legislative proposal, H.R. 3978, the industry proposal, and the Forest Service proposal. The three legislative proposals will be discussed in terms of the adequacy of their treatment of the management issues discussed in Part II. This discussion will be separated into a treatment of policy towards the Wilderness and perimeter regions.

#### Wilderness

The three Wilderness proposals vary considerably in terms of acreage, as is shown in Table 3. The timber industry proposal (H.R. 3978) and the Forest Service proposal would be governed by existing provisions of the Wilderness Act of 1964. The citizens proposal (H.R. 3977) is also made within the framework of the Wilderness Act, but it includes certain provisions which take into account special problems in the Alpine Lakes region and which strengthen certain provisions of the Wilderness Act.

Table 3  
Acreeages of Proposed Wilderness Areas

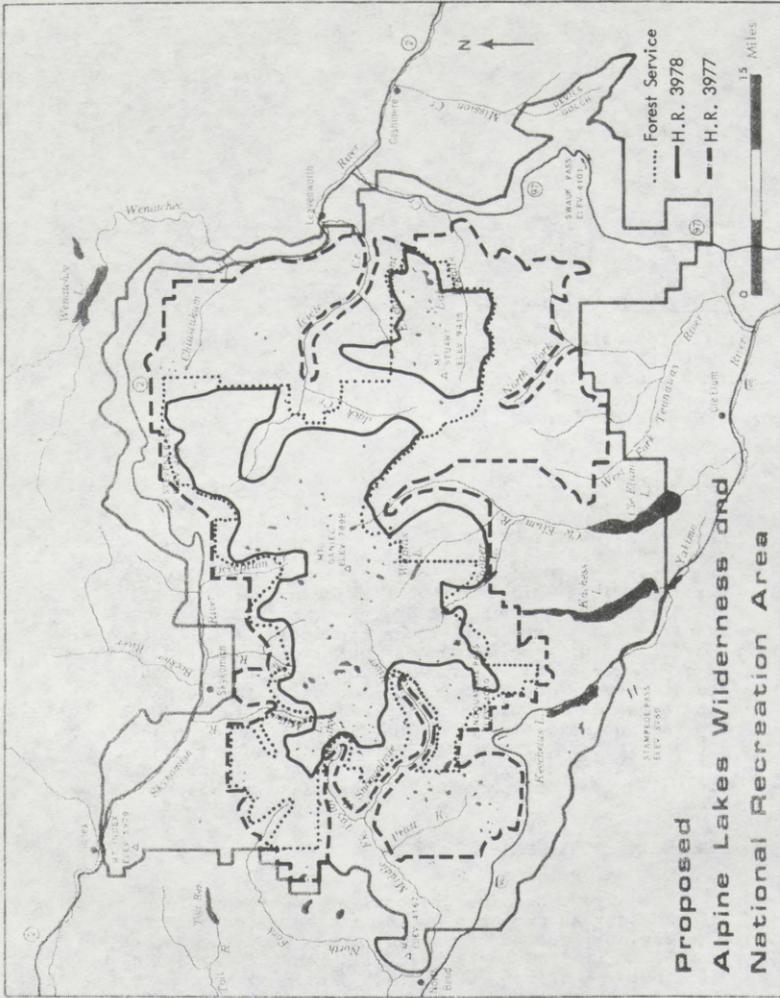
	<u>Private Land</u>	<u>Public Land</u>	<u>Total Acreage</u>
<u>Industry Proposal</u>			
H.R. 3978	--	172,000	172,000
Alpine Lakes Wilderness			
Enchantment Wilderness	--	<u>44,000</u>	<u>44,000</u>
Total: Both Wildernesses	--	216,000	216,000
<u>Forest Service Proposal</u>			
Alpine Lakes Wilderness	550	291,650	292,200
<u>Citizens Proposal H.R. 3977</u>			
Alpine Lakes Wilderness	79,500	495,500	575,000

The Industry Proposal - H.R. 3978

The industry proposal (H.R. 3978) calls for two Wilderness areas, separated by a corridor over Van Epps Pass. (The Van Epps Pass corridor has been highly controversial.) It is similar to the majority recommendation of the 1965 North Cascades Study Team (North Cascades Study Team). It ignores Wilderness protection for the checker-board lands of high wilderness quality; it deletes all major timbered valley entrance corridors to the region; and it provides no Wilderness protection to the highly popular lakes in the western parts of the region, including the Snoqualmie Pass and Middle Fork -Snoqualmie River regions. It is literally a "rock and ice" proposal, reflecting the desire of its sponsors to classify the minimal amount of commercial forest land as Wilderness.

The Forest Service Proposal

The Forest Service proposal encompasses a larger Wilderness than proposed by the timber industry. The Congressional action requested formally by the Forest Service is limited to the establishment of a 292,200 acre Wilderness. However, the Forest Service is proposing to classify a much larger acreage administratively and is



Map 7 Comparison of Wilderness Boundaries

indirectly proposing a much larger area of de facto Wilderness. Three other land use classifications are being proposed by the Forest Service which involve land suitable for classification as Wilderness. These include Scenic Areas (Type U-3), a "Dispersed Recreation Zone," and "Potential Wilderness." These Forest Service classifications, plus the proposed Alpine Lakes Wilderness, total approximately 450,000 acres.

The Forest Service proposes to manage 82,150 acres as "potential Wilderness." This area is technically qualified for Wilderness classification, but is in a checkerboard ownership pattern. The Forest Service proposes to defer classification until trading or purchase agreements to obtain the private sections can be completed. Unfortunately, the Forest Service does not propose any specific program to accomplish the required trading or acquisition program. It should be noted that the recently enacted Eastern Wilderness Bill included large tracts of private lands in the Wilderness system, setting ample precedent for immediate classification of these checkerboard lands and the establishment of a program of trading or acquisition in the future.

The Forest Service also proposes to classify 51,680 acres as a "Dispersed Recreation Zone." This classification would be nearly equivalent to Wilderness classification, except that motorized recreation, such as snowmobiling or off-road vehicles, would be allowed only under regulation. Citizen groups feel that this area technically qualifies as Wilderness and should be classified as such.

#### The Citizens' Proposal

Citizen groups have sponsored H.R. 3977, which would classify a 575,000 acre Wilderness. This Wilderness would encompass all of the land included in the industry and Forest Service Wilderness proposals. Approximately 147,500 acres of land are included in the citizens' Wilderness proposal which are not recommended by the Forest Service as Wilderness, "potential Wilderness," "Dispersed Recreation Zone," or Scenic Areas.\* The citizens' proposal includes lands highly suited for classification as Wilderness under the terms of the Wilderness Act of 1964.

H.R. 3977 would place approximately double the amount of checkerboard land in Wilderness Area classification as

\* measured according to acreages common to both proposals.

has been proposed as "potential Wilderness" by the Forest Service. Almost all private land in the citizens' Wilderness proposal is checkerboard land. The gradual roading of this land by private owners has already been discussed, such that the amount of these checkerboard lands available for Wilderness classification in an undisturbed state is rapidly diminishing.

The citizens' proposal also includes lands which were excluded by the Forest Service from Wilderness or "potential Wilderness" classification for a variety of reasons. In general, the Forest Service has chosen to locate its Wilderness boundary along ridge tops adjacent to valley corridors. In some cases, the valleys involved are quite broad, and, while their side slopes are in an undisturbed condition, they have been excluded by the Forest Service from Wilderness classification. These exclusions have been made in the following areas: Lennox Creek, the Miller River, Deception Creek, Tumwater Canyon, Icicle Creek, Cle Elum River, Taylor River, and Middle Fork Snoqualmie River. Approximately 60,000 acres of land were excluded due to this classification philosophy. A number of these valleys have been roaded to support timber harvest operations. The amount of logging on lands proposed for Wilderness classification by citizen groups has been minor.

H.R. 3977 also proposes modest road closures. Many of these road closures would be in the same valleys listed above. They include Lennox Creek, Miller River, Foss River, Deception Creek, the Gill-Roaring-Coulter-Chiwaukum Creek area, Icicle Creek, Eightmile Creek, Cle Elum River, Kachess River, and Taylor River. Most of these proposed road closures are quite short, rarely more than two miles in length on a given road. They would have the effect of making the core of the Wilderness more remote, and would help to reduce pressure on its use. Closure of these roads and their inclusion in the Wilderness would mean that some non-permanent works of man would be included in the Wilderness. However, citizen groups feel that it would be desirable to put these roads to "bed," arguing that their construction was a mistake to begin with, and in defiance of well-publicized pleas for deferral. The land should revert to a Wilderness condition. Ample precedent for this action exists in previous Congressional actions and agency Wilderness recommendations. This policy would lead to the inclusion of approximately 25,000 acres of land as Wilderness excluded by the Forest Service.

The Forest Service also failed to recommend classification of the Pratt River under its criteria for Wilderness, perhaps because the drainage is not in a "natural" condition. The Pratt River valley was logged partially many years ago. While some scars of logging can still be seen, the area is in a near natural condition today. Within a few decades these impacts will be virtually unnoticeable. The citizen groups propose that about 12,000 acres in the Pratt River valley be classified as Wilderness.

There are a variety of reasons which explain the remaining differences of about 50,000 acres between the Wilderness acreage of H.R. 3977 and the Forest Service proposal. These include classification in H.R. 3977 of parts of the Tumwater Canyon area as Wilderness. The Forest Service proposes this area to be managed under a Scenic Area (U-3) classification. Around the outer rim of the Wilderness core, there are a number of places where citizens have extended their proposed Wilderness boundaries to the limits of de facto Wilderness, while the Forest Service has been more conservative. These areas include portions of the Teanaway, Ingalls Creek, areas east of Stevens Pass to Tumwater Canyon, on Maloney Ridge above Skykomish, near Snoqualmie Pass, north of I-90 near Granite Mountain, and in the Mt. Garfield area.

#### Special Wilderness Provisions

In addition to variations between the three proposals in terms of Wilderness acreage, there are also differences in recommended management statutes. The Forest Service and the timber industry propose establishment of their Wilderness areas under existing provisions of the Wilderness Act. Citizen groups favor classification of an Alpine Lakes Wilderness Area under terms of the Wilderness Act within an overall National Recreation Area, but certain additional statutory requirements would be imposed. H.R. 3977 closes the Alpine Lakes region to mining exploration and development; it establishes a program of trading and/or acquisition for checkerboard lands; and it establishes methods of condemnation as an ultimate means of assuring conformance to a management plan common to both public and private lands. Under terms of H.R. 3977, all provisions applying to the National Recreation Area would also apply to the Wilderness area. H.R. 3977 requires that, given a choice between implementing the Wilderness Act or H.R. 3977, the more protective regulations would take precedence.

### Perimeter Zone

The discussion of management issues in Section II. outlined a number of problems requiring solutions in the perimeter zone of the Alpine Lakes. The various proposals before Congress provide three distinct approaches to these perimeter management issues: (1) do nothing; (2) implement a refined program of management directives for National Forest land; and (3) implement a comprehensive program of land management applicable to both public and private lands in the Alpine Lakes region.

### The Industry Proposal

The timber industry proposal (H.R. 3978) is a do-nothing proposal. H.R. 3978 provides for two small Wilderness Areas. Timber industry public statements fail to articulate a comprehensive management program for the region and these statements fail in particular to address the checkerboard management question. They provide only minimal suggestions for the coordination of timber management activities with other land uses (CWCST, 1972; ALC). Certain of the goals of the timber industry proposal are quite desirable, including the concept of "Minimum Land Impact Roads" (an undocumented concept in the industry proposal) and prompt regeneration of harvested forest land and nonstocked commercial forest land (CWCST, 1972). However, H.R. 3978 makes no provision to implement these concepts, and includes no provision for coordinated management programs on public and private lands. Nor is any source of funding suggested. Continuation of present policies is proposed by the timber industry on areas outside of their proposed Wilderness.

### The Forest Service Proposal

The Forest Service proposal is more embracing than the industry proposal. In addition to the immediate Wilderness classification of about 292,200 acres, the Forest Service suggests future classification of some 82,000 acres as Wilderness after checkerboard ownership problems are settled. Administrative proposals have been made for an additional 355,000 acres of federal land in the Alpine Lakes region. These proposals include the area defined as a "Dispersed Recreation Zone" (52,000 acres), and two Scenic Areas (U-3) (19,000 acres). In addition, another 284,000 acres would be part of the

Alpine Lakes Management Unit. The Management Unit would embrace only federal lands in the Alpine Lakes region (USFS, 1974a, p. 61; USFS, 1975, p. 28). It is very important to note that the "Management Unit" does not include checkerboard private lands, an area of some 190,000 acres. This 190,000 acres of private lands includes about 41,000 acres of checkerboard land in the "potential Wilderness" classification, about 5,500 acres in the "Dispersed Recreation Zone," and about 143,000 acres in the perimeter region. The Forest Service "Management Unit" also excludes some lands included in the National Recreation Area under terms of H.R. 3977.

The Forest Service's Management Directions specify a number of principles regarding the management of these federal lands in the Alpine Lakes region (USFS, 1975, p. 28, 29). These provisions were developed within the framework of existing Forest Service policy and authority. It should be noted, however, that the Forest Service does not presently have a strong mandate, nor sufficient funds to engage in a trading program for checkerboard lands of high wilderness quality, nor does it have the power to lead the development of a coordinated land use planning process on both public and private lands in the perimeter region. The management directions enunciated for the Management Unit reflect these weaknesses. Moreover, they are subject to change at any time at administrative discretion.

#### The Citizens' Proposal

The citizens' proposal (H.R. 3977) articulates the most comprehensive solution to management issues in the Alpine Lakes region. It calls for a National Recreation Area, with an integral Wilderness Area as its core. This National Recreation Area would be of 1,012,000 acres in size, including 437,000 acres in the perimeter zone. Approximately 286,000 acres in the perimeter zone are managed by the Forest Service, while 151,000 acres are managed by non-federal owners. The perimeter zone in H.R. 3977 embraces approximately 55,000 acres more land than the 960,000 acres of public and private land located within the outer boundary of the Forest Service "Management Unit." This land is located primarily in four areas: the Devils Gulch region (12,000 acres), the area north of Stevens Pass (6,500 acres), north of Mt. Index (17,000 acres), and in the Middle Fork Snoqualmie-Mt. Si area (33,000 acres). H.R. 3977 excludes about 13,500 acres, encompassing the town of Skykomish, an area which is included in the Forest Service Management Unit.

National Recreation Area Management Direction

H.R. 3977 provides for the development of a management plan for the Alpine Lakes region under the framework of a National Recreation Area. The language of this proposed legislation is similar to that favorably considered by Congress for other regions of the country. It would direct the Secretary of Agriculture (through the Forest Service) to develop a management plan for the region. This plan would be developed with significant public input and in coordination with local governments. The Forest Service would be granted authority to develop management standards for zoning regulations on private land in the perimeter region. This provision of the legislation would help assure that there was consistent management in the perimeter zone on intermixed federal and non-federal lands.

Management Priorities

In developing the management plan for the perimeter zone, and in revising this plan, the Secretary is directed to give first priority to the Wilderness, scenic, natural, scientific, ecologic, and historic values. The primary emphasis in the management of the region would be to preserve the values which make the Alpine Lakes region such an important resource for the nation. Second priority would be given to the creation of public outdoor recreation benefits in this perimeter zone. Recreational opportunities would be developed or managed as the primary use of the perimeter lands, but the legislation states that this recreational use should not significantly damage the basic land and water resources of the region. Third priority would be given to the production of renewable natural resources in the area, consistent with the protection of basic land and water resources and public outdoor recreation resources of the region.

Transition Zone

As part of this management plan, the Secretary would develop methods to protect the Wilderness core from adverse influences. A transition zone from the outer boundary of the Wilderness would extend into the perimeter recreation area, in which any development would have to be compatible with the preservation of the adjacent Wilderness area.

### Zoning Standards

The Secretary of Agriculture would also be required to develop standards or guidelines for zoning ordinances for the non-federal lands in the region which would be compatible with standards being applied to lands in federal ownership. Within the framework of these standards, local governments would prepare zoning plans which would be approved by the Secretary. Federal assistance to local planning agencies might well be required to achieve the purposes of this act. When situations arise where a private land owner uses his land at variance with the federally approved zoning plan for the region, the Secretary of Agriculture would be empowered by the legislation to condemn property. The establishment of these zoning powers and this condemnation authority could have a significant beneficial impact on the management of lands in this region. Developments could be prohibited in dangerous or inappropriate locations (such as the avalanche-prone Yodelin development east of Stevens Pass or the cabins and lodge currently proposed for Lake Caroline in the Enchantments), or could be stimulated and regulated in suitable locations.

### Condemnation Powers

In addition to ultimate condemnation authority under terms of H.R. 3977 for nonconforming uses, the Secretary would be encouraged instead to seek trades, exchanges, or acquisition of less-than-fee interests from private owners when the pattern of proposed land use by these private owners is at variance with the plan for the region.

### Land Exchanges

An important provision of H.R. 3977 is the section which initiates a program of land exchange with large corporate owners of checkerboard remnants of railroad land grants, in the Wilderness sections of the region. Within sixty days of the passage of the legislation, the Secretary would be required to initiate a trading program, with subsequent periodic reports to the Congress being required on the success of this program. Priority would be given to trading private land in the Wilderness for federal land outside the National Recreation Area.

In order to encourage these land exchange agreements with large corporate checkerboard land owners in the

Wilderness, a special valuation principle would be applied to these private lands if they lost value after March 1, 1975, but were traded in a Wilderness condition within two years of the date of enactment of H.R. 3977. Thus, if the legislation were passed by Congress and signed into law by the President on December 15, 1975, and if within two years a large corporate timber owner, such as the Pack River Company, entered into a land exchange agreement with the Forest Service, and if the lands exchanged in a Wilderness condition lost market value through price declines or pest damages or other reasons, the timber owner would be compensated at the March 1, 1975 value for the land. This provision is specifically designed to reduce the risk of loss to private timber companies from a trading program which involves uncertainties over valuation at the time of enactment of the proposed legislation and the time of trade.

#### Other Management Provisions

H.R. 3977 also includes the following provisions designed to help resolve special management problems in the Alpine Lakes region.

Corridors. A study of certain access corridors to the Wilderness is required. These include the Middle Fork Snoqualmie River, the Cle Elum River, Icicle Creek, and the North Fork Teanaway River. The upper reaches of the roaded sections of these valleys would be studied to ascertain the best program of future management in these corridors, consistent with the preservation of the adjacent Wilderness.

Motorized Travel. Regulations would be adopted regarding motorized travel on lands and waters in the region.

Timber Harvest. Timber harvest practices would be controlled so that clear-cuts would not exceed 25 acres in size and would not encroach upon streams, lakeshores, existing trails, etc., except in certain circumstances. Timber management practices would proceed according to high quality landscape management standards. This program would apply to public and private timberlands in the perimeter zone. Clear-cut harvests would not exceed 30% of the total acreage logged in any five-year period. Roads would be constructed to facilitate this timber harvest program in a manner harmonious with other uses and long-range management objectives.

State Fish and Game Powers. The State of Washington has traditionally regulated fishing and hunting on National Forest lands. Section 8 of H.R. 3977 reaffirms this power of the State of Washington.

Mining. H.R. 3977 would remove all of the National Recreation Area from all forms of appropriation under the mining laws. However, certain nonleasable minerals could be mined in the perimeter region under provisions of H.R. 3977, including geothermal energy, provided that these removals are consistent with other provisions of the Act.

Aircraft. Aircraft and helicopter landings and drops in the area would be regulated by the Secretary of Agriculture, after consultation with the appropriate authorities and under terms of the Wilderness Act of 1964.

Utilities. Regulations regarding corridors for utilities and other uses are provided for, including concern for the scenic impacts of these corridors.

Wild and Scenic Rivers. Seven rivers in the perimeter region would be considered for inclusion in the Wild and Scenic Rivers system. These include portions of the Cle Elum River, Icicle Creek, the Miller River, the Skykomish River, the Snoqualmie River, the Tye River, and the Wenatchee River. Recognizing the busy timetable of the Wild and Scenic Rivers review process, the reports of these reviews would not be required before October 2, 1982.

Water Developments. New water impoundments or diversions would be prohibited within the Recreation Area except as needed for reasonable irrigation and municipal water supply purposes.

Some of these provisions are implied in the Forest Service proposal, being reflected in the management directions for the Management Unit. However, in the Forest Service proposal, only federal lands are subject to the stated management directives. It is clear that these management directives should be applied to all land in the Alpine Lakes region, given the present intermixed pattern of land ownership and the need for the force of statutory direction.

National Recreation Area Qualification

Citizen groups studied alternative types of land management which were possible to deal with the management complexities in the perimeter region of the Alpine Lakes. These considerations have included seeking National Park status for the region, continuing present Forest Service statutory authority for the region, and designation of the area as a National Recreation Area. After long study, National Recreation Area designation was selected as the best available method for handling in a comprehensive manner the management problems in the region. The nature of legislation establishing other National Recreation Areas was studied, as well as the kinds of problems which led to selection of National Recreation Area designation (Knibb).

Citizen judgment of the qualification of the Alpine Lakes region for National Recreation Area status has been confirmed by the Forest Service. As part of its Alpine Lakes Land Use Study, the Forest Service evaluated the suitability of the Alpine Lakes region for National Recreation Area classification. Using seven primary criteria and six secondary criteria, the Forest Service found that the region was fully or substantially qualified for National Recreation Status (USFS, 1974a). The text of these Forest Service analyses follows.

THE SEVEN PRIMARY CRITERIA FOR THE  
SELECTION OF A NATIONAL RECREATION AREA  
- AND THE ALPINE LAKES -

- I. National Recreation Areas should be spacious areas including within their perimeter an aggregate gross area of not less than 20,000 acres of land and water surface, except for riverways, narrow coastal strips, or where total population within a 250-mile radius is in excess of 30 million people.

THE ALPINE LAKES WOULD INCLUDE AN AGGREGATE GROSS AREA OF ABOUT 890,000 ACRES.

- II. National Recreation Areas should be located and designed to achieve a comparatively high recreation carrying capacity, in relation to type of recreation primarily to be served.

THE ALPINE LAKES IS LOCATED WITHIN A ONE HOUR DRIVE OF 1.7 MILLION PEOPLE. HIGH DENSITY RECREATION USE CAN BE DESIGNED BEYOND WHAT IS NOW TAKING PLACE AT WINTER SPORTS SITES AND AT MAJOR BODIES OF WATER. WITH PROPER MANAGEMENT, THE DISPERSED TYPE OF RECREATION CAN PROVIDE A CARRYING CAPACITY ON AT LEAST 40% OF THE LAND WHICH WOULD BE AS HIGH OR HIGHER THAN ANY OTHER PLACE. IF SCENERY IS CONSIDERED, THIS IS TRUE OF ALMOST ALL LANDS.

- III. National Recreation Areas should provide recreation opportunities significant enough to assure interstate patronage within the region of service, and to a limited extent should attract patronage from outside of the normal service region.

IN 1972, 2,333,600 VISITOR DAYS OF USE WERE RECORDED IN THE ALPINE LAKES AREA. FOUR OF THE TWELVE MAJOR SKI DEVELOPMENTS IN THE STATE ARE LOCATED HERE AS ARE 25 OF THE 86 MOST CLIMBED MOUNTAIN PEAKS. AN ESTIMATED 26% OF ALL OVERNIGHT CAMPERS WERE FROM OUT OF STATE IN 1971. THIRTY-EIGHT MAJOR CAMPGROUNDS EXIST AS DO HISTORIC SITES, SUCH AS THE BLEWETT AND LIBERTY MINING TOWNS AND RAILROAD HISTORY AT STEVENS PASS. AREAS WHICH HAVE GAINED NATIONAL SIGNIFICANCE INCLUDE LIBERTY, THE BAVARIAN TOWN OF LEAVENWORTH, THE ALPINE LAKES PROPOSED WILDERNESS AND THE ENCHANTMENT "LOST WORLD PLATEAU".

- IV. The scale of investment, development, and operational responsibility should be sufficiently high to require either direct Federal involvement, or substantial Federal participation to assure optimum public benefit.

THE NATURE OF THE OWNERSHIP PATTERN IS SUCH THAT OPTIMUM PUBLIC BENEFIT CANNOT BE SERVED WITHOUT AN OVERALL PLAN ADMINISTERED BY A SINGLE ORGANIZATION ABOUT 26% OF THE LAND IS PRIVATELY OWNED. LOCAL GOVERNMENTS DO NOT HAVE THE FUNDS NOR THE REGULATIONS NECESSARY TO INSURE CONTROL OF ENVIRONMENTAL QUALITY OR MAXIMUM BENEFITS TO THE GENERAL PUBLIC. GREATER INVESTMENT IN RECREATION FACILITIES IS LIKELY TO BE MADE WITH NRA DESIGNATION.

- V. Although non-urban in character, National Recreation Areas should, nevertheless, be strategically located within easy driving distance; i.e., not more than 250 miles from urban population centers which are to be served.

THE WESTERN EDGE OF THE PROPOSED NRA IS 40 MILES FROM DOWNTOWN SEATTLE, THE CENTER OF THE 17TH LARGEST METROPOLIS IN THE U.S. IT IS WITHIN 250 MILES OF PORTLAND, OREGON AND VANCOUVER, B.C.

- VI. Within National Recreation Areas, outdoor recreation shall be recognized as the dominant or primary resource management purpose. If additional natural resource utilization is carried on, such additional use shall be compatible with fulfilling the recreation mission, and none will be carried on that is significantly detrimental to it.

APPROXIMATELY 70% OF ALPINE LAKES LANDS HAVE A MODERATE OR HIGHER SUITABILITY FOR DISPERSED RECREATION USE. ABOUT 15% HAVE A MODERATE OR HIGHER SUITABILITY FOR INTENSIVE RECREATION DEVELOPMENT. FOR TIMBER MANAGEMENT TO BE COMPATIBLE WITH RECREATION USES, A DECREASE IN THE ALLOWABLE CUT CAN BE EXPECTED. IT IS NOW RESTRICTED IN THOSE ZONES OF INTENSIVE DEVELOPMENT AND WOULD BE MORE SO IN THE FUTURE, PARTICULARLY ON PRIVATE LANDS.

- VII. National Recreation Areas should be established in only those areas where other programs (Federal and non-Federal) will not fulfill high priority recreation needs in the foreseeable future.

UNDER PRESENT FINANCING, RECREATION NEEDS CANNOT BE MET BY THE FOREST SERVICE. AND THERE IS NO EXISTING PROGRAM WHICH CAN COORDINATE THE NEED FOR RECREATION, THE PRESERVATION OF ENVIRONMENTAL QUALITY, AND THE USE OF THE TOTAL RESOURCE ON PUBLIC AND PRIVATE LANDS FOR MAXIMUM BENEFIT TO ALL PEOPLE.

THE SECONDARY CRITERIA FOR SELECTION  
OF NATIONAL RECREATION AREAS  
- AND THE ALPINE LAKES -

I. Preference should be given to proposed National Recreation Areas that:

- A. Are within or closely proximate to those official U.S. Census Divisions having the highest population densities.

ALPINE LAKES IS WITHIN 30 MILES OF THE SEATTLE-EVERETT METROPOLITAN AREA WITH 1,422,000 PERSONS IN 1970 AND 17TH IN POPULATION NATIONALLY. (U.S. Department of Commerce-Bureau of Census-1971.)

- B. Are in areas which have a serious deficiency in supply of both private and public outdoor recreation area and facilities as determined by the National Recreation Plan.

IT IS QUESTIONABLE IF ALPINE LAKES MEETS THIS CRITERIA BUT AS YET THERE IS NO NATIONAL RECREATION PLAN TO USE FOR GUIDANCE.

- C. Are in areas which have a comparatively low amount of federally provided recreation carrying capacity.

WASHINGTON STATE HAS 43 MILLION ACRES OF FEDERAL LAND OR 29.6% OF THE TOTAL AREA. IT RANKS 12TH NATIONALLY IN AMOUNT OF FEDERAL LAND. OF THIS TOTAL, 13,553,800 ACRES ARE CLASSIFIED AS RECREATION LAND WITH 9,160,200 ACRES IN NATIONAL FORESTS.

- D. Show an optimum ratio of carrying capacity to estimated cost.

ALTHOUGH A FORMAL STUDY HAS NOT BEEN DONE, THE DIVERSITY OF RECREATION EXPERIENCES POSSIBLE IN THE ALPINE LAKES INDICATES THAT A FAVORABLE COST/CAPACITY RATIO COULD BE REALIZED.

- II. National Recreation Areas may be based upon existing or proposed Federal water impoundments where it can be shown that significant increases in the scale of recreation development are required, beyond the level normally justified under standard multiple-purpose project development, in order to assure that full recreation potential is provided for projected needs.

THREE FEDERAL IMPOUNDMENTS ARE WITHIN THE AREA. USE ON THEM (not including developed sites) TOTALED 33,900 VISITOR DAYS IN 1972. THIS MAY ALREADY BE MORE USE THAN WOULD BE NEEDED TO JUSTIFY THE PROJECT BY TODAY'S STANDARDS. HOWEVER, THE VARIETY OF OTHER RECREATION PURSUITS AVAILABLE SEEMS TO INDICATE THAT AN ALPINE LAKES NRA WOULD NOT NEED TO BE BASED UPON THE RESERVOIR RECREATION POTENTIAL ALONE.

- III. National Recreation Areas may include within their boundaries scenic, historic, scientific, scarce or disappearing resources, provided the objectives of their preservation and enjoyment can be achieved on a basis compatible with the recreation mission.

PROTECTION IS THE KEY WHILE STILL PERMITTING ACCESS AND ENJOYMENT. THE FOLLOWING RESOURCES ARE PRESENT:

SCENIC: MT. INDEX, TUMWATER CANYON  
 HISTORIC: LIBERTY, BLEWETT, CASCADE TUNNEL, SNOQUAIMIE PASS  
 WAGON ROAD  
 SCIENTIFIC: RED TOP AGATE BEDS, CAVE RIDGE CAVES  
 SCARCE: EIGHT SPECIES OF WILDLIFE  
 AND, NO DOUBT, OTHERS OF LESSER SIGNIFICANCE.

- IV. National Recreation Areas should be in conformity with the National Recreation Plan prepared by the Bureau of Outdoor Recreation, and shall take into consideration State, regional, and local comprehensive plans.

THERE IS NO NATIONAL RECREATION PLAN NOR A FOREST SERVICE REGIONAL PLAN. THIS CONCEPT IS COMPATIBLE WITH THE STATE OPEN SPACE PLAN. COUNTY PLANS ARE BROAD IN SCOPE AND IN VARIOUS STAGES OF COMPLETION. THE ONLY COMPREHENSIVE PLAN EXISTING IS THE ONE FOR SNOQUAIMIE PASS AND IT HAS BEEN INVALUABLE IN THE STUDY OF THE ALPINE LAKES.

- V. Whenever possible, National Recreation Areas should be selected, developed, and managed to provide maximum compatibility with the recreation potential of adjacent rural areas in private ownership.

THE POSSIBILITY FOR THIS IS IMMENSE IN THE ALPINE LAKES. AN ESTIMATED  $\frac{1}{2}$  OF THE LANDS DEVELOPABLE FOR INTENSIVE RECREATION USE ARE PRIVATELY OWNED. PRIVATE INVESTMENT POTENTIALS ARE HIGH AND THE FOREST SERVICE HAS THE OPPORTUNITY TO FOSTER THIS DEVELOPMENT WHILE FULFILLING ITS OBLIGATION TO OFFER LESS INTENSIVE RECREATION OPPORTUNITIES ON FEDERAL LANDS AND ALSO ENHANCE SCENIC QUALITIES WHERE OWNERSHIP IS INTERSPERSED.

- VI. Preference should be given to areas within or proximate to a redevelopment area as officially designated by the Department of Commerce and deemed significant in the economic improvement of such a redevelopment area.

SEATTLE HAS BEEN DESIGNATED AN ECONOMICALLY DEPRESSED AREA BECAUSE OF THE UNEMPLOYMENT RATE ASSOCIATED MAINLY BY BOEING COMPANY CUTBACKS. ALTHOUGH A THOROUGH ANALYSIS HAS NOT BEEN MADE, THE IMPACT OF ADDITIONAL RECREATION USE MAY ALSO BOLSTER THE SAGGING ECONOMIES OF THE SURROUNDING SMALL COMMUNITIES SUCH AS CLE ELUM AND SKYKOMISH.



IV. Impacts of an Alpine Lakes  
Wilderness and National Recreation Area

Provisions of H.R. 3977 have been discussed in terms of management issues in the Alpine Lakes region. Some of the impacts of the adoption of H.R. 3977 are relatively clear, while others merit some more detailed discussion. This section of the legislative analysis is intended to focus on these impacts.

Land Use and Administration

The most important effect of the passage of H.R. 3977 would be the opportunity to develop coordinated policy for the common management of public and private lands in the Alpine Lakes region. Provisions of H.R. 3977 would speed up the process of trading checkerboard lands in the Wilderness, and help to assure that the Wilderness would remain in a high quality condition. In the perimeter zone, a management plan would be developed with public input which would help achieve the goals of the Act. These goals are to (1) protect the ecological, scenic, natural, scientific, historic, and wilderness values of the region, (2) to provide public outdoor recreation benefits, and (3) to allow for the protection, management, and utilization of renewable natural resources to the extent consistent with (superior) goals (1) and (2). The application of these goals in the order specified above would have a definite impact on the use of the region, as there is no such hierarchy of goals stated for its present management, and it would be impossible to develop such a set of goals under the present fragmented ownership pattern.

Under terms of H.R. 3977, the Secretary of Agriculture and the Forest Service would develop standards for zoning ordinances which would be adopted and applied by the local governments in the Alpine Lakes region. These zoning standards would be uniformly applied to federal lands in the region. At the present time there is no such coordination of uses between the Forest Service and the local governments, or between the local governments to ensure a coordinated program of land use in the four-county Alpine Lakes region. Neither of the other legislative proposals would provide any mechanism to achieve this coordination nor any funds to carry out coordination. It makes sense to have the federal government take the lead in developing this management plan, because it is the dominant landowner (65.47%) in the perimeter zone, the only land owner with significant acreages common to all four counties in the Alpine Lakes region, and because it is the superior legal entity.

H.R. 3977 contains provisions for land use regulation which are similar to those contained in other National Recreation Area statutes. The Alpine Lakes Coalition has argued that H.R. 3977 may be unconstitutional because of these regulatory provisions (ALC). This is an assertion, designed to serve the interests of the three large corporations holding checkerboard lands in the Alpine Lakes region.

The citizens' proposal calls for several special land use studies in the Alpine Lakes region. These studies are part of the management plan for the perimeter region. They include a study of four corridors penetrating like fingers into the surrounding Wilderness area, and an inventory of potential recreation facilities, including ski areas, tramways, and lodges. The impact of these studies would be an improved management plan for the region. The corridor study would help develop policy on access to the Wilderness, while the recreation facility study would help identify the places where recreation developments appropriate to a National Recreation Area would best be sited.

#### Recreation

Recreational use would be affected in a variety of ways by H.R. 3977. Some of these impacts will be short-run, but others would occur in the long run. Provisions of H.R. 3977 would mean the closure of the upper ends of some access roads leading toward the Wilderness core. These roads would be allowed to revert back to Wilderness condition. These road closures would lengthen the trail distance to some interior regions of the Wilderness. The immediate or short-run result of such actions probably would be a reduction in the use of certain interior locations of the Wilderness. This would help to maintain the environmental quality of these areas, although use levels could rise in certain areas near the perimeter. Off-road vehicles would be prohibited in the Wilderness, while today they are allowed in small portions of the area proposed for Wilderness classification.

Over the long run, the changed emphasis in the management of the region should have impacts on the kind and location of recreational developments, and the distribution and magnitude of recreation activity. National Recreation Area designation may make the area more attractive to some travelers, merely because of its classification. Changes in policy regarding roads and timber harvest can be expected to influence the distribution of hunters, fishermen,

campers, berry-pickers and mushroomers, and other dispersed and developed recreation users. Closure of the area to mining entry would mean the removal of conflicts between recreationists and miners. If the areas included for study as Wild and Scenic Rivers are classified as part of the Wild and Scenic Rivers System, their uses and development would be limited to those activities allowed under the Wild and Scenic Rivers Act. This could have an influence on the location of second-home subdivisions.

The management of the Alpine Lakes region as a National Recreation Area would elevate the level of management effort and funding on recreation programs in the region, which would probably attract more visitors to the area. Visitor levels are certain to increase to higher levels than at present without National Recreation Area status. Recognizing this fact, and recognizing the huge levels of recreational activity in the region at present, the need for a coordinated land use management program becomes even more imperative if the quality of the environment is not to suffer irreversibly.

The basic purpose of H.R. 3977 is to preserve the public recreational values of the Alpine Lakes region. If properly implemented, this would be the most important impact of H.R. 3977. This goal could only be achieved if the management plans and use regulations described in H.R. 3977 were sensitively implemented on public and private lands in the Alpine Lakes region by the Forest Service in concert with local government and private land owners.

#### Forest Resources

The most vocal opposition to proposals for land use classifications in the Alpine Lakes region has come from the forest products industry. H.R. 3978, the timber industry proposal, is a direct response to earlier proposals of the Alpine Lakes Protection Society for an Alpine Lakes Wilderness and National Recreation Area. Citizen groups recognize that timber production is a compatible land use in the Alpine Lakes region on suitable portions of the perimeter region. H.R. 3977 does not restrict timber harvest levels in the perimeter region unreasonably. It does regulate certain aspects of timber harvest practices and imposes regulations on timber management programs. These regulations are designed to help maintain the timber resource and the quality of the environment of the Alpine Lakes region.

Timber Harvest Practices

H.R. 3977 would restrict clear-cuts to a maximum size of 25 acres, and would not allow more than 30% of the acreage harvested in the region in any five-year period to be by clear-cut. The 30% acreage figure appears reasonable. Large volumes of timber are now harvested in the Alpine Lakes region by methods other than clear-cut. These include selective harvest methods in the pine forests in the drier eastern parts of the region and shelterwood cuts. The five-year period is designated because of the time required to move from a planned timber sale to actual harvest and post-harvest cleanup.

Twenty-five acres is a reasonable maximum size for a clear-cut, balancing scale economies to timber operators for larger size clear-cuts against scale diseconomies to game populations requiring shelter, to recreationists and travelers who find clear-cuts aesthetically displeasing, and in consideration of greater soils damage associated with larger clear-cuts. Former Deputy Chief of the Forest Service, Edward C. Crafts, has publically supported a 25-acre limitation on clear-cuts (Crafts).

H.R. 3977 would require that timber harvest programs be conducted according to landscape management practices. This includes appropriate regulations on timber access road construction. Currently, there is no requirement that private timber owners engage in these practices. H.R. 3977 would allow timber harvest only when the timber owner is prepared to reforest the timberland promptly. Funding for present Forest Service timber reforestation programs is severely limited. This causes several important problems. It reduces the volumes that the Forest Service can offer for sale without affecting sustained yields over the long run. It also makes the region less attractive visually than it could be. Thus, increasing the intensity of post-harvest management efforts on public lands in the Alpine Lakes region is a high priority goal, and this includes not only restocking but also subsequent programs of thinning and stand management. If Congress appropriated the funds required to operate such a high quality forest management program, H.R. 3977 could have a beneficial impact on timber harvest levels in the Alpine Lakes region.

H.R. 3977 would require that an annual plan for timber harvests be developed in the Alpine Lakes perimeter zone. This plan would be developed with public input, and

no additional harvests would occur unless specifically approved by the Secretary of Agriculture once this plan has been published.

#### Timber Harvest Levels

The classification of 575,000 acres as an Alpine Lakes Wilderness will have an impact on the availability of timber for harvesting in the Alpine Lakes region. The Wilderness proposed in H.R. 3977 contains stands of operable commercial timber, although the volumes are not large considering the acreage of the proposed Wilderness Area.

When addressing the impact of the alternative classification proposals for the Alpine Lakes, several different methods could be employed. The Forest Service has used the concept of allowable annual harvest (USFS, 1974a), while the timber industry uses the concept of full yield harvest volume (CWCST). These are theoretical concepts of harvest, as opposed to measures of timber actually being harvested today. The Forest Service has estimated that actual harvest levels in the Alpine Lakes region are presently between 83 and 100 million board feet per annum, with approximately 53 million board feet per annum from State and private lands and 30 to 48 million board feet per annum from National Forest lands (USFS, 1974a, p. 33, 62).

Timber harvests on National Forest lands in the Alpine Lakes region have been below maximum allowable harvests for several years. The Forest Service has indicated that allowable harvests in the Alpine Lakes region are 81.9 million board feet per annum (USFS, 1975, p. 12), although in recent years actual harvests have been only about one-half this level. The current timber sale plans of the Wenatchee and Snoqualmie-Mt. Baker National Forests indicate planned harvests at an average rate of 52.2 million board feet per annum in the Alpine Lakes region over the next few years (USFS, 1974d, USFS, 1973d).

No firm harvest data are available for present harvest levels on non-federal timberlands in the Alpine Lakes region. However, the Central Washington Cascades Study Team estimate 61 million board feet per annum could be harvested from these lands (CWCST, 1975). This figure will be used for purposes of calculations to follow.

Both the Forest Service and the forest products industry have based their calculations of the impact of the various land use alternatives for the Alpine Lakes on potential harvest levels (CWCST, 1975; USFS, 1974a). Through the use of this methodology they have shown that classification of land in the Alpine Lakes as Wilderness leads to diminished levels of allowable harvest or potential annual harvest. However, neither the timber industry nor the Forest Service compare these impact estimates against present harvest levels in the region. Thus, their calculations are confusing and misleading with respect to actual impacts.

To illustrate this point, it can be noted that the Forest Service defines the "present situation" as a harvest of 81.9 MBF and uses this statistic to estimate timber sale receipt returns to the U. S. Treasury and to counties and timber-based employment (USFS, 1974a, p. 62). This harvest level is at least 50% greater than present and scheduled harvest levels by the Forest Service in the Alpine Lakes region.

The timber industry has overstated timber harvest impacts of the various Alpine Lakes land use management proposals. By estimating impacts with reference to the hypothetical standard of full yield harvest, instead of with reference to present relationships, they have vastly overstated timber harvest impacts (CWCST, 1975). For example, they indicate the impact of H.R. 3977 to be about 25% greater than the present harvest level in the Alpine Lakes region, a statistical impossibility.

After developing these inflated impact estimates, CWCST has used an economic model to calculate impacts on output and value added (Beyers, Bourque, Seyfried, Weeks). They have apparently used the results of these calculations to scale employment and public sector fiscal impacts. Timber sale receipts have been valued at \$75.00/thousand board feet, compared to the use of a \$55.00/thousand board feet measure by the Forest Service (USFS, 1974a).

Using data from the Forest Service and the Central Washington Cascades Study Team, Parks has determined that the Wilderness proposed in HR 3977 would lead to a reduction in potential allowable harvest of 45 million board feet per annum (Parks). This is not an estimate of actual impacts, but rather of potential harvest impact. CWCST estimate about 12 MBF of this impact would occur on private

lands, and Parks estimates about 33 MBF on Forest Service lands. This impact does not include timber harvests which could be made in the Limited Area. The Forest Service has estimated the annual allowable harvest in the Alpine Lakes region to be about 142.9 MBF, including 61 MFB per annum from non-federal lands. Parks concludes that the Wilderness proposed in H.R. 3977 would reduce this allowable harvest to 97.9 MBF per annum (Parks).

Classification of the perimeter region in the Alpine Lakes as a National Recreation Area could also have an impact on timber harvest levels. H.R. 3977 requires that preference be given to the protection of ecological, scenic, natural, scientific, historic, and wilderness values of the region, and to the public outdoor recreation which the area can provide. These goals would take precedence over the other possible uses of the region, including timber harvest. The extent of the impact of these statutory requirements on timber harvests in the perimeter region has not been carefully evaluated, and such an evaluation would be difficult under the terms of H.R. 3977. Important factors are: (1) the nature and impact of management plans and zoning regulations adopted by the Forest Service under terms of H.R. 3977; (2) the utilization ratios achieved by timber operators; (3) the impact of restocking and conversion programs on lands within and outside the Alpine Lakes region, and (4) general technological changes in the forest products industry. Each of these issues will be discussed briefly.

The timber management plan required under terms of H.R. 3977 would be developed in coordination with plans for other uses of public and private land in the Alpine Lakes region. In this process, some commercial timberlands could be withdrawn from harvesting due to obvious conflicts with other land uses. For example, old growth timber in developed ski areas or campgrounds is unlikely to be cut for aesthetic reasons. Landscape management requires the maintenance of scenic stands of timber, which reduce acreage available for harvest. Similarly, water quality considerations prohibit harvests adjacent to major watercourses. These and other constraints remove some areas of commercial timber from regular harvest considerations in any case. However, the volume included in these areas will not be known until the development of the management plan called for under terms of H.R. 3977.

In recent times, there has been a tendency toward a higher utilization ration from timber stand volumes. Residues left from traditional harvest practices are finding uses today, especially during periods when stumpage prices are high. The opportunities for additional recoveries of residues are great, for in 1969 the total net volume of logging residue left in Douglas Fir Region clear-cuts was equal to 50% of the raw material consumption of Washington and Oregon pulp and board industries (USFS, 1973e). The impact of increasing recovery rates would be to increase the supply of forest resource inputs for processing into useful products. Such increases in residue supply would have the effect of enlarging effective harvest volumes in regions such as the Alpine Lakes.

There are vast acreages of lands in the State of Washington which are poorly stocked. This issue has been discussed on pages 24 and 25 of this document. If these lands were restocked, they would help offset any negative impacts on harvest levels associated with classifications on lands of very high quality for non-timber production uses, such as the Alpine Lakes. While this management issue transcends the area of the Alpine Lakes management question, its resolution has spillovers into the Alpine Lakes of considerable importance. Citizen groups support the development of appropriate conversion programs for these poorly stocked lands.

Technological change has also been occurring in the forest products industry, which has had and is continuing to have an impact on employment levels and technical requirements in the industry (BPA; USFS, 1969b). The general impact of these changes has been to reduce the employment required per unit of product in the forest products industry. H.R. 3977 would not affect these general trends. However, H.R. 3977 would impact timber management in the Alpine Lakes because post-harvest management would be more intense than at present (assuming Congress appropriated the required funds). This would be a technological change, and its impact would be to enhance forest productivity through more intensive use of labor and other means of production. These requirements would impact both federal and non-federal lands. The increased labor intensiveness of post-harvest timber management programs could have positive stimulative impacts on local economies.

In summary, Wilderness provisions of H.R. 3977 would have an impact on present harvest levels in the Alpine Lakes region. The net impact of H.R. 3977 in the recreation perimeter will be determined by the specific management program developed by the Forest Service under terms of this

proposed legislation. The Forest Service currently applies management techniques which reduce timber harvest volumes to levels well below those possible under maximum sustained yield calculations (Supra, pp. 51-52). It is not possible to state with precision at present the degree to which harvests on non-federal lands are above or below sustained yield volumes, and it is equally difficult to foresee the impact of H.R. 3977 on timber volumes forthcoming from these non-federal lands in the perimeter. Although it is very difficult to predict in advance what these management plans would lead to in the way of timber harvest impacts, alternative harvest impacts can be modeled. Some economic impact estimates are provided on pp. 59-63.

#### Insect, Fire, and Disease Control

H.R. 3977 would not necessarily impact the ability of the Forest Service or private owners to engage in insect or disease control programs, or to engage in forest fire fighting operations. The Forest Service could impact these programs by adopting regulations as part of the management plan for the region. However, there is no a priori reason to expect new restrictions in this management plan. Moreover, H.R. 3977 calls for prompt reforestation after timber harvests. In the perimeter zone, the provision can be construed to mean that timber harvested due to insect or disease damage would be promptly harvested and the area reforested. Neither the Forest Service nor the industry proposal makes statutory provision for such programs of regeneration.

#### Grazing

H.R. 3977 allows for the continuation of present grazing programs. These grazing activities are modest in scope, and are compatible with National Recreation Area and Wilderness Area designation. Their management would be a part of the Management Plan to be developed for the region.

#### Mining

H.R. 3977 would close the Alpine Lakes region to entry under present mining laws. Since no mining activities of any consequence occur at present in the Alpine Lakes or appear to be imminent, these restrictions would seem to have little impact on minerals production. Terms of H.R.

3977 would permit geothermal exploration and development in the recreational perimeter of the region under appropriate management. Closure of the region to mining would have positive impacts on the environmental quality of the region. Proposals for environmentally destructive mining activities at Van Epps Pass or LaBohn Gap would be impossible under terms of H.R. 3977. The Wilderness would be secure from threats of access roads to mining operations, and aircraft and helicopter intrusions into the Wilderness to serve mining claims would be prohibited. From the perspective of Wilderness users, these closures would be highly beneficial.

#### Utilities

H.R. 3977 restricts new utility developments to existing corridors if at all possible. This provision would have the impact of minimizing the proliferation of utility corridors through the region. Since these corridors are often unsightly, this provision would tend to help maintain the visual qualities of the Alpine Lakes environment. In addition, H.R. 3977 requests that the Secretary of Agriculture work with the Bonneville Power Administration to find means of reducing the scenic impact of electric transmission lines through the Recreation Area. In the event that new utility corridors are necessary through the Central Cascades region, H.R. 3977 recommends that they be routed through Stampede Pass just south of the Alpine Lakes, rather than over Snoqualmie or Stevens passes.

#### Special Land Use Studies

The impact of the provisions of H.R. 3977 requiring studies of four access corridors and reaches of some rivers for Wild and Scenic River designation would hopefully be to maintain or enhance the quality of the environment in the Alpine Lakes region. The four access corridors proposed for study have gradually been extended, and now are finger-like intrusions into the adjacent Wilderness. The proposed study would allow the Forest Service to define the best land use program for these corridors, with regard to the impacts of human use on water quality, the natural, scenic, wilderness, and recreational values in each corridor, and upon the natural environment of these corridors.

The impact of possible Wild and Scenic River designation would be to preserve natural environmental values in

and near these rivers. This preservation could have impacts upon the location of human activities, such as roads, houses, and commercial developments. It should be noted that such developments are already regulated on these rivers under terms of the Washington State Shorelines Management Act.

#### Fish and Game Management

H.R. 3977 should not have any impact on the management of fish and game resources in the Alpine Lakes region. The State of Washington Game Department would continue to have responsibilities for game animals, birds, and fish, and the State Fisheries Department would manage anadromous fish and food fishes.

#### Aircraft Overflights

The proposed legislation would continue present federal policies for the Alpine Lakes region regarding aircraft overflights. Federal regulation is limited at present to landings on federal property in the Alpine Lakes region, and the Forest Service has no power to limit landings on private (mostly checkerboard) lands in the Alpine Lakes region. H.R. 3977 would extend regulatory powers of the Forest Service to both public and private lands in the Alpine Lakes region.

#### Road Construction

H.R. 3977 would establish policies regarding road construction in the perimeter zone. These policies are designed to give primary consideration to natural, scenic, and recreational values when constructing roads, rather than considering primarily convenience, speed, or low construction-maintenance cost ratios. The impact of these provisions should be to reduce the visual damage and erosion caused by roads constructed primarily according to traditional engineering-economic considerations. Presently, road construction policy is fragmented between the Forest Service, private owners, and local governments.

#### Motorized Travel

The proposed legislation would require the Forest

Service to develop regulations for off-road and water travel in the Alpine Lakes perimeter zone. These regulations would be designed to protect the quality of the environment. At present there are no coordinated regulations for the region because of fragmented jurisdiction. The Forest Service is now in the process of developing off-road motorized vehicle regulations for its lands in the Alpine Lakes. These regulations would not apply to private lands (see p. 15), and there are no present regulations on non-federal lands and waters in the region. H.R. 3977 would bring meaningful consistency to this aspect of the management of the region.

#### Checkerboard Lands

One of the most important provisions of H.R. 3977 is the requirement that a program of land exchanges be initiated in the Wilderness Area. Almost all non-federal land in the Alpine Lakes region is in a checkerboard pattern of ownership. Major exceptions to this generalization are located in the Mt. Si-Middle Fork Snoqualmie region and near Mt. Index. While management of these lands in the perimeter region is complicated by checkerboard ownership patterns, it is not an insurmountable obstacle in the development of a management program for the region. However, in the Wilderness core the checkerboard ownership pattern has led to a continuing set of management difficulties. H.R. 3977 would initiate a process by which these problems would be solved. Neither the Forest Service nor the industry proposal address the problems created by checkerboard land ownership patterns in the Alpine Lakes region. Problems associated with the checkerboard ownership pattern have been discussed at length in Part II. of this analysis. It is clear that these problems can only be resolved through some program which leads to consolidated ownership in the Alpine Lakes Wilderness and provides a basis for coordination between public and private landowners in the recreational perimeter.

#### Economic Impacts

Each of the multiple uses of the Alpine Lakes region leads to impacts on our economy. These impacts originate with demands by both the public and private sectors of the economy. The Forest Service incurs costs for its programs in the Alpine Lakes region. Through Congressional appropriations, these costs are met, and Forest Service expenditures on labor, equipment, services, etc. have an impact on local and regional economies. Private sector demands

include recreational expenditures, the demand for forest products manufactured from timber harvested in the Alpine Lakes region, and the demands for water supplies originating in the Alpine Lakes.

Over time the relative importance of these different demands has changed. Timber harvests under a sustained yield program should remain essentially constant over time, although technological changes could help raise output levels. Recreation demands and economic impacts have increased rapidly and are projected to continue to grow at a high rate. Passage of H.R. 3977 would probably have some influence upon recreation and timber harvest levels in the Alpine Lakes region and could impact Forest Service employment and operational levels.

Classification of the Alpine Lakes region as a National Recreation Area would probably have the effect of enhancing land values on private land in the region. This would particularly be the case for accessible land in river valleys with high amenity values for second homes, retirement homes, and recreational developments. These changes would enlarge the property tax base of the local area.

An analysis of the economic impact of various levels of recreation activity and timber harvest in the Alpine Lakes on the Washington State economy has been made (Beyers, 1975). These calculations were made through the use of the 1967 Washington input-output model (Beyers, Bourque, Seyfried, Weeks), the same analytical framework employed by the timber industry (BEAR). The input-output model may be used to estimate impacts on output and value-added (income) of specified levels of demand. These impact estimates may be used with appropriate ratios to estimate other types of economic impact, including employment and tax impacts. Tables 4 and 5 show the results of these calculations.

Table 4 shows employment levels in the State of Washington associated with recreational use and timber harvests in the Alpine Lakes region. Present levels of recreational activity and timber harvest in the Alpine Lakes region generate approximately 3,970 jobs in the Washington economy, with about 1,770 jobs tied to recreational activity and 2,200 jobs tied to timber harvest. These estimates do not include a substantial amount of public sector employment because this employment is not included in the basic input-output system.

Table 4  
Employment in Washington State Associated With  
Recreation and Timber Harvests in the  
Alpine Lakes Region

*Recreation Activity Level by Year	H.R. 3977 Wilderness 97.9 MBF/Yr.	Timber Harvest Conditions				
		H.R. 3977 Wilderness coupled with harvest reductions in the perimeter region. Per- centages of allowable harvest (97.9 MBF/Yr.)				
		90%	80%	70%	60%	50%
1975	3300	3130	2980	2830	2680	2530
1980	3770	3625	3470	3325	3170	3025
1985	4400	4250	4100	3950	3800	3650
1995	6200	6060	5900	5760	5600	5460

\*Calculated assuming a 5% per annum growth rate in visitor days.  
 Source: Beyers, 1975.

Data in Table 4 indicate that if there is no growth in recreation activity levels and that if the highest possible timber harvest reduction occurred (CWCST, 1975), then employment in the State of Washington would be impacted by approximately 1,400 jobs. This impact level is about .1% of present Washington State employment levels. More realistic timber harvest impacts, coupled with likely increases in recreation activity levels over the next five to ten years can be seen to lead to net increases in employment levels. If present trends in recreation activity levels continue over a moderate time horizon, such as twenty years, Table 4 indicates a significant positive increase in employment even under conditions of large decreases in timber harvests.

Table 5 presents some other measures of economic impact related to the present use of the Alpine Lakes region. These data show that present economic activity levels associated with the use of the Alpine Lakes region have a very modest impact on the Washington State economy. Generally, these impact measures are about .3% for state employment and fiscal impacts. Expressed alternatively, present use of the Alpine Lakes region accounts for about .3% of Washington State employment and public and private sector economic activity levels. About 8.8% of federal timber sale receipts generated in the State of Washington are the result of timber harvests in the Alpine Lakes region. These federal payments to counties and schools were about .28% of all federal grants and shared revenues received in Washington State in 1970 (Washington

State Research Council). Payments to schools from these federal timber receipt funds constituted approximately .05% of the funds required to operate schools in the State of Washington in 1972 (Washington State Research Council).

Table 5  
Current Economic Impacts of the Use of the  
Alpine Lakes Region (1972 Impacts)

	Washington State Impact	% of Total State Activity
<u>I. Employment</u>		
Agriculture & Food Products	263 jobs	n.e.
Forest Products	1,096 "	n.e.
Other Manufacturing	134 "	n.e.
Retail & Wholesale Trade	1,465 "	n.e.
Services & Construction	1,011 "	n.e.
Total Employment	3,970 jobs	.3%
<u>II. Industrial Output</u>	\$100,375,000.	.3%
<u>III. Value Added</u>	\$ 62,790,000.	.3%
<u>IV. Recreational Expenditures</u>	\$ 24,500,000.	n.e.
<u>V. Forest Product Industry Value of Product</u>	\$ 43,100,000.	1.2%
<u>VI. Taxes</u>		
Timber Excise Tax	\$ 218,000.	n.e.
Sales Tax	\$ 2,000,000.	0.4%
Business & Occupation Tax	\$ 600,000.	0.3%
Unemployment and Workman's Compensation Trust Fund	\$ 628,000.	0.3%
<u>VII. Federal Timber Receipts</u>		
Chelan County	\$ 182,000.	
King County	\$ 92,000.	
Kittitas County	\$ 59,000.	
Lewis County	\$ 20,000.	aggregate
Pierce County	\$ 36,000.	payments = 8.8%
Snohomish County	\$ 47,000.	
Yakima County	\$ 126,000.	
School share	\$ 563,000.	8.8%
Return to U.S. Treasury	\$ 3,378,000.	8.8%
Total Timber Receipts	\$ 4,504,000.	8.8%

Source: Beyers, 1975.

n.e. means not estimated.

These data show that current economic impacts of the use of the Alpine Lakes region are very modest in a statewide context. Similarly, the increases or decreases in employment levels shown in Table 4 indicate that changes in timber harvest levels or recreation activity levels will have only a modest statewide economic impact.

These economic impacts are probably most strongly felt in the four Alpine Lakes region counties. If timber harvests decline, then it is likely that employment in the forest products industry would decline slightly, and it could be anticipated that these impacts would be relatively stronger in Chelan County than in King, Kittitas, or Snohomish Counties. Economic impacts of increases in recreational activity levels would be most strongly felt in urban areas, particularly in the Puget Sound lowlands. However, localized impacts in rural areas might be important. For example, in recent years, recreation-related economic development has occurred in Leavenworth, North Bend, and at Snoqualmie Pass.

H.R. 3977 authorizes the appropriation of funds necessary to accomplish the purposes of the Act. Depending upon the nature of the management plan developed by the Forest Service, and depending upon the actual appropriations by Congress, the level of federal support available for the management of the Alpine Lakes region would almost certainly rise. In the short run, this support might be required to develop the management plan for the region. In the long run, more Forest Service manpower could be required in the recreation management program, while a greater level of effort in reforestation programs would also be likely. Capital improvement programs could also become more intensive. These federal employment and program increases would have a positive stimulus on the economies of local communities.

#### Opportunity Costs

Economists frequently use the concept of opportunity costs, which are defined as values or benefits foregone because of a particular decision. Various parties interested in the solution to management problems in the Alpine Lakes region have images of their opportunity costs. The timber industry visualizes unharvested potential allowable harvest as an opportunity cost, while increased recreational activity levels yield the industry no significant benefits and are thus classed irrelevant. Citizens' groups sometimes

tend to discount productive values, and place great emphasis on opportunity costs associated with the degradation of the quality of the environment.

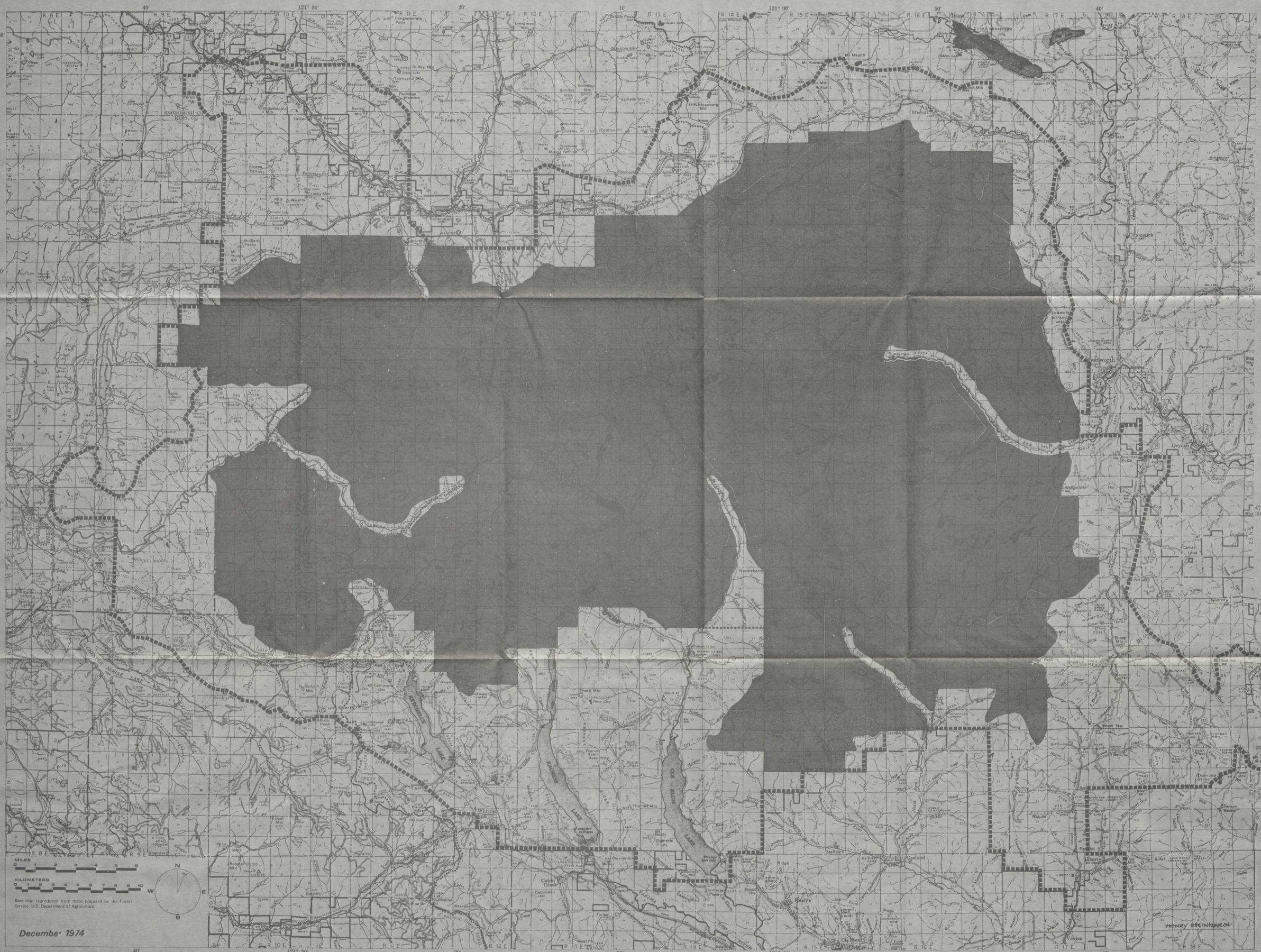
With regard to the Alpine Lakes region, there are opportunity costs to be incurred by various groups depending upon the course of action taken by Congress. If Congress decides that the concept of H.R. 3978 (the industry proposal) should prevail, then society will incur opportunity costs in terms of lost Wilderness values, degradation of a presently high quality recreational landscape, and diminished opportunities for expansion of high quality recreational facilities located in an environment which enhances the quality of life. If Congress decides to support H.R. 3977, the citizens' proposal, the aforementioned opportunity costs will not be incurred, but some economic impacts could occur in terms of timber harvest levels and timber processing activities. These impacts could also be considered opportunity costs. Similarly, the Forest Service proposal could be viewed in opportunity cost terms, and, while it might be easy to conclude that the Forest Service has struck "middle ground" on the Alpine Lakes issue, it really has not done so. The legislative and administrative formula being offered by the Forest Service is much closer to H.R. 3977 in concept and scope than it is to H.R. 3978, although the Forest Service has not embraced the concept of a National Recreation Area for political reasons.

The decision as to which and how much of these types of opportunity costs will be borne by society now rests with the Congress. The decision cannot be made on a basis of monetary or fiscal effects alone, for the values involved transcend measurement by our most sophisticated analytical techniques except the political process. Citizens' groups have tried to evaluate various areas of opportunity costs in the process of developing H.R. 3977. This bill represents an attempt to formulate a fair and yet comprehensive management program for one of America's most beautiful landscapes. It is hoped that the Congress will share our view that this region would best be managed through the National Recreation Area concept, and that the Wilderness boundaries defined in H.R. 3977 do represent the best Wilderness designation for the Alpine Lakes region. Citizens' groups feel that the multiple users of the Alpine Lakes region, including the timber industry and recreationists, would collectively incur higher opportunity costs if either the industry or the Forest Service proposal were to be passed by Congress.

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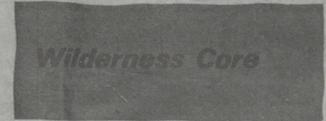
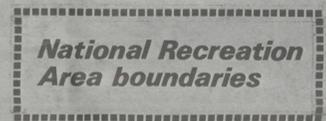
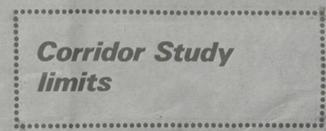
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LOCATION MAP

**LEGEND:**

-  Wilderness Core
-  National Recreation Area boundaries
-  Corridor Study limits

# Alpine Lakes Wilderness and National Recreation Area

*in the Central Cascade Mountains of Washington State*



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The CHAIRMAN. Mr. Hal Lindstrom, representing the Alpine Lakes Protection Society.

**STATEMENT OF HAL LINDSTROM, ALPINE LAKES PROTECTION SOCIETY**

Mr. LINDSTROM. Thank you. My name is Hal Lindstrom. I teach at Ellensburg High School in Ellensburg, Wash. I am speaking in behalf of the Alpine Lakes Protection Society to express our view concerning H.R. 7792.

My knowledge of the area comes from personal experience. I have done extensive car camping, when my children were small, in the perimeter area and back in the good old days—10 to 12 years ago—when you could take your car into the perimeter area and find a good, well-kept campground and you could enjoy a relatively coastal wilderness experience. That is not possible today. The campgrounds are not managed as well as they were at that time. The Forest Service has indicated to us the funding has not been there for some time to maintain the campgrounds or to build enough additional ones to keep pace with the accelerated growth and interest in this kind of recreation.

In your earlier remarks you alluded to the history of the conservation movement in the Northwest with respect to the North Cascades complex and also the Alpine Lakes. I won't go into that, but it has been a place that the Federal agencies, both the Park Service and the Forest Service, recognized in the thirties as a very special place and one worthy of special classification. The private individuals and conservation groups through the forties and fifties, up through the sixties, also began to have their own input and have their own ideas as to how this area could be managed. I guess we can move up to 1973 when the various organizations all interested in the land management of the Alpine Lakes, all included in the wilderness classification as part of their management proposal for the Alpine Lakes.

The proposed size and extent of the wilderness has always been controversial and remains so today. However, we feel the 393,000-plus acre wilderness as presented in H.R. 7792 is one which ALPS accepts as a fair compromise given the realities of today.

We as an organization, officially incorporated in 1968, and our express purpose—and we focused our attention solely on the Alpine Lakes to the exclusion of almost every other issue—this has gone on since 1968.

I would like to outline briefly the major points which caused most of us in the Alpine Lakes Protection Society to opt for a more conservative land management proposal for the Alpine Lakes. This in spite of a considerable amount of advice from others not to do so, that we were taking on a lot of issues that would certainly cause us concern in the future. Specifically, ours is basically a land management proposal for the entire area. I guess history has proven that to be true.

The specific issues include, No. 1, access. The Alpine Lakes area is bounded by three major highways, the Stevens Pass Highway on the north, Interstate 90 on the south, and Suakpass Highway on the east, innumerable roads up the river valleys, making the Alpine

Lakes one of the most accessible wilderness areas in the United States. The circumstance of high population and easy accessibility has brought pressure early into the Alpine Lakes areas and pressures are mounting almost daily.

The Alpine Lakes received more visitor-days last year than the State's three national parks combined. Outdoor recreation is booming. Alpine Lake is an area that the U.S. Forest Service in 1974 found to meet substantially or fully 10 or 13 evaluated criteria for national recreational area.

Second: With respect to watershed, the Alpine Lakes region is a major watershed and maintains the integrity of the entire region and is vital to a high level of agricultural productivity.

As far as I know, there are no major mining operations in the Alpine Lakes and no major ones are immediately pending. The U.S.G.S. survey of the area asked for and completed by the Forest Services did not show and does not reveal any major mineral deposits.

Whereas mineral entry has been withdrawn in some national recreation areas to better control the mining that is permitted such protection is not afforded by H.R. 7792.

I would like to give you a couple of examples of situations in my own Kittitas County that relate to this particular problem. Kittitas County recently legislated mining a permitted use which sets no special restrictions on the kind and amount of mining. A Canadian mining corporation has claims on what they have reported as a low-grade copper ore in an area adjacent to the proposed wilderness boundary in the Van Epps Pass region.

A California firm has purchased the rights to the Burlington Northern-owned coal fields near Roslyn and Cle Elum. In both the latter instances our concern is partly that strip mining might be used to access these deposits, and we don't take much comfort in state and national legislation to protect from that.

The next one, No. 4, real estate developments have occurred and are pending, two of them particularly, and one of the Lake Caroline area where a proposed helicopter access recreational development right into one of the most scenic areas of the wilderness as proposed by H.R. 7792.

Just last night in a call to my home, I learned of a recreational development—Senator, I don't know if you could do this or would want to do this, but on page 49 of the Alpine Lakes Book in front of you, there is a picture of Tacquala Lake—

The CHAIRMAN. I have it. And also Cathedral Rock.

Mr. LINDSTROM. Yes, and Cathedral Rock. I went there with my family when they were small and up to the present time too. My family and I have canoed up Tacquala Lake. You can stop right along the road and you have in essence a wilderness experience without having to go far. That is something very much needed in the Alpine Lakes and in any recreation area.

A developer in the country has proposed a real estate development which cuts right across, and as nearly as I can tell, very close to where that picture is.

There are 16 lots envisioned. Nine of them start at the Lake—

The CHAIRMAN. These are private inholdings?

Mr. LINDSTROM. Yes. They front the road and go across the lake and some property remains on the other side of that lake. I know it is a complex problem involving private inholdings but this is an area that has been used since by everybody as a public area. It is very close to a wilderness area. It is a classic example of why special management is needed in the perimeter area.

Timber, my fifth topic, is one of the major resources of the Alpine Lakes. It is trite to say it is so obvious, but logging activities can and often do have a substantial impact on the scenic quality.

The CHAIRMAN. Is this lake in the management area so it would be subject to acquisition?

Mr. LINDSTROM. I don't know if there are any provisions in the bill, Senator, for acquisition.

The CHAIRMAN. I am talking about condemnation. This would be outside the area.

Mr. LINDSTROM. This would be outside the wilderness area, but in the management area. I believe there are no provisions made for doing anything about that.

The CHAIRMAN. Thank you. Please go ahead.

Mr. LINDSTROM. In 1975 a Library of Congress report says that the level of logging in the Northwest is substantially greater than what it should be in order to operate on a sustained yield basis. This was reported to be especially true on private lands.

An examination and study of NASA photographs shows a level of clear cutting on private lands in the Alpine Lakes that appears to be about 50 percent higher than the level on public lands.

Coupled with these items is the fact that to our knowledge the major timber companies have never revealed the total acreage cut on their lands in the Alpine Lakes over the past 10 years.

It seems clear that a high degree of coordination between public and private timber management operations ought to exist in order to protect the land and water resources of the Alpine Lakes. I have a comment on transmission easements. This is a real bone of contention in our area right now and hearings are being carried on by the Forest Service. My last comment has to do with funding of other than timber resources.

It is a fact, and we have had it presented to us over and over, one of the most urgent problems related to management of resources on public lands in the Alpine Lakes is the disparity in funding between timber management and recreation. In one recent year the Forest Service received 95 percent of the 50 percent budget request allocation for timber management and 40 percent of the 12 percent budget request allocation for recreation. This situation exists in the face of a rapidly accelerating demand on the resources of the Alpine Lakes for outdoor recreation.

From the supervisors of the Wenatchee and Snoqualmie-Mount Baker National Forests and from the personnel at the ranger districts whose specific responsibilities are in recreation come the repeated statements that funds are woefully insufficient to adequately provide for recreation.

ALPS chose to treat the Alpine Lakes as an integral unit and, because of the diversity of the demands on all the resources, proposed a

national recreation area as an already-established legislative precedent to resolve the conflicts in land use. We still hold with that view.

The experiences we have had in dealing with the problems referred to in this testimony has revealed the complexity of the problems and the need for cooperation among all parties and interests—both public and private.

The checkerboard pattern of land ownership created by Congress 100 years ago is a major barrier to land use planning for the Alpine Lakes. How can a "management unit" that applies only to alternate sections of publicly owned land work? It surely can't, effectively.

H.R. 7792 has addressed the wilderness question for the Alpine Lakes very commendably. It leaves the other issues of land-use unresolved, and, what is perhaps a more serious deficiency, provides no effective mechanism for dealing with them in the future.

I wish to express my gratitude to the committee for being able to appear here and present these views in behalf of the Alpine Lakes Protection Society.

[The prepared statement of Mr. Lindstrom follows:]

#### STATEMENT OF HAL LINDSTROM, ALPINE LAKES PROTECTION SOCIETY

My name is Harold Lindstrom. I am a teacher at Ellensburg High School in Ellensburg, Washington. I am speaking in behalf of the Alpine Lakes Protection Society to express our view concerning HR 7792.

Almost from its inception, the Alpine Lakes Protection Society, ALPS, has advocated and worked for the development of a comprehensive management plan for all the lands in the Alpine Lakes.

From our earliest deliberations we shared the views expressed in actions taken by the National Park Service and the United States Forest Service and by study teams of these agencies and by private-citizen groups such as the North Cascades Conservation Council, NCCC, and the Mountaineers dating back into the 1930's and continuing through the 1940's, 1950's and 1960's that a substantial portion of this magnificent region containing more than 600 lakes and spectacular scenery should be preserved in its natural state.

After passage of the Wilderness Act of 1964, designation of a portion of the Alpine Lakes as Wilderness to accomplish its preservation became a commonly accepted goal, and by 1973 all major interested groups including the timber industry as represented by the Central Washington Cascades Study Team had management proposals for the Alpine Lakes that included Wilderness.

The proposed size and extent of the Wilderness has always been controversial and remains so, today. However, the 393,000 acre Wilderness as presented in HR 7792 is one which ALPS accepts as being a very fair compromise.

ALPS was officially organized and incorporated in 1968 for the expressed purpose of achieving the passage of legislation that would provide optimal future management for the Alpine Lakes.

The following portion of this testimony is a consideration of those factors which resulted in a decision by ALPS to develop a land-management proposal for the entire Alpine Lakes area; one which included a Wilderness core as an integral part of a larger more comprehensive proposal to include both public and private lands surrounding the Wilderness.

#### 1. ACCESS

The Area is bounded by three major highways including Interstate 90 on the south, thus making it highly accessible especially to the state's major population density. One estimate places 1.5 million people within an hour's drive of the Alpine Lakes. This circumstance of high population and easy accessibility has already brought great pressure on the area, and the pressures are mounting both in the Wilderness portion and in the perimeter lands surrounding the proposed Wilderness. The Alpine Lakes region received more recreation visitors last year than the state's three national parks combined.

Outdoor recreation is booming, and the Alpine Lakes is an area that the USFS in 1974 found to meet either substantially or fully, ten of thirteen evaluative criteria for a National Recreation Area.

## 2. WATERSHED

The Alpine Lakes region is a major watershed for Reclamation projects in Kittitas and Yakima Valleys and therefore maintaining the integrity of the entire region is vital to the continuance of a high level of agricultural productivity.

## 3. MINING

While there are no significant mining operations currently in the Alpine Lakes and although a mineral survey conducted by the USGS for the Forest Service reveals no major commercial mineral deposits, mining and problems related to mining including access, have periodically arisen and exist today. This is true for the Wilderness and for the lands surrounding it.

Whereas mineral entry has been withdrawn in some National Recreation Areas to better control the mining that is permitted, such protection is not afforded by HR 7792.

As an example of situations that are ripe for mining-related problems, Kittitas County recently designated mining a permitted use which sets no special restrictions on the kind and extent of mining.

A Canadian mining corporation has claims on what they have reported as low-grade copper ore in an area adjacent to the proposed Wilderness boundary in the Van Epps Pass region.

A California firm has purchased the rights to the Burlington Northern-owned coal fields near Roslyn and Cle Elum. In both the latter instances our concern is partly that strip-mining might be used to access these deposits. The degree of protection from mining abuses through existing state and federal statutes is not clear.

## 4. REAL ESTATE DEVELOPMENT

Developments are occurring in the Alpine Lakes, some of them without consideration of the impact that their design, size and placement could have on the natural and scenic character of the area.

One of the recent activities is a proposal to build a helicopter-accessed recreational development in one of the most scenic areas within the Wilderness as proposed by HR 7792.

## 5. TIMBER

Timber is one of the major resources of the Alpine Lakes. Logging and related activities can and often do have a substantial impact on the scenic quality of the land. Also affected are existing trails, wildlife habitat, and the potential exists for adverse effect on water quality.

A 1975 Library of Congress report says that the level of logging in the Northwest is substantially greater than what it should be in order to operate on a sustained-yield basis. This was reported to be especially true on private lands.

An examination and study of NASA photographs in a recent ALPS study shows a level of clear-cutting on private lands in the Alpine Lakes that appears to be about 50% higher than the level on public lands.

Coupled with these items is the fact that to our knowledge the major timber companies have never revealed the total acreage cut on their lands in the Alpine Lakes over the past ten years.

It seems clear that a high degree of coordination between public and private timber management operations ought to exist in order to protect the land and water resources of the Alpine Lakes.

## 6. TRANSMISSION EASEMENTS

The power-line corridors for high-voltage transmission lines and the proposed pipe-line construction across the Cascades to transport Alaskan oil from the Puget Sound are examples of a kind of activity that requires careful planning in order to properly consider other resource values and to minimize the environmental impact.

## 7. MOTORIZED VEHICLE TRAFFIC

Motorized vehicle traffic in those areas to be included in the Management Unit as proposed by HR 7792 is increasing and is causing more concern. The Forest Service is presently holding a series of meetings regarding ORV's—Off-Road Vehicles. One major timber company has closed the access roads to its property with gates and periodic mounding on the road beds. They have hired guards to patrol their lands. This kind of solution transfers the problem to the public lands where, according to the official conducting the meeting, funds are not available in the Forest Service budget to handle the problem in a similar way if that was considered a reasonable course of action.

## 8. FUNDING FOR OTHER-THAN-TIMBER RESOURCES

One of the most urgent problems related to management of resources on public lands in the Alpine Lakes is the disparity in funding between timber management and recreation. In one recent year the Forest Service received 95% of the 50% budget-request allocation for timber management and 40% of the 12% budget request allocation for recreation. This situation exists in the face of a rapidly accelerating demand on the resources of the Alpine Lakes for outdoor recreation.

From the supervisors of the Wenatchee and Snoqualmie-Mt. Baker National Forests and from the personnel at the Ranger Districts whose specific responsibilities are in recreation come the repeated statements that funds are woefully insufficient to adequately provide for recreation.

ALPS chose to treat the Alpine Lakes as an integral unit and, because of the diversity of the demands on all the resources, proposed a National Recreation Area as an already-established legislative precedent to resolve the conflicts in land use.

In our Slide Show we used a fried egg as a model for the Alpine Lakes; the yolk represents the Wilderness, and the white the perimeter lands. All one egg. The model stresses the interrelated character of our proposal for management of the Alpine Lakes.

The experiences we've had in dealing with the problems referred to in this testimony has revealed the complexity of the problems and the need for cooperation among all parties and interests—both public and private.

The checkerboard pattern of land ownership created by Congress a hundred years ago is a major barrier to land-use planning for the Alpine Lakes. How can a "Management Unit," that applies only to alternate sections of publicly owned land work? It surely can't, effectively.

HR 7792 has addressed the Wilderness question for the Alpine Lakes very commendably. It leaves the other issues of land-use unresolved, and, what is perhaps a more serious deficiency, provides no effective mechanism for dealing with them in the future.

I wish to express my gratitude to the Committee for being able to appear here and present these views in behalf of the Alpine Lakes Protection Society.

The CHAIRMAN. Thank you, Mr. Lindstrom. I wanted to make one comment. You mentioned the transmission easements. I have felt for a long time and it was a part of my land use bill, that there ought to be energy corridors. We have allowed one transmission area after another. It is uneconomical. It is bad from the viewpoint of conserving our resources. Technology, as you know, has provided for larger delivery systems, thanks to the improvements that have been made.

We could save money to the user, the consumer, in terms of cost of energy by utilizing higher voltage lines and using less land. There is not an area where there is greater need for planning than in this one. The growth of our power requirements and the new additions, as you know, to the Columbia River system, may mean even more corridors if we don't get these back on track.

As I fly over the mountains, and I have flown this area in small planes for a long period of time, to me it is one of the classic examples of what happens when there is no planning at all.

Mr. LINDSTROM. I should mention in our proposed legislation we proposed the creation of a utility corridor or corridors.

The CHAIRMAN. That was in my land use bill that passed the Senate twice.

Mr. LINDSTROM. Yes. We got it from you, Senator.

The CHAIRMAN. Thank you. Now, we are delighted to have Mr. Brock Evans, representing the Sierra Club here in Washington, D.C. Mr. Evans.

#### STATEMENT OF BROCK EVANS, DIRECTOR OF THE WASHINGTON, D.C. OFFICE, SIERRA CLUB

Mr. EVANS. Thank you, Senator. Maybe we could work on the land use bill next session of Congress. I hope you will consider that when it comes up again.

The CHAIRMAN. We have tried.

Mr. EVANS. There is always another year. I want to say first it is with quite a bit of feeling and emotion that I come here today. Of all of the places that I know and love in the Northwest, I think the Alpine Lakes is probably the most special of all to me, and in one form or another I feel I have been over nearly all of the area that we are talking about today.

I was also privileged to be the author of the book that is before you now and author of the concept that we are talking about here today. The wilderness core and the management area around it. I also witnessed some of the destructive logging damaging the area and it was logging at the Barclay Creek area in 1966 that caused me to vow to never rest again until we get done everything in our power to make the Alpine Lakes as safe as we could.

Because of the press of time, I will not add much to what the others have said. But I will emphasize two points. The first is to point out again, as others have said, the bill before us requires a considerable sacrifice on the part of conservationists. As you know, our original proposal which was presented, calls for 200,000 more acres of wilderness than we have right now, and called for far more land use controls on private lands on the outside.

The problem Mr. Lindstrom pointed out, on Tacquala Lake, is an example of what we are going to face in the years to come unless we do something.

Second, we feel the compromise bill should be strengthened to include several key places now omitted. I won't go over them, but I want to once again draw your attention to Deception Creek. It is the only place I know of that has a magnificent virgin forest of the kind you used to see throughout the Northwest. You step out of your car on this flat trail—handicapped people can go on it, disabled people—and you can experience a Northwest forest and you and I know how hard it is to find this kind of thing so close to the wilderness areas. We hope the committee can give direction to the Forest Service, since it is Federal

land, to make sure this flat piece of forest of only 120 acres is somehow protected.

I will conclude by saying the Alpine Lakes area in our judgment is easily one of the most scenic and important in the United States. In my opinion, it would have been a national park long ago if it had not existed in a State so blessed with superlative scenic resources. We urge this committee to do everything in its power to make sure all of these superlative resources are protected in the final legislation.

[The prepared statement of Mr. Evans follows:]

STATEMENT OF BROCK EVANS, DIRECTOR, WASHINGTON OFFICE, SIERRA CLUB

The Sierra Club is pleased to be here today to testify in support of H.R. 7792, which would establish an Alpine Lakes Wilderness and related areas of 920,000 acres in the Cascade Mountain Range in the State of Washington. As this committee is well aware, the Sierra Club, at all its national, regional, and local levels, has had a long standing interest and commitment to the preservation of wilderness, park, and other recreation opportunities in the Cascade Mountain Range of the State of Washington. Indeed, one of the major purposes of the foundation of our Northwest chapter in 1954 (the second chapter which was created outside of California) was the protection and preservation of the magnificent remaining wilderness and scenery to be found in the Washington and Oregon Cascades. We have never deviated from this goal in the more than twenty years that we have been actively organized in the Pacific Northwest.

Speaking on a more personal basis, it is with considerable emotion that I come before you today. The mountains and the wilderness of the Alpine Lakes country is immediately adjacent to Seattle, Washington, my adopted home to which I moved some twelve years ago. They were the first mountains in the Northwest that I really came to know on a personal and intimate basis. We could see them from the windows of my house, we went into them nearly every week-end; I cut my environmental teeth on some of the early battles over them, specifically the proposals for the dams on the Snoqualmie River, and logging proposals in the Foss and Miller River drainages. I remember very clearly one bright June day in 1966 in the Barclay Creek section of the Alpine Lakes, when my wife and I wandered through the magnificent rain forest there, and came upon the Forest Service signs which indicated that the area had already been sold and was to be clear cut. The forests of Barclay Creek were destroyed the next year, and thus the finest remaining virgin forest in the region can never be protected. It was that one single event more than anything else that made me vow to myself that I would never rest until we could make every other part of the Alpine Lakes safe, in any way possible.

This personal commitment was translated into action when I was fortunate enough to become the Northwest Field Representative for the Sierra Club in 1967. Since that time, I have travelled over nearly every part of the whole Alpine Lakes region, by foot. I wandered through its deep valleys, forded its streams, climbed its peaks, strolled in its high meadows, and have lived in it in every kind of weather and condition. I have come to know it and love it deeply, as my personal friend. I have written numerous articles about it, including the original call for its protection with an article in 1967 called the "Alpine Lakes—Stepchild of the North Cascades." All of this activity culminated in 1971, with a book which I was privileged to author, published by the Seattle Mountaineers: "The Alpine Lakes." A copy of it is available here for your inspection, and I think it documents well the magnificent beauty of this superb wilderness.

Indeed, we believe the Alpine Lakes to be unique in all of America in a number of ways. A major reason is because of its size and special location: well over one-half million acres of wilderness, less than an hours drive from the homes of nearly two million people in the Pacific Northwest. Certainly it is the only large wilderness in the United States so close to so many, and this fact is reflected in the enormous amount of recreation use that it receives from the heavily populated Seattle urban area. This is really "Seattle's backyard wilderness."

Beyond this, are some superb scenic and wilderness features, which combined together, make this one of the most unusual and magnificent regions in the

United States. There are well over seven hundred lakes which give the region its name, more than almost any other comparable region in the United States. Its flora represents a beautiful combination of typical wet west side Cascade big rain forest trees and ferns and mosses, and the much drier east side Cascade species of ponderosa pine, larch, and grasses; and it is all found in this one region, the two zones being within a very short distance of each other. The geology and topography is quite varied, and the relief of the mountains, measured from valley floor to peak top, is extremely impressive. In fact, in 1968, the Sierra Club Northwest office ran a survey, comparing the average relief of mountain ranges throughout the United States. We learned that the Alpine Lakes, on the average, ranked sixth among all of the mountain ranges or section in the entire United States for impressive relief: right behind much more famous areas as Glacier National Park, Grand Tetons, Sequoia-Kings Canyon, and two others in the State of Washington, the North Cascades and the Olympics.

In other words, it is our considered judgment that by every standard of measure, by every criteria, we really should be talking about an Alpine Lakes National Park, and not just an Alpine Lakes National Recreation Area. Indeed, a national park was proposed for all or parts of this region in the 1920's, and again in the 1930's.

However, everyone recognizes that the political realities probably would not permit a fourth national park in the mountains in the State of Washington, no matter how well deserved. And yet, it is plain to anyone who has observed the past management of the area, that something different than what is proposed or has taken place under Forest Service jurisdiction in the past will have to be done. That is why we so strongly support the national recreation area concept, with a wilderness area core. Something simply has to be done to change the direction of present or past Forest Service management policies.

#### WHY WE ARE HERE

It was my place to be the witness of Forest Service management proposals and policies for the Alpine Lakes for many years. Even up till the present time, it is not a happy history, if one is concerned about protecting the wilderness and scenic resources of the Alpine Lakes. Although the Forest Service had set aside an Alpine Lakes limited area in 1946, for further study, and the mid 1950's, rumors began throughout the conservation community in the State of Washington that the two national forests having jurisdiction over the area planned large-scale logging in every valley outside the Limited Area. (The Limited Area, even though it had a lot of acreage, primarily embraced the high rocky Alpine country, and very little of the forest.)

Local conservation organizations in 1957, 1958, and 1959 increased their efforts to save at least the major parts of the Alpine Lakes, including remnants of the superb virgin forests which once covered most of it. They asked for deferment of logging plans in critical areas, pending a review of the entire region. In response, the Forest Service in 1959 revealed its first plans for the region: a "wilderness on the rocks" resembling an octopus of high ridges radiating outward from the center, with all the valleys which had trees worth cutting going into "multiple use" logging.

Conservationists attempted to respond by putting forward their own first tentative proposal for an Alpine Lakes Wilderness Area, but the Forest Service paid no attention at all, carrying out its plan as if nothing had been spoken at all. Thus, in 1961, construction began on one of the most damaging roads in the entire area, up the Cooper River, culminating in 1962 with the Cooper Lake timber sale, probably the most damaging ever made in that entire region. In that same year, another damaging timber sale took place on the East Fork Middle River, to within one and one-half miles of Lake Dorothy, a prime recreation spot.

In 1963, another sale was held on the West Fork Foss River, and in 1966 there was a sale in the valley of Deception Creek. In 1967, Eight Mile Creek was logged, over the bitter protests of myself, as Northwest Representative for our organizations.

The pattern has since continued up through the early 1970's, with other extremely damaging timber sales, all conducted over bitter conservationist's protests, in the drainage of the Icicle River, on Rampart Ridge, and Kachess River areas. Heavy logging on Tonga Ridge has nearly completely destroyed its recreational and scenic value, and poses a threat to the finest remaining virgin

forest in the region, those of Deception Creek. Finally, in late 1973, in spite of a pending administrative appeal from environmental groups, the Forest Service permitted the Pack River Lumber Company to have access across public lands in the beautiful virgin forests of the Coulter Creek drainage, to log private lands there. As a result of this, the wilderness environment surrounding the largest and finest remaining stand of giant old ponderosa pine trees in the State has been destroyed.

It is for all these past activities that it has become apparent to us that the Forest Service has few or no plans which embrace protection of the lowlands, the forests of the Alpine Lakes, as well as the high country. Their current proposal for a 292,000 acre Alpine Lakes Wilderness is inadequate again, precisely for this reason. It sounds like a lot of acreage, but persons who are familiar with the area on the ground know that very little of it involves big trees for which the area is famous, and which are the central core of the issue before this committee.

With this review of the area, of my own background and that of the Sierra Club with the Alpine Lakes, we now turn to the legislative proposal before this committee. As we see it, there are several major points to be made:

1. *To accept H.R. 7792 requires a considerable sacrifice on the part of conservationists.* As you know, our original proposal, embraced in H.R. 3977, considered by the House of Representatives last year, called for an Alpine Lakes National Recreation Area of well over one million acres, with a 575,000 acre wilderness core. This proposal was hammered out by a coalition of citizens, public interest groups, in the State of Washington and across the nation, and was carefully thought out. It was complex, yet balanced; it included a lot of acres within the outer boundaries, but permitted a careful and balanced use of the resources within the outer management zone. Most importantly, it gave *real* and adequate protection to *all* of the superb scenery and wilderness located within the famous Alpine Lakes region.

Now we have a proposal, embraced in H.R. 7792, for only the 920,000 acre "management unit," surrounding only a 393,000 acre wilderness core. This is nearly 200,000 acres less wilderness than we felt was appropriate and justified, and far less protection for the equally valuable surrounding management zone than was embraced in our original proposal. Indeed, the 920,000 acre figure is misleading, since quite a bit of that in H.R. 7792 is private land over which—at least for the outer management zone—there are to be *no* controls imposed by the legislation. This means that those private lands can be logged, developed, and subdivided at will, to the detriment of the public values in the Alpine Lakes region. That is why we must point out again and again that H.R. 7792 is an extreme compromise from our original position and our deeply held belief about the value of the whole area.

2. *The compromise bill must be strengthened to include several key places which are now omitted from protection.* One way that we recommend improvement in H.R. 7792 is to include, either within the management unit outer boundaries, or within the wilderness boundaries, several key places which have been omitted from the House bill. We support the recommendations of the other groups testifying before you today for these places, and would like to draw special attention to several of them again here, namely:

(a) *Deception Creek.* There are 120 acres here, along the trail between the end of the road at the lower end of the valley and the beginning of the proposed wilderness boundary, which were inexplicably omitted from wilderness protection. This 120 acres, with about one-quarter mile of trail, should be immediately placed back in and given full protection of the Wilderness Act; there is absolutely no justification for leaving it out.

We understand that originally the area was left out because it was considered to be private land, even though the Forest Service had acquired it earlier. But it had not yet appeared on Forest Service maps as federal land, and so was omitted. Later on then, it became the bargaining point in negotiations, even after this fact had been made known. This lower quarter mile represents literally the *only* flat place to walk in the entire Deception Creek drainage. The visitor steps immediately out of his car into a magnificent virgin forest, typical of much of what the Northwest used to look like. This particular spot is a Japanese fairy-garden of great tree trunks soaring to the sky, of a moss carpet along the forest floor and on the trees and ferns everywhere. It is an outstandingly lovely place, very easy and accessible to those who do not wish to backpack any distance, or who are physically unable. To not give this place full protection of

the law will be to invite future proposals for logging and development, which would be a crime of first rank. The area should be included in wilderness, because years of controversy will result otherwise as we fight every proposal which may result in the logging of this beautiful spot.

(b) *Addition of Devil's Gulch.* This area, also known as the "Mission Creek Roadless Area. HO9," of 18,900 acres is immediately adjacent to the Alpine Lakes area just east of US 97 on the crest of the Wenatchee Mountains. It includes an extensive trail network, and has many striking cliffs and sandstone formations. It was described in the final EIS for the Chelan Unit as having "extensive opportunities" for recreation and "critical winter deer range" as well as timber production potential. Nonetheless, the action proposed by the Forest Service offered no administrative outlines in a "management statement" which appears to promise timber harvest at Mission and Tronsen Ridges. Each of these ridges has an important trail. A major timber sale is planned there in 1978. Some of the area can probably be managed for timber without destroying the recreational values, but only with careful planning.

Devil's Gulch is a perfect example of an area which needs the sort of detailed planning effort envisioned in the compromised legislation, and therefore should be included within the outer management boundary.

(c) *Addition of Nason Ridge.* This roadless area, known as Forest Service area HO7, of 14,400 acres (of which 5500 acres are already in the management unit) is steep and scenic and lies above the Stevens Path Highway. Several trails lead to the ridgetop trail which passes several lakes and viewpoints. The south slopes of the area are currently in the management unit of the compromise legislation, but the north slopes are now outside and will be scheduled for logging if something is not done. It should be added to the outer boundaries of the management unit so that the ridge can be planned for as a whole.

3. *There needs to be some consideration and protection against adverse impact of private activities on private lands within the management unit.* As the compromise legislation is now worded, there apparently is no power to the Secretary of Agriculture to even consider the adverse impacts of activities on private lands within the management unit. This is a concept plainly at variance with all the national recreation areas in the country, and certainly is at variance with good land use planning and management principles.

We believe that in order to do the management study to develop a plan for the federal lands in the management unit, as called for in the legislation, the Secretary must also consider the resources and potential uses of the intermingled private land. The management plan might ideally contain recommendations for cooperative planning of such lands—as for instance when a scenic trail wanders in and out of privately owned lands.

As the committee knows, our original proposal embodied in H.R. 3977 did include a careful series of provisions which called for a balanced management of private lands, protecting their scenic and other values, yet providing resource management as well. This is by far the most preferable proposal, and if this committee can not find some way to incorporate some of these concepts in its final bill, the Alpine Lakes will be much the worse off in the years to come.

#### CONCLUSION

The Alpine Lakes area in our judgement is easily one of the most scenic and important in the entire United States; it would have been a national park long ago if it had not existed in a state already so blessed with superlative scenic resources. We urge this committee to do everything in its power to make certain that *all* of these superlative values and resources are preserved and protected within final legislation.

The CHAIRMAN. Thank you, Mr. Evans. All of your statements will be included in the record as if read. I want to thank each and every one of you for your cooperation in this regard. Let me mention two points. You mentioned that priority of recreation and funding have been matters of concern.

I authored the land and water conservation fund, which has been one of the keys in getting additional funding. But let me point this out. We are going to be meeting with the House in conference starting

Thursday. The Senate bill, as some of you know, does increase the land and water conservation fund from the current annual commitment of \$300 million to \$1 billion.

Now the House bill continues \$300 million through 1977 and in 1978 it goes to \$4.25, 1979 is \$6.75, and in 1980 to \$8.95. I hope out of this we can get a decent compromise so we can push up the funding, which, of course, is so important in trying to do what we need to do, to satisfy the demand for facilities and land acquisition in areas so close to public population areas. This is especially true in the East as well as in our own area.

The significant thing about the Alpine Lakes Wilderness, and I know of no other wilderness area in the country which is similar in this respect, is that it is within minutes, 60 to 90 minutes, of over half the population of the State of Washington. I don't think there is any other comparable area in the entire country where a wilderness area is so close to the heart of a very large metropolitan area. This points up the need to assist the Forest Service in doing the job they must do in order to properly manage it, so it is not all run over and turns out like Yosemite was a while back. We are all familiar with that problem.

I feel very strongly about that need. We can open these areas. We want to preserve them. But unless we have some traffic cops and some rules and get better management, we are not going to do the job. I hope you concur on that. But I did want to bring out the land and water conservation fund bill. That relates directly to what you are talking about here. I want you to know we are going to do everything we can to move on that.

Thank you all very much.

We will make the same request of you gentlemen, that you summarize your statements and the whole statements will go in the record, of course. Any particular order? Shall we go in the order that I called?

Mr. WITTER. We will go according to the agenda that you have, Senator.

The CHAIRMAN. All right. Mr. Witter.

Mr. WITTER. We will try to keep it brief for you. In the course of these statements we have some additional exhibits we would like to introduce and I assume we may have that privilege.

The CHAIRMAN. Certainly.

**STATEMENT OF ROBERT WITTER, LAND AND TIMBER RESOURCES MANAGER, THE WEYERHAEUSER CO.; RAY JOHNSON, VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION; KEN WILCOX, WASHINGTON STATE HORSEMEN, INC.; BUZZ CHEVARA, ALPINE LAKES COALITION; GERALD GRINSTEIN, ESQ., REPRESENTING THE PACK RIVER CO.**

Mr. WITTER. I am here this morning representing the Alpine Lakes Coalition of recreational and commercial user groups with an interest in the Alpine Lakes Wilderness Area. The Alpine Lakes Coalition (ALC) represents 38 organizations and a list is attached to my statement as exhibit I.

The Central Washington Cascades Study Team (CWCST), one member of ALC, is an organization whose 21 members comprise the major landowners, timber purchasers and wood products manufacturers with direct interests in the commercial use of public and private resources in the Alpine Lakes region. A list of the CWCST membership is attached as exhibit II.

We believe that the combined memberships of these two organizations, along with organized labor, represent the vast majority of the public with direct interests in the Alpine Lakes wilderness issue, and that our views reflect those of the majority of the public in the congressional districts affected by the proposed legislation.

In overview, we recommend that the Senate adopt the Alpine Lakes legislation as passed by the House of Representatives and as introduced in the Senate by you, Senator Jackson.

The CHAIRMAN. I did not introduce this. There was no bill introduced in the Senate.

Mr. WITTER. That is correct. At least, the bill brought to the Senate.

In making your decision, we ask you to consider the fact that Washington State already has more land in wilderness, national parks and national recreation areas than any other State except California. Combined with selected wilderness study areas, these lands contain more commercial timber volume than the total timber volume in any State east of the Rocky Mountains. They comprise over 4 million acres, or more than nine percent of the land base of the entire State of Washington.

The Alpine Lakes region straddles the Cascade Mountains between Seattle and Wenatchee. The region has two distinct landforms, the upland crest, with hundreds of Alpine Lakes, meadows, and snowy peaks, which forms the backbone of the area, and intertwined broad lowland river valleys supporting very productive commercial forests.

This highly heterogeneous geography requires a variety of management techniques. It requires that professional foresters use flexibility in applying appropriate management systems for each given situation. Legislation which hampers that flexibility will have an adverse impact on the quality of resource management in the region.

Each of the three proposals introduced in 1975 was given extensive exposure at several hearings by the House Subcommittee on National Parks and Recreation, including field hearings in Seattle and Wenatchee, Wash. The issues were (1) economic impacts to our State and its local subdivisions, (2) federal control over management of private lands, and (3) restrictions to professional management of Federal forest resources. A comparison of the impacts of these three proposals is attached to this testimony as exhibit III.

With approval of the Washington State delegation bill by the House Interior Committee, the controversy became even more intense. Virtually all of the interests involved were opposed to the legislation for a variety of reasons.

Congressman Meeds and the Washington State delegation recognized the continuing controversy and that the only common ground was all interests were anxious to see a wilderness established during 1976. As a consequence, Congressman Meeds laid out some ground rules consistent with his committee's actions and asked the opposing

side to negotiate a compromise for reconsideration by the House Interior Committee. The parties complied with Mr. Meeds' requests.

Our objectives were to ensure that the management of the National Forest resources outside of the wilderness would remain under existing laws and regulations, rather than imposing legislated management prescriptions, and to ensure that this legislation had no effect on the management of nonfederal lands, and would provide reasonable protection to the owners of those more than 40,000 acres of nonfederal lands and protect the interests of nonwilderness recreational user groups.

We spent the following 2 months negotiating with the conservation groups in that regard. At the end there were two unresolved issues. One was whether the provisions protecting landowners would apply independently to each parcel, or whether the landowner had to keep all of his land in undeveloped status to have that privilege. That resulted in the decision; that all of this land had to be kept in an undeveloped state to have the privilege of those protective clauses in the bill.

The other area of argument was whether six areas, totaling some 2,950 acres, should be added to the wilderness above the 9,350 acres of agreed additions.

The results of those negotiations were presented to the Congressional delegation on May 10. They made some decision in that regard and had the House Interior Committee pass a modified bill. The content is attached as exhibit IV.

The principal issues are how much and what the restrictions should be.

There has never been any serious debate over whether there should be an Alpine Lakes Wilderness in the Central Cascades of Washington State. The principal issues have been (1) how much wilderness, and (2) whether land use restrictions should be imposed in a buffer area surrounding the wilderness. This bill is not entirely satisfactory to any of the groups involved. It is a significant compromise in the "Webster" sense and a vehicle to settle the dispute.

Our organizations believe the wilderness is excessively large. It will commit thousands of acres which are better suited to nonwilderness recreation and continued forest management, to exclusive use by a very small minority of users (exhibit VI). The creation of a 393,000 acre wilderness containing 2.9 billion board feet of commercial timber will reduce allowable timber harvest in the region by over 40 million board feet per year (exhibit V). Federal, State and local tax revenues will be reduced by more than \$4.5 million per year and nearly 1,200 timber-related job opportunities will be lost in areas which already have unemployment rates as high as 15 percent.

It creates a wilderness of approximately 393,000 acres, encompassing all of the very scenic high elevation lakes and mountain peaks in the region as well as a number of low elevation timbered valleys. The area is approximately the same size proposed by the Forest Service in 1975. It is some 63,000 acres larger than the original Sierra Club wilderness proposal.

As part of this compromise some landowners have agreed to enter agreements with the Forest Service protecting critical trail corridors leading to the wilderness.

In light of the fact that all sides have made significant concessions and that the majority of the major issues have been satisfied the Alpine Lakes Coalition and the Central Washington Cascades Study Team support passage of this legislation to the extent there are no further changes.

The CHAIRMAN. Thank you, Mr. Witter. That is an excellent statement, particularly starting on page 12, of the issues involved.

[The prepared statement of Mr. Witter and a letter from Weyerhaeuser Company follow:]

STATEMENT OF ROBERT WITTER, LAND AND TIMBER RESOURCES  
MANAGER, THE WEYERHAEUSER CO.

I am R. N. Witter, Jr., Land and Timber Resources Manager, Weyerhaeuser Company, Tacoma, Washington. I am here representing the Alpine Lakes Coalition, a coalition of recreational and commercial user groups with an interest in the Alpine Lakes Wilderness issue.

The Alpine Lakes Coalition (ALC), represents 38 organizations. A list of ALC's membership is attached as Exhibit I.

The Central Washington Cascades Study Team (CWCST), one member of ALC, is an organization whose 21 members comprise the major landowners, timber purchasers and wood products manufacturers with direct interests in the commercial use of public and private resources in the Alpine Lakes region. A list of CWCST membership is attached as Exhibit II.

We believe that the combined memberships of these two organizations, along with organized labor, represent the vast majority of the public with direct interests in the Alpine Lakes Wilderness issue, and that our views reflect those of the majority of the public in the Congressional Districts affected by the proposed legislation.

The members of these two organizations have, since 1970, continuously participated in public information programs, and have devoted uncounted hours to the study and analysis of the resources of the Alpine Lakes region in an effort to provide objective proposals for the long-term management of those resources.

In overview, we recommend that the Senate adopt the Alpine Lakes legislation as passed by the House of Representatives and as introduced in the Senate by you, Senator Jackson.

In making your decision, we ask you to consider the fact that Washington State already has more land in Wilderness, National Parks and National Recreation Areas than any other state except California. Combined with selected wilderness study areas, these lands contain more commercial timber volume than the total timber volume in any state east of the Rocky Mountains. They comprise over four million acres, or more than 9% of the land base of the entire state of Wash.

The bill before you represents a compromise which was developed through six years of arduous work by the diverse interests in Washington State. With this legislation, your committee has the opportunity to make the final settlement of the long-standing Alpine Lakes controversy. Agreement to the existing compromise is very tenuous, and the committee should understand our support is for the compromise bill *without changes*.

DESCRIPTION OF THE REGION

The Alpine Lakes region straddles the Cascade Mountains between Seattle and Wenatchee. The region has two distinct landforms, the upland crest, with hundreds of Alpine lakes, meadows and snowy peaks, which forms the backbone of the area, and intertwined broad lowland river valleys supporting very productive commercial forests.

These landforms are characterized by a great diversity of topographic, climatic and vegetational conditions. The region is split by four major watersheds which drain independently into Puget Sound and the Columbia River basins. Rainfall ranges from less than 15 inches annual precipitation on the east to more than 100 inches per year on the west. Forest type range from pure Douglas fir on the extreme west, to mixed fir-hemlock, to subalpine fir-hemlock,

to true alpine conditions at the crest, and grading into a drysite ponderosa pine type to the east.

This highly heterogeneous geography requires a variety of management techniques. It requires that professional foresters use flexibility in applying appropriate management systems for each given situation. Legislation which hampers that flexibility will have an adverse impact on the quality of resource management in the region.

#### CHRONOLOGY OF THE ALPINE LAKES MANAGEMENT ISSUE

The Alpine Lakes issue has been debated in our state for almost thirty years. It has been the subject of several public studies, and the object of a number of federal proposals. The polarity between the various interests has been so strong over the years that it precluded us reaching agreement on a viable legislative solution. The history of Alpine Lakes includes the following significant steps:

1946.—Forest Service designated 250,000-acre Alpine Lakes limited area. Created a moratorium on resource management pending completion of management plan. Moratorium still in effect on that area.

1963.—North Cascades Conservation Council, Sierra Club and Mountaineers proposed 330,000-acre wilderness area for Alpine Lakes region.

1964.—Federal North Cascades Study Team, a blue ribbon committee appointed by Secretaries of the Interior and Agriculture, recommended the establishment of two wilderness areas of 150,000 and 30,000 acres, respectively. Recommendation was part of a comprehensive plan for future use of federal lands in the Cascade Mountains of Washington.

1970.—Alpine Lakes Protection Society, a preservationist group, recommended establishment of 926,000-acre National Recreation Area with a wilderness core of 364,000 acres.

1970.—Central Washington Cascades Study Team formed and began compilation of extensive inventory and development of a management plan for all resources in the Alpine Lakes region.

1972.—Forest Service established a Study Team to assemble a new government proposal at request of Washington Congressional Delegation. Purpose was to study and recommend management alternatives for the Alpine Lakes region.

1972.—Central Washington Cascades Study Team recommended management plan with two-unit wilderness, totaling 223,000 acres. C.W.C.S.T. study generally confirmed 1964 recommendations by Federal Government Study Team.

1973.—Alpine Lakes Coalition formed to represent non-wilderness recreation user groups who use the Alpine Lakes region.

1973.—Four legislative proposals were introduced by Washington Congressional Delegation to insure full public consideration of the issue. They were:

*Alpine Lakes Coalition.*—216,000 acres in wilderness with multiple-use management on surrounding non-wilderness lands, including significantly improved government recreational facilities for road and trail-oriented users.

*U.S.F.S.*—285,000-acre wilderness with multiple-use management on surrounding non-wilderness lands.

*A.L.P.S.*—926,000-acre in national recreation area with 364,000-acre wilderness core. Proposal also contained precedent-setting provisions for regulating non-wilderness private and National Forest lands to a non-user slow bell condition.

*Sierra Club, et al.*—575,000-acre wilderness with multiple use management on non-wilderness lands.

No congressional action taken.

1975.—Three proposals introduced in the House during January:

Alpine Lakes Coalition reaffirmed previous position with 216,000-acre wilderness in two parts and multiple-use management under specific policy criteria and existing laws for the management of resources on non-wilderness lands.

Forest Service proposed 292,000-acre wilderness with "management unit" designation on non-wilderness lands, plus 18,900 acres in two scenic areas and future wilderness consideration for an additional 82,150 acres. Land withdrawals totalled 393,050 acres.

Sierra Club/A.L.P.S., et al. joined forces and proposed new plan with 1,012,000-acre NRA, 575,000-acre wilderness core. The plan included severe federal management restrictions on land use activities on both federal and non-federal lands within the non-wilderness portions of the NRA.

Each of the three proposals introduced in 1975 was given extensive exposure at several hearings by the House Subcommittee on National Parks and Recreation, including field hearings in Seattle and Wenatchee, Washington. These hearings and several held in Washington, D.C., produced what appeared to be a political stalemate between the Alpine Lakes Coalition and Sierra Club/A.L.P.S. positions. The issues were (1) economic impacts to our state and its local subdivisions, (2) federal control over management of private lands, and (3) restrictions to professional management of federal forest resources. A comparison of the impacts of these three proposals is attached to this testimony as Exhibit III.

1975.—Six of the seven members of Washington State's Congressional delegation developed an alternative to these earlier proposals. As finally modified by the House Subcommittee on National Parks and Recreation, the bill established a 920,000-acre management unit with a 383,000-acre wilderness and intended wilderness core.

1975.—Congressman Johnson of California proposed a substitute for the Washington delegation's proposal during subcommittee action. The Johnson Bill would have established a 343,000-acre wilderness and authorized the Forest Service to continue to manage the surrounding non-wilderness lands pursuant to present laws. ALC and CWCST supported that bill in Subcommittee action. The substitute lost in the Subcommittee by only one vote.

1975.—Full House Interior Committee approved the Washington State delegation proposal in February, after the Johnson Bill was again defeated as a proposed committee substitute.

#### RECENT HISTORY AND THE ISSUES INVOLVED

With approval of the Washington State delegation bill by the House Interior Committee, the controversy became even more intense. Virtually all of the interests involved were opposed to the legislation for a variety of reasons:

1. ALC and CWCST opposed the following provisions of the bill:
  - a. Congressional prescription of forest management activities within the non-wilderness portion of the Alpine Lakes Area and the intervention of the federal government into management of private lands.
  - b. The excessively large wilderness and intended wilderness, more than 40,000 acres larger than proposed by the Johnson bill.
  - c. Very low authorization for acquisition of the 41,000 acres of private land (\$20,000,000), as compared with the appraised value of those lands (\$57,000,000). This was especially important in light of language in the bill which restricts land exchanges as a tool for acquisition.
  2. Sierra Club/ALPS interests objected for the following reasons:
    - a. 383,000-acres of wilderness and intended wilderness was too small to fit their objectives.
    - b. Inadequate incentives for rapid acquisition of private lands within the wilderness and intended wilderness, raising the risk that landowners would road and harvest their lands before the government could acquire them.
    - c. Provisions which they considered to be unacceptable national precedents for wilderness legislation.
    - d. Lack of compromising prescriptions for land management was not acceptable.
  3. The U.S. Forest Service and the Administration opposed the bill for the following reasons:
    - a. Congressional prescriptions for management of the National Forest land.
    - b. Wilderness and intended wilderness boundaries did not conform to the Forest Service proposal.
    - c. Other precedents for the management of National Forest lands which were in conflict with existing laws and programs.

Congressman Meeds and the Washington State delegation recognized the continuing controversy and that the only common ground was all interests were anxious to see a wilderness established during 1976. As a consequence, Congressman Meeds laid out some ground rules consistent with his committee's actions and asked the opposing sides to negotiate a compromise for reconsideration by the House Interior Committee. The parties complied with Mr. Meeds' request.

The objectives of A.L.C. and C.W.C.S.T. in entering these negotiations were:

1. To ensure that the management of National Forest resources outside of the wilderness would remain under existing laws and regulations, rather than imposing legislated management prescriptions, and to ensure that this legislation had no effect on the management of non-federal lands. The State of Washington tightly regulates all aspects of operations on private land through a relatively new State Forest Practices Act, a Shoreline Management Act, an Environmental Policy Act, a Hydraulics Act, and numerous local controls.

2. To provide reasonable protection to the owners of more than 40,000 non-federal acres to insure they promptly receive just compensation for their lands intended for wilderness acquisition.

3. To protect the interests of non-wilderness recreational user groups.

We spent the following two months in discussions with Sierra Club and A.L.P.S. representatives over the details of bill language and the proposed wilderness boundary. At the end of that negotiation, there were two unresolved issues:

1. Whether the provisions protecting landowners would apply independently to each parcel, or to all of an owner's land within the intended wilderness.

2. Whether 6 areas, totaling some 2,950 acres, should be added to the wilderness over and above the 9,350 acres of agreed additions (Reference Exhibit VI).

The results of these negotiations, including the points in dispute, were presented to the Washington Congressional Delegation on May 10. The Delegation considered the revised proposal, including the two issues in dispute. They came to unanimous agreement on the proposal before you today (Ref. Exhibit IV).

Mr. Meeds then proposed and received full House Interior Committee approval of the compromise proposal. The bill was approved by an overwhelming majority of the House of Representatives by voice vote on June 8. A comparison of the content of original Interior Committee bill and the compromise proposal as approved by the House of Representatives is attached to this testimony as Exhibit IV.

#### FEATURES OF THE ALPINE LAKES LEGISLATION

There has never been any serious debate over whether there should be an Alpine Lakes Wilderness in the central Cascades of Washington State. The principal issues have been (1) how much wilderness, and (2) whether land use restrictions should be imposed in a buffer area surrounding the wilderness. This bill is not entirely satisfactory to any of the groups involved. It is a significant compromise in the "Webster" sense and a vehicle to settle the dispute.

Our organizations believe the wilderness is excessively large. It will commit thousands of acres which are better suited to non-wilderness recreation and continued forest management, to exclusive use by a very small minority of users (Exhibit VI). The creation of a 393,000-acre wilderness containing 2.9 billion board feet of commercial timber will reduce allowable timber harvest in the region by over 40 million board feet per year (Exhibit V). Federal, state and local tax revenues will be reduced by more than \$4.5 million per year and nearly 1,200 timber-related job opportunities will be lost in areas which already have unemployment rates as high as 15 percent.

It should be obvious that had our interest groups had the opportunity to draft this legislation on their own, it would look considerably different. We have tried that and failed as have the preservationists. This legislation is an attempt to reach middle ground, and represents the Washington Congressional Delegation's best view of the overall public's interest.

1. It requires normal planning and management on the National Forest lands outside of the wilderness and intended wilderness to assure appropriate provision for non-wilderness recreational and commodity uses consistent with current federal policies. It avoids controversial federal intervention in the rights of private landowners and state's rights.

2. It contains a set of provisions to insure timely public acquisition of 41,000 acres of private lands before they are developed with roads or timber harvest. The provisions are:

- a. Requires F.S. acquire 41,000 acres of private land within three years by condemnation or purchase at fair market value, or through land exchange for an equal value of public land.

- b. Limits exchanges to those which do not significantly reduce the harvest from the Mt. Baker/Snoqualmie and Wenatchee National Forests in order to protect the purchasers of timber from those forests.

- c. Authorizes the use of minor payments of money to balance land exchanges.
- d. Requires the acquired private land and adjacent public land in the Intended Wilderness to be designated as Wilderness as soon as the acquisitions occur.
- e. Authorizes private owners to initiate legal actions to require the government to acquire the private land in the Intended Wilderness if the government has not acted within three years. This assures the owner that his assets can be recovered and used to acquire alternative resources to maintain his operations and employment within a reasonable and predictable time. This assurance is limited to cases where the respective owner has withheld "all" development of his affected land.
- f. Requires the government pay interest at 8% between the time a filing occurs by either side and the time compensation is paid the owner. This acknowledges the unfairness inherent in government delays in closing eminent domain cases, and is similar to provisions in the Redwoods National Park Act.
- g. Requires that compensation for private resources include the value of losses which may be sustained by an owner between passage of the Act and government acquisition. It also establishes the date of passage, date of acquisition or value based on mean average market values, whichever is highest, as alternatives for determination of compensation. These provisions are limited to cases where an owner has withheld "all" development of his land and has assumed the risks associated with holding his resources without development for public acquisition as wilderness. These provisions recognize and insure an owner against losses from natural catastrophes, but do not force the public to pay higher than the value which the owner could have received if he had developed the land.
3. It creates a wilderness of approximately 393,000 acres, encompassing all of the very scenic high elevation lakes and mountain peaks in the region as well as a number of low elevation timbered valleys. The area is approximately the same size proposed by the Forest Service in 1975. It is some 63,000 acres larger than the original 1963 Sierra Club wilderness proposal.
4. As part of this compromise some landowners have agreed to enter agreements with the Forest Service protecting critical trial corridors leading to the Wilderness.

In light of the fact that all sides have made significant concessions and that the majority of the major issues have been satisfied the Alpine Lakes Coalition and the Central Washington Cascades Study Team support passage of this legislation to the extent there are no further changes.

#### LIST OF EXHIBITS

- I. Alpine Lakes Coalition Membership.
- II. Central Washington Cascades Study Team Membership.
- III. Comparison of Social and Economic Costs, 1975 Proposals by A.L.C., Sierra Club/A.L.P.S. and U.S.F.S.
- IV. Comparison Original House Interior Committee Bill and Final House Bill (Compromise Bill).
- V. Allowable Harvest Impacts, Compromise Bill.
- VI. Comparison of Positions, Areas Suggested for Addition to the Wilderness.

#### EXHIBIT I.—ALPINE LAKES COALITION

American Forest Institute  
 Association of Washington Business  
 Citizens for Outdoor Recreation  
 Good Sam Club, Washington  
 King County Outdoor Sports Council  
 International Travel and Trailer Clubs of America  
 National Campers and Hikers Association  
 Northwest Mining Association  
 Outdoors Unlimited  
 PNW Ski Areas Association  
 Renton Fish and Game Club  
 Trailer Coach Association  
 Washington Contract Loggers  
 Washington Forest Protection Association

## EXHIBIT I.—ALPINE LAKES COALITION—Continued

Washington State Big Game Council  
 Washington State Mineral Council  
 Washington State Reclamation Association  
 Washington Trail Riders Association  
 Western Environmental Trade Association  
 American Plywood Association  
 Central Washington Cascade Study Team  
 Eastern Oregon-Washington Forestry Commission  
 Industrial Forestry Association  
 Log Truckers Conference of WTA  
 Wally Byam Caravan Club International  
 Northwest Hardwood Association  
 Northwest Seaplane Pilots  
 PNW 4 Wheel Drive Association  
 PNW Ski Association  
 Ski Instructors PAC  
 United States Ski Association  
 Washington Farm Forestry Association  
 Washington Railroad Association  
 Washington State Horsemen  
 Washington State Motorcycle Trade Association  
 Washington State Snowmobile Association  
 West Coast Mineral Association  
 Western Wood Products Association

## EXHIBIT II.—CENTRAL WASHINGTON CASCADE STUDY TEAM

1. St. Regis—Tacoma
2. Seattle-Snohomish Mill Co.—  
Snohomish
3. Seaboard Lumber—Seattle
4. Pack River Co.—Peshastin
5. Everett Plywood Corp.—Everett
6. Boise Cascade Corp.—Yakima,  
Stellacoom
7. Scott Paper Co.—Everett
8. Georgia-Pacific—Bellingham
9. Burlington Northern—Seattle
10. Buse Timber & Sales, Inc.—Everett
11. Barbee Mill Co.—Renton
12. Everett Lumber Co.—Everett
13. Louisiana-Pacific, Inc.—Tacoma
14. Puget Sound Plywood—Tacoma
15. Publishers Forest Products—  
Anacortes
16. Welco Lumber Co.—Marysville
17. North Pacific Plywood, Inc.—  
Tacoma
18. Cascade Pole Co.—Tacoma
19. Weyerhaeuser Company—Tacoma
20. Murrey Pacific—Tacoma
21. Mt. Baker Plywood—Bellingham



Manage for Wilderness:											
Snoqualmie National Forest.....	13,680	-----	10,050	-----	2,150	-----	84.4	-----	1,480	-----	70.9
Wenatchee National Forest.....	26,650	-----	4,920	-----	770	-----	8.9	-----	6,660	-----	2.7
Private and State.....	35,780	-----	21,810	-----	5,340	-----	188.6	-----	8,650	-----	2.8
Total.....	76,110	-----	51,080	-----	8,260	-----	281.9	-----	16,770	-----	6.2
Scenic areas:											
Snoqualmie National Forest.....	11,760	-----	8,290	-----	840	-----	21.7	-----	2,630	-----	1.1
Wenatchee National Forest.....	6,990	-----	4,920	-----	40	-----	.3	-----	2,030	-----	1.1
Private and State.....	5,000	-----	2,150	-----	-----	-----	-----	-----	2,850	-----	1.1
Total.....	23,750	-----	15,360	-----	880	-----	22.0	-----	7,510	-----	2.8
Total.....	392,250	-----	288,640	-----	13,400	-----	423.8	-----	90,170	-----	37.5
Sierra Club/Alps—H.R. 3977:											
Alpine Lakes Wilderness:	165,090	-----	103,080	-----	6,570	-----	272.2	-----	55,440	-----	28.5
Snoqualmie National Forest.....	308,340	-----	213,040	-----	3,160	-----	36.9	-----	92,140	-----	34.3
Wenatchee National Forest.....	83,310	-----	38,200	-----	9,620	-----	350.6	-----	35,490	-----	11.2
Private and State.....	556,740	-----	354,320	-----	19,350	-----	659.7	-----	183,070	-----	74.0
Total.....	3,340	-----	510	-----	10	-----	.6	-----	2,820	-----	1.2
Snoqualmie National Forest.....	4,250	-----	1,560	-----	-----	-----	-----	-----	2,690	-----	.7
Wenatchee National Forest.....	4,010	-----	1,440	-----	-----	-----	-----	-----	2,570	-----	.7
Private and State.....	11,600	-----	3,510	-----	10	-----	.6	-----	8,080	-----	2.6
Total.....	72,440	-----	26,930	-----	1,930	-----	59.5	-----	43,580	-----	8.0
Snoqualmie National Forest.....	190,810	-----	60,170	-----	700	-----	8.7	-----	129,940	-----	20.7
Wenatchee National Forest.....	151,100	-----	42,190	-----	5,860	-----	201.7	-----	103,050	-----	19.7
Private and State.....	414,350	-----	129,290	-----	8,490	-----	269.9	-----	276,570	-----	48.4
Total.....	982,690	-----	487,120	-----	27,850	-----	930.2	-----	467,720	-----	12.0

Note: Annual harvest reduction indicates timber that would not be harvested in areas established as wilderness or scenic where there would be no planned timber sales. In Sierra Club/ALPS proposed NRA corridor zone figures based on a 75 percent reduction in timber harvest on all ownerships and in NRA perimeter zone 50 percent reduction on federal lands and 40 percent reduction on private and State lands.

## EXHIBIT III

## ANNUAL SOCIAL AND ECONOMIC IMPACTS OF LAND CLASSIFICATION PROPOSALS IN ALPINE LAKES AREA OF WASHINGTON STATE, MAY 1975

Impacts	Alpine Lakes coalition, H.R. 3978	U.S. Forest Service H.R. (pending)	Sierra Club/ALPS, H.R. 3977	Other proposals
1. Employment opportunities loss:				
Forest industry.....	78	214	715	1. 1963 Sierra Club, North Cascades Conservation Council and Mountaineers jointly proposed a 330,000 acre wilderness in the Alpine Lakes area. In approximately the same area but smaller than area current USFS proposed wilderness. The social and economic impact of this proposal is about twice the Alpine Lakes coalition plan.
Food and kindred.....	40	108	361	
Wholesale and retail.....	89	244	813	
Services.....	88	240	800	
Construction.....	28	76	255	
Government.....	56	154	512	
Other.....	30	81	271	
Total.....	409	1,117	3,727	
2. Tax revenue loss:				2. 1965 North Cascades Joint Study Team, a Federal Government study team proposed 2 wilderness areas totaling 180,000 acres. The study team was chaired by the Ed. Crafts, Director of the Bureau of Outdoor Recreation and included George Hartzog, Jr., Director of National Park Service; Dr. Owen Stratton, consultant to Secretary of Interior; Arthur Greeley, Deputy Chief of Forest Service; and Dr. George Selke, consultant to Secretary of Agriculture. Social and economic impacts of this proposal is approximately equal to ALC plan.
State and local property tax (timber and land).	\$7,500	\$57,000	\$374,000	
General sales tax (forest industry).	22,000	60,000	200,000	
General sales tax (secondary impacts).	81,000	222,000	740,000	
Business and occupation tax (direct and secondary).	22,000	60,000	200,000	
Unemployment and workman's compensation payments.	38,000	103,000	343,000	
Total.....	170,500	502,000	1,857,000	
3. (a) County share:				3. 1970 Alpine Lakes Protection Society proposal called for a 926,000 acre National Recreation Area with a 364,000 acre wilderness core. The social and economic cost of this proposal would be about 7 times that of the ALC plan.
Chelan.....	40,000	89,000	290,000	
King.....	19,900	62,500	141,200	
Kittitas.....	13,300	32,600	96,900	
Lewis.....	4,300	13,600	30,600	
Pierce.....	7,700	24,400	55,000	
Snohomish.....	10,100	31,700	71,600	
Yakima.....	27,700	87,200	196,700	
Total.....	123,000	341,000	882,000	
(b) School share.....	123,000	340,000	882,000	
(c) Federal share.....	739,000	2,044,000	5,292,000	
4. Total tax revenue and timber receipts loss (total of items 2 and 3).	1,155,500	3,227,000	8,913,000	4. 1973 Sierra Club, North Cascades Conservation Council and Mountaineers, jointly proposed a 572,000 acre wilderness. The social and economic impact of this proposal is about 5 times that of the ALC plan.
5. Total output loss (gross economic measure).	7,800,000	21,000,000	71,000,000	
6. Value added loss (net economic measure).	4,500,000	12,000,000	41,000,000	

Note: Impacts are based on reduced timber harvest levels occurring if area classified as per proposal compared to what the areas could produce if operable forest lands capable of sustaining continuous crops of timber where managed for timber production at owners current management intensity.

## EXHIBIT IV.—MAJOR POINTS OF COMPARISON, ORIGINAL INTERIOR COMMITTEE BILL AND FINAL HOUSE BILL, ALPINE LAKES LEGISLATION

## I. WILDERNESS SIZE

- A. Original Int. Comm. Bill : 383,000 acres.  
B. Final House Bill : 393,000 acres.

## II. ALLOWABLE HARVEST REDUCTION

[Million board feet per year]

	Original Interior committee bill	Final House bill
Wilderness, intended wilderness.....	38.1	40.1
Surrounding management unit.....	37.0	40.1
Total.....	75.1	40.1

## III. EFFECTS OF LEGISLATIVE LANGUAGE

*A. Land Management Direction—Management Unit*

1. Orig. Int. Comm. Bill: Requires F.S. multiple use plan within three years, includes detailed Congressional prescriptions regarding plan elements and land use, with direct impacts on federal and non-federal lands.

2. Final House Bill: Requires F.S. multiple use plan within two years under normal, existing F.S. policies and planning procedures. No effect on non-federal lands.

*B. Land Management—Wilderness and Intended Wilderness*

1. Orig. Int. Comm. Bill: No special provisions for land management in the wilderness.

2. Final House Bill: Requires F.S. wilderness management plan, with special provisions for study of the Enchantments area.

*C. Land Acquisition—Time Period*

1. Orig. Comm. Bill: Requires F.S. to acquire all lands in wilderness and intended wilderness within 5 years.

2. Final House Bill: Places three year time limit on F.S.

*D. Land Acquisition—Inverse Condemnation*

1. Orig. Int. Comm. Bill: No provision for this.

2. Final House Bill: Landowner can file for inverse condemnation if not satisfied with F.S. acquisition program after three years.

*E. Land Acquisition—Valuation of Non-Federal Lands Within Wilderness and Intended Wilderness*

1. Orig. Int. Comm. Bill: Protects landowners whose timber is lost to natural catastrophe during the acquisition period.

2. Final House Bill: Gives better protection to landowners, including allowance for fluctuations in market conditions for timber and requirement for payment of 8% interest by government on lands acquired but not fully paid for.

*F. Land Acquisition—Land Exchanges*

1. Orig. Int. Comm. Bill: Land exchange may not "significantly impair the programmed allowable harvest on Mt. Baker-Snoqualmie or Wenatchee National Forests."

2. Final House Bill: Contains same language regarding impairment of allowable harvest and provides for payment of cash by government to equalize minor value differences.

*G. Appropriation Authorization*

1. Orig. Comm. Bill: \$20 million for land acquisition, \$5 million for planning and administration.

2. Final House Bill: \$57 million for land acquisition, \$500,000 for planning and administration.

## IV. ADDITIONS TO THE ORIGINAL INTERIOR COMMITTEE WILDERNESS AND INTENDED WILDERNESS

A. Miller River—Accepted A.L.P.S. recommendation to add 400 acres on East Fork.

B. Deception Creek: Accepted original A.L.C. recommendation of 600 acres, denied A.L.P.S. request for 120 acres more.

C. Tunnel Creek—Accepted original A.L.C. recommendation to add 700 acres, denied A.L.P.S. request for 890 acres more. Requires B.N. trail agreement.

D. Gill Creek: Denied A.L.P.S. request for 640 acres.

E. Chiwaukum Creek—Denied A.L.P.S. request for 300 acres.

F. Chatter Creek—Accepted A.L.C. recommendation to add 2000 acres.

G. Trout Creek—Did not add anything here, on basis of joint agreement by A.L.P.S. and A.L.C.

H. Eightmile Creek—Accepted joint recommendation to add 610 miles.

I. Snow Creek—Accepted original A.L.C. recommendation to add 1,280 acres, also added 600 acres more in Snow Creek Canyon at A.L.P.S. request.

J. Cle Elum River—Accepted original A.L.C. recommendation to add 3,500 acres.

K. Box Canyon Creek—Accepted original A.L.C. recommendation to add 600 acres.

## L. Summary.

	<i>Acres</i>
Miller River.....	400
Deception Creek.....	600
Tunnel Creek.....	700
Chatter Creek.....	2,000
Eightmile Creek.....	610
Snow Creek.....	1,880
Cle Elum River.....	3,500
Box Canyon Creek.....	660
	10,350

NOTE.—Total Wilderness Size : 393,350 acres.

## EXHIBIT V

COMPROMISE LEGISLATION <sup>1</sup> ALLOWABLE HARVEST IMPACTS

	Total acres	Total committee timber volume (million board feet)	Annual timber harvest loss (million board feet)
<b>Alpine Lakes wilderness:</b>			
Snoqualmie National Forest.....	293,095	2,242.1	16.4
Wenatchee National Forest.....			15.4
Subtotal.....			31.8
<b>Intended wilderness:</b>			
Snoqualmie National Forest.....	100,255	714.4	1.0
Wenatchee National Forest.....			3.8
Private and State.....			3.5
Subtotal.....			8.3
Grand total.....	393,350	2,956.5	<sup>2</sup> 40.1

<sup>1</sup> As passed by House of Representatives and as introduced in Senate by Senator Henry M. Jackson.

<sup>2</sup> Million board feet per year.

## EXHIBIT VI.— ALPINE LAKES COMPROMISE, ADDITIONS TO H.R. 7792 WILDERNESS, COMPARISONS OF POSITIONS

## I. MILLER RIVER CORRIDOR

- A. Area in question 400 acres on west side of East Fork Miller River.
- B. Sierra Club/A.L.P.S. Position : want to protect aesthetics of Miller River Valley by including remaining contiguous area in the wilderness.
- C. A.L.C. position : extending boundary of wilderness from foot of "bluffs" down to river results in illogical boundary, making future management difficult.
1. Precludes opportunity for future fisheries management (facilities, etc.) on the river.
  2. Area contains 12 million board feet merchantable timber, valued conservatively at \$1.4 million.
  3. Is in a developed drainage and therefore is a nonconforming area.

## II. DECEPTION CREEK

- A. Area in question : 720 acres, north from current wilderness boundary to south BPA right of way boundary.
- B. Sierra Club/A.L.P.S. position : want to protect Deception Creek trail clear to the power line.
- C. A.L.C. position : agree to addition of 600 acres (original submission) bounded on north by north line Sec. 31, do not agree with additional 120 acres to power line.
1. Power line is illogical boundary.
  2. Expansion of powerline capacity is planned in the future. Proposed boundary would prohibit expansion of power line capacity within existing corridor, require entirely new corridor.

3. Would prohibit future development of improved trailhead facilities on the flat of Sec. 30 (present trailhead is under power line) when power line capacity is expanded to prohibit parking within the corridor.

#### III. TUNNEL CREEK/HOPE LAKE

A. Area in question: approximately 1,590 acres containing 33 million board feet of commercial timber.

B. Sierra Club/A.L.P.S. position: The Hope Lake trail departs an existing road in a harvested area approximately  $\frac{3}{8}$  mile from the proposed boundary. It is only one mile further to Hope Lake which is just within the presently proposed wilderness boundary. Wilderness classification is necessary to:

1. Guarantee the trail distance to the Cascade Crest and Hope Lake is retained.
2. Guarantee the trail is to remain at an unharvested setting.
3. Guarantee that roads are not constructed to the head of the Icicle basin.
4. Preclude having to look into a harvested area from the Cascade Crest.

C. A.L.C. Position: agree to inclusion of 700 acres in Tunnel Creek drainage (original A.L.C. submission), do not agree with addition of Hope Lake trail into commercial timber area.

1. The area in dispute contains a substantial timber volume valued in excess of \$3 million on private land alone.

2. The trail distance can be maintained by traffic regulation at no cost.

3. The integrity of the corridor can be retained even if the commercial timber is harvested. Burlington Northern is willing to recognize the trail in its management.

4. If the trail must remain in an unlogged stand, it can easily be relocated up the hill into the non-commercial stands.

5. Visual impact of harvesting already exists in many places from the Cascade Crest and from within the proposed Wilderness.

#### IV. UPPER GILL CREEK

A. Area in question: 640 acres in Sec. 17, upper Gill Creek drainage.

B. Sierra Club/A.L.P.S. position: want to protect the Gill Creek Trail.

C. A.L.C. position: this addition is unacceptable.

1. Area has been identified in a detailed U.S.F.S. study as having highest potential for ski area development of any remaining area in the Washington Cascades.

2. Gill Creek trail is already protected by an existing trail protection agreement between Pack River and Forest Service.

3. Area contains 14.8 million board feet of commercial timber, valued conservatively at \$1.8 million (all private ownership).

#### V. CHIWAUKUM CREEK

A. Area in question: 300 acres south of Chiwaukum Creek trail in Sec. 35.

B. Sierra Club/A.L.P.S. position: want to protect integrity of Chiwaukum Creek trail.

C. A.L.C. position: Oppose this addition.

1. North half of Sec. 35 has been roaded and harvested (partial cut), with special provision having been made for the trail corridor through agreement with the Forest Service.

2. South half of Sec. 35 will be partial cut, summer 1976, will be helicopter or skyline yarded to road north of creek. No roads planned across creek or through trail corridor.

3. Continued management of trail corridor is best accomplished with trail agreement between Pack River and Forest Service.

4. Area contains 5.8 million board feet of commercial timber, valued conservatively at \$690,000 (all private ownership).

#### VI. CHATTER CREEK

A. Area in question: 2,000 acres in lower Chatter Creek drainage.

B. No disagreement on addition of this area (part of original A.L.C. submission).

## VII. TROUT CREEK

A. Area in question : 600 acres west of lower Trout Creek trail in Sec. 6 and 7.

B. Adding the area suggested by Sierra Club/A.L.P.S. locks up over 1,300 acres of federal and private ownership, containing 44 million board feet of commercial timber, valued conservatively at \$5.2 million (private timber valued at \$3.2 million).

C. Sierra Club/A.L.P.S. position: main concern is protection of Trout Creek trail corridor, would be satisfied with alternative that provides that protection.

D. It is agreed by both sides that this area should *not* be added, since timber values are very high and trail corridor will be protected with trail agreement between Pack River and Forest Service, as a result of recent discussions between Sierra Club/A.L.P.S. and Pack River Co.

## VIII. EIGHTMILE CREEK

A. Area in question : 610 acres in Sec. 34, Upper Eightmile drainage.

B. It has been agreed by both sides that this area should be added to protect two trails within the section, as long as non-conforming use (existing road) near east boundary of section not included.

## IX. SNOW CREEK

A. Area in question : 2,820 acres in lower Snow Creek drainage and to the west.

B. Sierra Club/A.L.P.S. position: want to protect Snow Creek trail corridor, would settle for inclusion of the Canyon only in portions of Sec. 33, 34 and 3 (as well as all of Sec. 4 and 5).

C. A.L.C. position: agree to addition of Sec. 4 and 5 but do not agree with addition of trail corridor to the north.

1. Canyon has no merchantable timber, will never be developed, is useless for government to buy this land when it's necessary.

2. Section 33 (owned by Pack River) contains 7.2 million board feet of timber, valued conservatively at \$852,000.

3. Trail can be protected with trail agreement between Pack River and Forest Service.

4. Adding canyon here creates an unnecessary appendage to the wilderness boundary.

## X. CLE ELUM RIVER

A. Area in question : 3,500 acres in lower Cle Elum River drainage.

B. No disagreement on addition of this area.

## XI. BOX CANYON CREEK

A. Area in question : 660 acres in lower Box Canyon Creek drainage.

B. No disagreement on addition of this area.

## XII. SUMMARY

[In acres]

Area	Agreement	Disagreement
Miller River.....		400
Deception Creek.....	600	120
Tunnel Creek.....	700	890
Gill Creek.....		640
Chiwaikum Creek.....		300
Chatter Creek.....	2,000	
Trout Creek <sup>1</sup> .....		
Eightmile Creek.....	610	
Snow Creek <sup>2</sup> .....	1,280	600
Cle Elum River.....	3,500	
Box Canyon Creek.....	660	
Total.....	9,350	2,950

<sup>1</sup> Do not add.

<sup>2</sup> Acreage figures do not include secs. 32 and 33 as originally submitted by Sierra Club/ALPS, since both sides now agree that these sections should not be added.

WEYERHAEUSER Co.,  
Tacoma, Wash., June 18, 1976.

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

DEAR MR. JACKSON: It is our understanding that the Senate Interior Committee will consider proposed Alpine Lakes Wilderness legislation on June 22. Weyerhaeuser Company has been directly involved with the Alpine Lakes issue since the early 1960's, when the first federal and Sierra Club proposals for the Region were made public. We have been active as a member of the Central Washington Cascades Study Team since its formation in 1970, and the Alpine Lakes Coalition since 1973. We concur entirely in the position these two organizations have assumed regarding the compromise legislation passed by the House of Representatives earlier this month.

Weyerhaeuser Company is a major landowner in the western portion of the area commonly termed the Alpine Lakes Region. Approximately 26,000 acres of fee ownership at our Cascade Tree Farm is encompassed by the exterior boundary of the management unit described by the legislation. Within that acreage, approximately 9,600 acres of Weyerhaeuser ownership is included within the boundaries of the Wilderness and Intended Wilderness created by the bill. Passage of this legislation will cause an immediate significant reduction in our total land and timber asset at the Cascade Tree Farm.

At the same time, the impact of this compromise legislation is considerably less than several other proposals which have been considered on this issue. The most recent of these was the proposal which was originally approved by the House Interior Committee and later rejected in favor of this compromise legislation. CWCST has estimated that the reduction in allowable timber harvest within the Alpine Lakes Region under the compromise bill will be a little more than 50 percent of that projected to be the impact of the original Interior Committee bill.

From that standpoint alone, this legislation is a considerable improvement.

We continue to believe that a 393,000 acre wilderness far exceeds a sound resource management decision for the Alpine Lakes Region. In light of the political circumstances and the controversy this issue has generated, however, the compromise appears to be the best result either side could have hoped for from this legislation. Our concern now revolves around the completion of Congressional action and enactment of the bill so that landowners in the Region may at last gain some final indication as to the future management of their affected lands and may begin to make plans for the acquisition of alternative resources for those assets taken by establishment of the wilderness. To that end, we accept the provisions of this compromise legislation and urge its rapid approval by the Senate Interior Committee and the full Senate.

Sincerely,

R. N. WITTER,  
Manager, Land and Timber Resources.

The CHAIRMAN. The next witness is Ray Johnson.

#### STATEMENT OF RAY JOHNSON, VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION

Mr. JOHNSON. Thank you. I am Ray E. Johnson, vice president of Industrial Forestry Association which has headquarters in Portland, Ore. The Industrial Forestry Association represents about 114 forest industry companies. We operate more than 400 wood processing plants, and manage nearly 7½ million acres of tree farms, conduct over 200 logging operations continuously to provide raw materials for these plants, and employ 90,000 persons with an annual payroll of over \$1 billion. I don't need to say too much more about our history of work in the area of constructive legislation for forestry in this region.

I will summarize it by saying through the years we have consistently supported adequate funding for improved forest management and access for the national forests. Most of our members in Washington State have been in business for 40 or more years up to 100 years. They have always had faith in the productive potential of the Northwest

forest lands which are some of the finest softwood producing regions in the entire world.

We have participated with the central Washington Cascades study team and the Alpine Lakes Coalition of the past 7 years and carefully reviewed the forest productivity potential of the study area. The analysis has included past Federal land classification, pending future classification, and the impacts that any Alpine Lakes decision would have on the economy of the State of Washington. To set the issue in perspective, we have attached two exhibits. One is a map of Washington entitled "Current Land Withdrawals." It clearly shows the current land use classifications. It is identified with the National Parks, national recreation areas, existing wilderness shown in yellow, wilderness study areas shown in orange, and the inventoried roadless areas shown in off-color red.

Also attached is table 1 which shows the status of Federal forest land classification areas in the State by acreage and timber volume. By legislative or administrative action we are now 4,222,000 acres in National Parks, national recreational areas, wilderness and wilderness study areas, that are already precluded from constructive forest management.

These areas encompass 1,803,000 acres of commercial forest lands with a current inventory of 57.5 billion board feet of timber. This is more timber inventory than the total inventory in any State east of the Rockies and any but six States in the United States.

This huge area of Federal land, would provide an annual timber harvest perpetually of 560 million board feet annually or enough to build 55,000 homes every year forever.

The map and the tables also show another 2,049,000 acres of undeveloped and roadless Federal land. When studied some of this vast area will undoubtedly be considered for classification as wilderness.

We bring this to your attention because we feel there are some very important points about the future timber supply in the United States as it relates to the State of Washington.

In its "Outlook for Timber in the United States," dated 1973, the Forest Service found that wood products demand has risen 70 percent in the last three decades and forecasts similar increases by the year 2000. The report says that national demand for softwood timber at relative 1970 prices is expected to increase 30 billion board feet over the 45 billion board foot harvest of 1970 or a 66 percent increase.

Even at increased wood products prices, a reasonable balance between supply and demand will not be attained unless forestry and utilization on all forest lands are intensified dramatically in the next 30 years.

The Pacific Northwest is one of the two primary timber growing areas of the United States. In 1970, Washington contributed 14 percent of the Nation's softwood timber harvest, with its national forests providing 21 percent of the State's total. The present annual allowable cut on Washington national forests is 1.3 billion board feet. If Washington's national forests are to contribute their fair share of the Nation's wood needs, their allowable cut must be increased to 2.1 billion board feet annually by the end of this century. And it can be done if we don't further erode the possibility of intensive forestry by prohibiting its practice.

These views of IFA bring us down to one very basic point. It is that H.R. 7792, while going far beyond the original proposals of the central Washington Cascades study team and the Alpine Lakes Coalition, if accepted, must be recognized as an expensive luxury. We have reviewed the entire issue again in the past few weeks and find that in the interest of finally settling the matter we join with the coalition in accepting H.R. 7792 as presently written. We recommend this in order to move on with management of the whole area under terms of the bill and in so doing must ask that the larger issue of the remaining wilderness study areas be given thorough review in near future so that the citizens of our State can know what the future will be on these remaining unclassified areas of the national forests in Washington.

There is early need to have the factual information upon which to make these decisions and we refer again to table I and map of current withdrawals. It should be very clear that the need exists for early conclusion of these pending studies, so the full impacts of any and all future classifications can be made visible together with past withdrawal impacts. If the Alpine Lakes decision is made now, there will remain 18 wilderness study areas with a total of 668,000 acres.

In addition, there are 98 undeveloped roadless areas totaling 2,049,000 acres which need to be reviewed through the Forest Service planning process and one of the alternatives for some of these areas may be wilderness study—over half of these wilderness study and undeveloped roadless areas are commercial forest lands. Thus it is evident that with huge areas already withdrawn and the pending decision under H.R. 7792 facing the State of Washington, the determination as to the future of forestry on some 2,717,000 acres of national forest lands must be given top priority in order that the State can know if there will be a viable forest industry in the future.

[The prepared statement of Mr. Johnson follows:]

STATEMENT OF RAY JOHNSON, VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION

Mr. Chairman and Members of the Committee, I am Ray E. Johnson, Vice President of Industrial Forestry Association which has headquarters in Portland, Oregon.

Industrial Forestry Association represents 114 forest industry companies in Western Oregon and Western Washington in the business of growing and harvesting trees and manufacturing every kind of forest product. Our Members operate more than 400 wood processing plants, manage nearly 7½ million acres of Tree Farms, conduct over 200 logging operations continuously to provide raw materials for their plants, and employ 90,000 persons with an annual payroll of over 1 billion dollars. Some of our Member companies are completely self-sufficient from their own lands for sources of raw materials but most of them are either partially or totally dependent upon outside sources of wood for their operations including state and Federal forests. With the significant areas of commercial forest lands, both public and private, involved in the Alpine Lakes, it is obvious why our Association has been deeply concerned with the final outcome of Alpine Lakes.

Our Association was started 42 years ago. It has consistently supported every constructive program for private, state and Federal forest lands which would enhance and maintain a permanent timber supply. It was the position of our early forestry leaders and is the position of our contemporaries that we must always seek wise management of all suitable forest lands to protect employment, stabilize communities and provide a continuous flow of wood products for the use and necessities of all Americans. We have always supported strong forest protection and tree growing requirements for private lands in our states. We supported the Multiple-Use-Sustained Yield Act of 1960, the Wilderness Act of 1964 and the Forest and Rangeland Renewable Resources Planning Act of

1974. We believe the latter greatly strengthened the means for achieving the objectives of the national forests as established by the Organic Act of 1897 which says in part that, "No national forest shall be established *except* to improve and protect the forest within the boundaries or for the purpose of securing favorable conditions of waterflows and to furnish a continuous supply of timber for the *use* and necessities of citizens of the United States" (italics added). Through the years we have consistently supported adequate funding for improved forest management and access for the national forests. In the past 6 years we have participated with the Areas of Agreement Committee of the American Forestry Association in supporting appropriations for a better balanced program for the national forests. Long before that we did it on our own.

Most IFA Members in Washington State have been in business for 40 up to more than 100 years. They have always had faith in the productive potential of our Northwest forest land which is one of the finest softwood producing regions in the world. They established their operations, built the economy of dozens of our communities and supplied our Nation with an abundance of everyday necessities.

As the Alpine Lakes issue has been under consideration by the Central Washington Cascades Study Team and the Alpine Lakes Coalition over the past seven years, IFA has carefully reviewed the forest productivity potential of the study area. The analysis has included past Federal land classification, pending future classification, and impacts that any Alpine Lakes decision would have on the economy of the State of Washington. Our goal has always been to analyze every proposal developed for the Alpine Lakes region as to proportion of lands kept available for permanent forestry or those lands which would be denied forestry.

Today's social and economic needs require that every land classification issue be decided upon the maximum contributions such lands can make to the benefit of local citizens and their neighbors. The energy crisis spotlights the necessity of careful assessment particularly of our critical nonrenewable resources and more particularly to our renewable resources before land allocation decisions are made. Too often, in our zeal to protect or improve our environment we have done nothing more than deprive the Nation of a balanced program of land management and use.

To set the issue in perspective there are two exhibits attached. One is a map of Washington entitled "Current Land Withdrawals" which clearly shows the current land-use classification areas. Table I shows status of present Federal forest land classification areas in the State by acreage and timber volume. By legislative or administrative action there are 4,222,000 acres in national parks, national recreational areas, wilderness and wilderness study areas that are already precluded from constructive forest management. Because of likelihood of ultimate wilderness classification of the wilderness study areas which were withdrawn from the forest land base for allowable harvest calculations, it can only be presumed that they are forever probably permanently confined to the deep freeze.

These areas encompass 1,803,000 acres of commercial forest lands with a current inventory of 57.5 billion board feet of timber. That's more timber than the total inventory in any state east of the Rockies. Only six states have more timber in their total inventory. If available for forest management this huge area of Federal land would provide an allowable timber harvest perpetually of 560 million board feet annually or enough to build 55,000 homes every year forever. This seems an exorbitant social cost to citizens of Washington and the Nation.

In addition the map and Table show another 2,049,000 acres of undeveloped and roadless Federal land. When studied some of this vast area will undoubtedly be classified as wilderness. If current trends continue, it is possible that 25 percent of these areas could be classified as wilderness.

The history of HR 7792 has already been outlined by a previous witness. IFA believes it extremely important, however, to recognize the extent to which further sacrifice of commercial forest lands will occur if the present version of HR 7792 is enacted. Within the 393,000 acres proposed for wilderness there are approximately 98,000 acres of productive timber growing lands with a current inventory of 2.95 billion board feet of timber. Originally the Alpine Lakes Coalition-Central Washington Cascades Study Team endorsed considerably less acreage of wilderness than HR 7792 includes. With this in mind we want to emphasize to the Committee that we are seriously concerned with the impact that dedication of large additional areas of wilderness in the State of Washing-

ton will have on the future supply of jobs for our citizens and the wood for the whole country.

In its "Outlook for Timber in the United States" (1973) the Forest Service found that wood products demand has risen 70 per cent in the last three decades and forecasts similar increases by the year 2000. The report says that national demand for softwood timber at relative 1970 prices is expected to increase 30 billion board feet over the 45 billion board foot harvest of 1970 or a 66 per cent increase. Even at increased wood products prices, a reasonable balance between supply and demand will not be attained unless forestry and utilization on all forest lands are intensified dramatically in the next 30 years.

The Pacific Northwest is one of the two primary timber growing areas of the United States. In 1970 Washington contributed 14 per cent of the Nation's softwood timber harvest, with its national forests providing 21 per cent of the State's total. The present annual allowable cut on Washington national forests is 1.3 billion board feet. If Washington's national forests are to contribute their fair share of the Nation's wood needs, their allowable cut must be increased to 2.1 billion board feet annually by the end of this century. And it can be done if we don't further erode the possibility of intensive forestry by prohibiting its practice.

There is little doubt that the debate on HR 7792 to date has been intense. It has resulted in a complicated and confusing numbers game. As part of the Central Washington Cascades Study Team IFA believes the overriding consideration in the controversy is the need for comprehensive study and factual reporting of the social impacts of the proposal.

With the foregoing as disclosure of the vast area of land and volume of timber in Washington's Federal forests dedicated to non-economic use it must be clear to the Committee that any additional roadblock to forestry beyond HR 7792 involves a social cost we certainly cannot afford.

In considering HR 7792 one must also remember the large wilderness area it proposes. It is much greater than the wilderness defined in the Alpine Lakes Coalition study and other proposals which we have supported. In view of this expanded proposal several questions arise. First, is so much lightly used land really needed? Second, is the public interest really served when compared with other possible uses? A third question is can we afford it?

You also should know that wilderness use has remained static in the last 5 years in Washington and is below the 1969-70 levels. This casts doubt on the actual need for a huge jump in the area of wilderness in view of other burgeoning public demands on the national forests in a state already wilderness wealthy. Washington's national parks are proposing that 93 per cent of their total area be classified and kept as roadless wilderness.

Any home builder or buyer or consumer of other forest products suffers when timber supplies are artificially diminished and product prices rise. This is simply inflation—something everyone is acutely aware of today.

In the Pacific Northwest the people have a more fundamental interest. Twenty per cent of Washington's population is directly supported by the Forest Industry. Consequently, any break in the flow of raw material to our principal industry affects the well being of every Washingtonian. Since national forests supply 25 per cent of the average annual timber harvest in Washington, the interest of every resident is closely tied to their management.

These views of IFA bring us down to one very basic point. It is that HR 7792, while going far beyond the original proposals of the Central Washington Cascades Study Team and the Alpine Lakes Coalition, if accepted, must be recognized as an expensive luxury. We have reviewed the entire issue again in the past few weeks and find that in the interest of finally settling the matter we join with the Coalition in accepting HR 7792 as presently written. We recommend this in order to move on with management of the whole area under terms of the bill and in so doing must ask that the larger issue of the remaining wilderness study areas be given thorough review in the near future so that the citizens of our state can know what the future will be on these remaining unclassified areas of the National Forests in Washington.

There is early need to have the factual information upon which to make these decisions and we refer again to Table I and map of Current Withdrawals. It should be very clear that the need exists for early conclusion of these pending studies; so the full impacts of any and all future classifications can be made visible together with past withdrawal impacts. If the Alpine Lakes decision is made now there will remain 18 wilderness study areas with a total of 668,000 acres. In addition there are 98 undeveloped roadless areas totalling the 2,049,000 acres which need to be reviewed through the Forest Service planning process

and one of the alternatives for some of these areas may be wilderness study—over half of these wilderness study and undeveloped roadless areas are commercial forest lands. Thus it is evident that with huge areas already withdrawn and the pending decision under H.R. 7792 facing the State of Washington the determination as to the future of forestry on some 2,717,000 acres of National Forest Lands must be given top priority in order that the State can know if there will be a viable forest industry in the future.

TABLE 1.—CLASSIFIED LIMITED USE FEDERAL LANDS IN WASHINGTON STATE

	Total acres	Commercial forest land	
		Acres	Volume (million board feet)
<b>Department of the Interior:</b>			
National parks:			
Mount Ranier.....	241,992	106,000	3,400
North Cascades.....	505,000	250,000	2,535
Olympic.....	896,599	500,000	28,500
Total.....	1,643,591	856,000	34,435
National recreation areas:			
Coulee Dam.....	100,059		
Lake Chelan.....	62,000	20,000	200
Ross Lake.....	107,000	56,655	1,363
Total.....	269,059	76,655	1,563
<b>Department of Agriculture:</b>			
Wilderness areas:			
Glacier Peak.....	464,741	103,730	3,368
Goat Rocks.....	82,680	47,020	1,125
Mount Adams.....	42,411	8,296	187
Pasayten.....	505,524	210,454	1,697
Total.....	1,095,356	369,500	6,377
Mount Baker National Forest:			
Wilderness study areas.....	131,420	44,600	1,862
Mount Baker Recreation Area.....	87,521	20,000	700
Natural areas.....	2,840	2,000	80
Total.....	221,781	66,600	2,642
Snoqualmie National Forest: Wilderness study areas total.....	380,780	164,700	4,890
Olympic National Forest:			
Wilderness study areas.....	70,270	17,747	470
Quinault L. M. background.....	5,000	4,500	225
Recreation area.....	2,768	2,768	1,600
Backcountry.....	800	750	30
Natural areas.....	1,467	467	1,200
Total.....	80,305	26,232	3,525
Gifford Pinchot National Forest:			
Wilderness study areas.....	68,850	38,000	1,340
Natural areas.....	3,830	NA	NA
Total.....	72,680	38,000	1,340
Wenatchee National Forest: Wilderness study areas total.....	355,080	177,000	2,630
Colville and Kaniksu National Forests: Wilderness study areas total.....	24,000	11,400	
Umatilla National Forest: Backcountry total.....	79,500	17,000	119
Total National Parks, National recreation areas, wilderness and wilderness study areas.....	4,222,132	1,803,087	57,521
<b>Other undeveloped areas:</b>			
Mount Baker National Forest.....	314,719	141,900	5,472
Snoqualmie National Forest.....	135,620	82,200	2,770
Olympic National Forest.....	115,330	49,926	2,324
Gifford Pinchot National Forest.....	222,700	141,300	4,437
Okanogan National Forest.....	612,900	316,600	2,172
Wenatchee National Forest.....	386,420	180,000	2,657
Colville and Kaniksu National Forests.....	164,500	116,100	NA
Umatilla National Forest.....	97,300	45,800	708
Total undeveloped.....	2,049,489	1,073,826	20,540
Grand total.....	6,271,621	2,876,913	78,061



The CHAIRMAN. Thank you, Mr. Johnson. We appreciate having that economic analysis of the situation as it pertains to the timber products industry, not only in the State but nationally.

Mr. Wilcox, of the Washington State Horsemen.

STATEMENT OF KEN WILCOX, WASHINGTON STATE  
HORSEMEN, INC.

Mr. WILCOX. Mr. Chairman, and members of this committee, I am Ken Wilcox and I am here as a member of the Alpine Lakes Coalition. I am also director for the Trails and Pleasure Riders Division of Washington State Horsemen, Inc., and a member of the Legislative Subcommittee of the Land Use Committee of the American Horse Council, a national organization.

As a member of the Alpine Lake Coalition we agree to H.R. 7792 but are unhappy with it. I wish to say at the outset that many of the views that I present here are also the views of many Forest Service personnel and many independent backpackers.

Often I am asked: How come, since horse use is allowed in wildernesses, your organization is opposed to wildernesses and sides with the timber industry. We do this for two reasons.

First, for reasons of economy, our economy.

Horse owning is a fairly expensive hobby. Most of us live in suburban areas and have quite an investment in horses, tack, land facilities, and pay a lot of taxes on them. When we arrive at the trail head for some riding in the backcountry, it is not in a Volkswagen bus or as a hitchhiker. It is a fairly expensive American made stock truck or pickup pulling an American made horse trailer.

For this reason we feel that we must oppose any movement that might adversely affect the economy of our State. And certainly, reducing the allowable timber harvest will cost jobs, maybe ours.

Our second and main concern is simply a matter of mathematics. We have some  $1\frac{3}{4}$  million people living within 70 miles of Alpine Lakes. Fortunately, not all of these people desire to see and use our wildernesses. But a lot of them do, and if physically capable should have the opportunity to do so.

The Forest Service Alpine Lake study team determined that the maximum carrying capacity of this Alpine Lakes area to be one-half a visitor day, per acre, per year, and still protect the wilderness resource. A visitor day being 12 hours.

Forest Service figures also show that in recent years, this area has had close to one visitor day, per acre, per year. They also show an expected threefold increase in the number of users by the year 2020. Carrying these figures out and rounding them out a bit we have: An area of approximately 400,000 acres with 400,000 visitor days use at present. By the year 2020 the projected use will be 1,200,000 visitor days.

But the carrying capacity for this area is only 200,000 visitor days. This will leave 1,000,000 visitor days to be spent elsewhere. Where? Not north. We have nearly solid wilderness from the Alpine Lakes to the Canadian border, with the same restrictions.

South? We already have Mt. Adams and Goat Rocks Wildernesses with additions proposed for them. A huge new wilderness is proposed for the Cougar Lakes country. These areas are already used at or near their wilderness capacities.

It is probably safe to assume that the use of these areas will also increase threefold by the year 2020 also. So instead of 1-million-visitor days looking for a place to happen, we will have closer to 12 million potential visitor days and a wilderness capacity for 2 million.

Gentlemen, how can we justify placing our country's most beautiful, rugged areas under such restrictive management in 44 years, by the year 2020, only one-sixth of the people wishing to enjoy them will be able to do so.

We are not suggesting that we favor increased use at the expense of destroying the beauty and naturalness of this area. We enjoy the Alpine meadows, high lakes, tumbling streams, and rugged peaks as much as the most dedicated backpackers. We enjoy this so much that we feel we should share it with everyone willing to go to the effort to ride or hike to see it.

If management under wilderness designation is too restrictive to allow this use, there are other designations that could allow this use and still protect this fine resource.

The Forest Service Alpine Lakes study team also determined that this area, if managed under the Multiple Use Act of 1960, and designated "Dispersed Recreation—Unroaded" could sustain 3-visitor-days, per acre, per year, use with just a little more use shown than under wilderness designation.

"Dispersed Recreation—Roadless" would allow ground cover, the healthier, ground blueberries and grasses to be worn out by lug-soled boots. It would permit fire grates, primitive toilets and hitch rails for horses. Most important, an adequate trail system to disperse the users into the many untrailed and unused areas could be built. A trail system that stays away from the fragile lake shores and meadows.

About 20 miles north of Alpine Lakes is the 464,000-acre Glacier Peak Wilderness which has been managed as such for over 10 years. Use here is less than 90,000 visitor days annually or only one-fifth a visitor day, an acre, a year. Yet, with this light use it is being overused by wilderness standards because of a trail system, inadequate to disperse visitors. There are eight heavy use areas, which according to the proposed management plan, need special management. What is suggested? Restrictions. That is all. Just restrictions on type of use and restrictions on numbers of users.

No mention of dispersing users with more trails, of fire grates to stop the unacceptable practice of building fires anywhere and everywhere, no mention of toilets to end the stench of human waste behind every bush.

We know and use both the Glacier Peak and Alpine Lakes areas. We know many of the Forest Service personnel charged with managing these areas. We know of the frustrations they experience when trying to manage with only the restrictions and closures for tools.

I believe it is time to back off and take another look at our priorities. Should our prime back country be unmanaged for an ever-decreasing percentage of our people or should it be managed to give a maximum number of people, now and for the next 40 years, the opportunity to enjoy it.

The CHAIRMAN. Thank you, Mr. Wilcox. Now, Mr. Buzz Chevara, chairman of the Alpine Lakes Coalition.

**STATEMENT OF BUZZ CHEVARA, ALPINE LAKES COALITION**

Mr. CHEVARA. Thank you, Mr. Chairman. I am chairman of the Alpine Lakes Coalition. I am also active in numerous sports organizations throughout Washington State.

My statement today is in behalf of the Alpine Lakes Coalition but will deal primarily with the affiliated recreation groups.

Every one of these 22 organizations representing a State membership in excess of 100,000 are on record as opposing further wilderness classification within Washington State; so when they finally agreed on the 216,000-acre wilderness as proposed by the CWCST, they considered that quite a compromise and more than adequate to protect the fragile areas in question. It soon became apparent that the two-part wilderness simply wasn't going to get it; so by closing the corridor and adding some acreage we arrived at a 342,000 acre wilderness core while maintaining the multiple-use perimeter. This still didn't get it, and as you are aware, Congressman Meeds succeeded in getting his bill passed by the House Interior Committee. At this point, our backs were to the wall. So when Congressman Meeds offered to negotiate more wilderness acreage for a multiple-use perimeter, it was in our best interests at that time to do so.

One point I would touch on is the human rights considerations. Every plan submitted for Alpine Lakes refers to a loss of so many potential jobs, and stops there. But what about the people actually working those jobs, and stops there.

The logger, for example. He certainly is not out there to get rich. He could make more money on any assembly line. No; he is there primarily because he loves that way of life, as hard as it is. So if you put him on that assembly line you are probably going to kill him. He would just vegetate and die. Going to another area is no solution. You cannot find one that doesn't have unemployment problems. So what happens to the logger?

I personally do not know. But I do know that we must be aware of the responsibility connected with disrupting somebody's lifestyle.

I would make one additional recommendation. There is an extremely long history of seaplane landing on three of the lakes within the proposed wilderness area, Otter, Dorothy, and Waptus. We must support the continuation of these landings on the lakes both from the standpoint of a better dispersal of people into the wilderness as well as from an administrative and rescue point of view. The Wilderness Act allows for this and there is precedent established as per the three aircraft runways located in the Selway-Bitterrott Wilderness in Idaho.

In conclusion, the Alpine Lakes Coalition does support Congressman Meed's proposal for the Alpine Lakes area, mainly due to the multiple-use perimeter. We would point out, however, that although our backs are to the wall, we have also reached the end of our rope and therefore we would vigorously oppose any changes regarding H.R. 7792 unless it be a reduction of the wilderness acreage.

COMPROMISE LEGISLATION, NON-FEDERAL LAND AND TIMBER VALUES, ALPINE LAKES  
WILDERNESS AND INTENDED WILDERNESS

I. ACREAGE AND TIMBER VOLUME DERIVATIONS

	<i>Acres</i>
A. Total non-Federal ownership-----	41,060
1. Noncommercial forestland-----	24,878
2. Commercial forestland-----	16,820
	<i>Million board feet</i>
B. Total timber volume-----	450.6
1. Total noncommercial timber volume-----	74.6
Average volume/acre-----	3.0
2. Total commercial timber volume-----	376.0
Average volume/acre-----	23.4

II. LAND AND TIMBER VALUES AS OF JAN. 1, 1975

A. Land:	
1. Noncommercial forestland; 24,878 acres at \$40/acre (in- cludes 74.5 billion board feet noncommercial timber)-----	\$995,120
2. Commercial forestland; 16,820 acres at \$69/acre (does not include timber)-----	1,009,200
B. Commercial timber value (376.0 billion board feet at \$119/million board feet)-----	44,744,000
C. Total Jan. 1, 1975 value, land and timber-----	46,748,320

III. TOTAL JAN. 1, 1975 VALUE APPLIED TO 3-YEAR ACQUISITION PROGRAM  
(8 PERCENT INFLATION RATE)

A. Assume acquisition of 33 percent of the acreage/year-----	\$54,635,000
B. Assume acquisition (cash payment) all in third year-----	58,889,000
C. Average of two values-----	56,762,000

NOTES

1. Calculations include value of 2,380 acres non-Federal land which would be added (as part of an 8,900-acre total package) to the 383,000-acre wilderness under H.R. 7792.

2. Does not account for possibility that acquisition program would extend beyond 3-year period.

3. Land and timber unit values used here are purposefully conservative.

Thank you for giving me the opportunity to testify before you on behalf of the Alpine Lakes Coalition.

The CHAIRMAN. Thank you, Mr. Chevara. We appreciate having your statement and the explanation of the organization, as well.

We are always pleased to welcome back to Capitol Hill Jerry Grinstein, who is here today representing the Pack River Company.

STATEMENT OF GERALD GRINSTEIN, ESQ. REPRESENTING THE  
PACK RIVER COMPANY

Mr. GRINSTEIN. Thank you, Mr. Chairman. Since you have my statement and it will be included in the record, I will be very brief. The Pack River Company operates three mills in Cashmere, Ardenvoir, and Peshastin, and employs 800 people with an approximately \$10 million payroll.

If the company were given the license to draft the legislation on Alpine Lakes, this would not be exactly the bill they would have drafted. At the same time, this bill is the result of the negotiations between the parties, and it was felt an accommodation would have to be reached, and the company entered into agreement with the people at this table, and the people for whom they are speaking. It was our understanding this would be an agreement of all parties and in that spirit the company appears here today to recommend adoption of H.R. 7792 without any changes.

The CHAIRMAN. Thank you, Mr. Grinstein. I appreciate having your comments and summary of the background of this. As chairman of this committee, I want to express my appreciation to all of the groups involved, from the conservation community, from industry, and from other related groups, for working together. It is my view the bill should pass as passed by the House. Otherwise, we have to go back to the House under House rules, and anyone can object to either concurring in the Senate amendment or going to conference. Those rules are well known.

I think it is in the best interests of all parties to this matter. The congressional delegation tried to reach an acceptable consensus but, of course, it does not meet with the wishes of all of the participants. The Forest Service and the conservation people have indicated their serious reservations about the need for other areas to be included, management problems and so on. And industry has expressed its views here. But I hope we can move expeditiously on this.

I want to express my appreciation to all of you here today for that cooperation.

[The prepared statement of Mr. Grinstein follows:]

STATEMENT OF GERALD GRINSTEIN, ESQ., REPRESENTING THE PACK RIVER COMPANY

Mr. Chairman, members of the Committee, my name is Gerald Grinstein and I am counsel to the Pack River Company. We appreciate the opportunity to appear before the Committee to present the Company's views on several aspects of H.R. 7792—legislation establishing the Alpine Lakes Wilderness Area—which particularly affect Pack River. The Company owns and operates three mills, in Cashmere, Ardenvoir, and Peshastin, Washington, and employs approximately 800 people in the mills and in logging operations, which will be directly effected by the legislation.

Although in many respects H.R. 7792 as passed by the House does not constitute the kind of wilderness legislation Pack River would like to see passed, the Company will not object to its enactment. The creation of an Alpine Lakes Wilderness has been the subject of controversy for many years and H.R. 7792 reflects a consensus that previously has been unattainable. The legislation is the result of extended negotiations among the various parties who are interested in its outcome. Each provision reflects substantial compromises. As a result, no party considers the compromise legislation entirely satisfactory. Nevertheless, industry, recreationists, the Washington Congressional Delegation, and in the House, the environmental groups, have committed their support to the bill. Pack River has committed itself to support the enactment of the compromise legislation, in the belief that all other parties would likewise support its enactment without any changes. Pack River will honor its commitment to the process of compromise and accommodation which led to the development of H.R. 7792 in its present form.

Although the Company will not seek change or rejection of H.R. 7792, it must point out that, by any realistic appraisal, timber operations in the Wenatchee Valley, and the local economies dependent upon the timber industry, will be severely hurt. Unlike the other timber companies which are also affected by

H.R. 7792, the Pack River Company is dependent upon timber grown in the Alpine Lakes area. The Company's three mills are dependent upon a mix of national forest timber which it purchases and private timber from private lands in the region. Both the reduction in allowable cut in the Wenatchee National Forest and the taking of 23,000 acres of private land will substantially reduce the supply of raw materials necessary to maintain the current level of operation, and Pack River will be unable to sustain its current level of operation.

Approximately 70% of Pack River's raw material supply comes from the Wenatchee National Forest. The creation of the 393,350 acre wilderness will result in an allowable cut reduction of approximately 40 million board/feet per year and a reduction of approximately 20 million board/feet in the Wenatchee National Forest alone, out of a current allowable cut of 107.4 million board/feet. As a result, there will be less timber available and more competition for the remaining volumes. To illustrate, the Forest Service has previously pointed out that west-side purchasers have already started competing for east-side timber, thereby reducing the timber supplies available to east-side companies such as Pack River. Thus, Pack River has recently lost three (3) out of the last four (4) Forest Service sales upon which it has bid.

The effect of the reduction in allowable cut on Pack River is further magnified since most of the remaining allowable cut from the Wenatchee National Forest will come from areas distant from the Company's economic working circle, where it is not economically feasible for it to operate. It should be noted that in the event a land exchange is possible in Chelan County, the allowable cut in the Wenatchee National Forest will be further reduced by the lands exchanged for the 23,000 acres of Company lands.

Pack River's private lands supply 30% of its annual timber harvest. The taking of approximately 23,000 acres of private holdings, further reduces the supply of timber. The remaining private holdings in the county cannot compensate for the combined reduction in allowable cut in the Wenatchee National Forest and reduction in private harvest if Pack River continues to operate on a sustained-yield basis. Conceivably Pack River's private lands could compensate for some portion of the reduction in annual harvest. However, these lands certainly cannot support Pack River's present level of operation. To maintain its present level of operations, Pack River would have to accelerate its timber harvesting—in effect, to "mine" the lands. However, once these lands were harvested, the Company would then have to terminate all its operations.

The diminution in the supply of timber is aggravated by the other planned permanent withdrawals from multiple-use management. The Chelan Planning Unit proposal withdraws 575,490 acres from multiple-use management and designates them for wilderness, new study areas, and scenic areas. This entails an additional reduction in the allowable cut in the Wenatchee National Forest. Moreover, it is estimated that the cumulative impact of all the proposed withdrawals in the Wenatchee National Forest will result in a 72% reduction in the present allowable cut.

The withdrawals of such magnitude from multiple-use management will have an obviously adverse cumulative impact on Pack River and upon the surrounding communities which are dependent upon the timber industry. Pack River has consistently maintained that the failure to take into account the overall economic consequences of H.R. 7792, the Chelan Planning Unit proposal, and other planned withdrawals, which will adversely affect the identical communities, constitutes a dangerous precedent since the impact of the whole is greater than the impact of the individual parts.

The sizeable reduction in raw material supply means that Pack River will have to close down operations in at least one and most likely two of its mills in Chelan County. Such a curtailment in operations may not necessarily be immediate since purchases of national forest timber normally precede harvest by a season or two. However, as the current inventory is processed and is not replaced, operations will be contracted. And, this will necessarily create unemployment in the communities where the mills are located, the economies of which are dependent upon the timber industry and where there are very limited alternative employment opportunities. Therefore, although Pack River accepts H.R. 7792 as the compromise that has been worked out, it does so reluctantly because of the economic consequences which will result.

An integral provision of the compromise package which is very important to Pack River, which is the party most directly affected by H.R. 7792, is the acquisi-

tion provision which designates a three-year period for the completion of the acquisition program, with the right to institute a condemnation action if the acquisition has not been completed. It was included because it is recognized as necessary to assure that the landowners would receive equitable treatment for the unprecedented taking of their private lands. The taking of 23,000 acres of land from a single landowner under the Wilderness Act is unprecedented, both in terms of the amount of land taken and the impact on the Company. In view of this extraordinary taking, the Company would prefer that H.R. 7792 provide for a legislative taking, as was done in the Act establishing the Redwoods National Park where substantial acres of private timberland were also taken. In the absence of a legislative taking, the three-year acquisition period is the maximum acceptable period.

Since 1965, a total of 26,695 acres of private lands has been acquired for inclusion in wilderness. The largest acquisition for a wilderness or primitive area is 11,194 acres. Thus, the taking of 23,000 acres from a single landowner practically equals the total of all previous acquisitions under the Wilderness Act, and is more than twice as great as any previous single acquisition. The total acquisition of approximately 45,000 acres is almost twice as great as the total amount of private land previously acquired under the Wilderness Act.

This extensive acquisition of private land for inclusion in the wilderness system is not in accord with the intent of the 1964 Wilderness Act. The Act envisions that existing federally owned lands in the national parks and national forests which are appropriate for wilderness would be designated for inclusion in the wilderness system, and that there would be minimal acquisition of private lands. The national forests and national parks were to be reviewed for the purpose of determining which of these Federal lands should appropriately be designated as wilderness. Although the Act authorizes the acquisition of private lands for inclusion in the wilderness system, the Forest Service advises that it has always been the intent to minimize such acquisition. The acquisition of almost twice as much land as has previously been acquired under the Wilderness Act, and the taking of almost as much land from a single landowner as has been taken totally in the previous 10 years represents an extraordinary departure from the intent of, and practice under, the Wilderness Act.

The impact of the taking on Pack River is equally unprecedented. The taking effectively constitutes the taking of a business, for which Pack River will receive no compensation, and is thus far more than a taking of land. The Company's operations are totally dependent upon the availability of a raw material supply. Without timber the Company simply cannot operate.

As a result of the taking of 23,000 acres of timberland and in conjunction with the reduction in allowable cut in the Wenatchee National Forest, the raw material supply necessary to sustain the current level of timber operations of Pack River will be substantially reduced. Consequently, current operations will have to be curtailed. This means that those mills which are shut down along with related equipment will become superfluous and lose their value. Pack River will not receive any compensation for the taking of the business property, or for the lost future profits. There are statutes, however, which provide compensation for business property which loses its value as a result of discontinuing a business due to the acquisition of real property for a federal program that will benefit society as a whole. An example is the Uniform Relocation and Assistance Act. The acquisition of private land for a wilderness is as much a public purpose project as other projects, and compensation for direct losses to business property as a result of discontinuing the business should be permitted. However, H.R. 7792 does not provide compensation to Pack River for the mills and machinery which will no longer be usable. Therefore, the very least that should be provided is certain and fair compensation within a reasonable time for the land that is acquired. This is provided by the three-year requirement and the right to institute an action if the acquisition is not completed.

The three-year acquisition provision, and the right to institute an inverse condemnation action, is an integral part of the compromise legislation. It helps the landowner continue his business. The provision also benefits the Nation. It assures the acquisition of the private lands for inclusion in the wilderness. It also assures the wilderness quality of the private lands to be included in the wilderness.

Thank you.

The CHAIRMAN. Mr. Casseday.

Mr. CASSEDAY. Thank you, Senator. Since my statement is quite brief, it would help my nerves a little bit if you would let me read it.

The CHAIRMAN. Go right ahead, sir.

**STATEMENT OF GEORGE CASSEDAY, PRESIDENT, WESTERN COUNCIL-LUMBER, PRODUCTION AND INDUSTRIAL WORKERS, UNITED BROTHERHOOD OF CARPENTERS**

Mr. CASSEDAY. My name is George Casseday. I am president of the Western Council of Lumber, Production, and Industrial Workers, an affiliate of the United Brotherhood of Carpenters and Joiners of America, AFL-CIO. The Western Council, whose executive officer is James S. Bledsoe, coordinates the efforts of 200 local unions in the lumber industry in 12 Western States, representing the workers in all phases of the industry, including logging, sawmilling, plywood, and the manufacturing of all kinds of wood products such as doors, millwork, cabinets, shakes, shingles, piling, and other treated products and furniture, and needless to say, the jobs of many thousands of carpenters depend on the availability of these products.

Of all the products from which homes are built, wood is the most desirable and, therefore, the most in demand, and to this extent irreplaceable. Its availability and its price affects every American and many people in foreign lands who wish to purchase a piece of lumber, and that is almost everyone.

I appear before this committee to testify against the passage of H.R. 7792 as amended. The working people of Washington State are against this bill because we believe the welfare of lumber workers was ignored and overlooked.

The easy way would be for me to adopt the attitude that maybe, when this bill becomes law, Pack River will be able to operate its three plants on the eastern slopes of the Cascade Mountains, but since I don't really think they will, and since the company doesn't give me any assurance they can, I cannot accept this kind of thinking. Nor can I accept the withdrawal of another 400,000 acres-plus from the timber base and not expect more companies to close for the lack of timber. I, therefore, must pursue this matter as best I can in the hope that some of you gentlemen will listen and perhaps take up the fight and put a stop to this pell mell race down the road to deprive this Nation of its wood products needs and the workers of the Western States of their livelihoods.

Let me illustrate: In northwestern Washington alone in the last 20 years the membership of our union has diminished by 55 percent. Timber supply is the major contributing factor to the closure of all the mills this figure represents because there has not been a corresponding drop in demand. In fact, the contrary is the case. The demand for wood products has dramatically increased as illustrated by the shortage of lumber for homebuilding in 1973, the last year before the slump in homebuilding.

Senator Jackson, in your home town of Everett alone, not counting Weyerhaeuser, there are only two sawmills left, where there used to be dozens, and both of those mills are down with little hope they will ever run again.

I did not come here with a lot of statistics. The industry people have developed those, but I invite you to take the time to conduct your own investigation of what I hope this testimony will develop. It is our contention that 50 percent of all the almost 11 million acres of Federal forest lands in the State of Washington are already in parks and wilderness areas, et cetera, not to mention the rest of the western States. This does not include Alpine Lakes, but did you know that there are 30 other areas under study in Washington State alone and these are not producing any timber, and these areas add up to over 1 million acres, another 10 percent.

What I am attempting to do is point out that 50 percent of all the Federal forest land in Washington State has already been donated to the cause of preservation, the largest contribution of any State in the Union. We implore you not to add Alpine Lakes and another 1 million acres to this most generous offering. The economy of the Northwest cannot afford it, and neither can the Nation, and certainly lumber workers cannot afford it.

In my opinion, we cannot over-emphasize the importance of this whole business of withdrawing more timber, to the economy of the Northwest, and the effect it has on the welfare of all its citizens.

I only hope you will give recognition to my contention and take the time to conduct your own investigation and judge the position of the lumber workers of the Northwest by the results of your investigation. A year ago last spring I discussed this timber supply problem with Senator Magnuson and requested some one be sent to the Northwest to investigate the problem of the diminishing supply of timber. Lumber workers want an impartial study made by a neutral person. As near as we can determine, every study made so far was based on how much more wilderness area we want and apparently without regard to the Nation's needs for timber production. We would like this study to be directed toward the need for the products we produce, the economy of our State, and the welfare of the working people whose jobs are undeniably affected. In considering our request, please take into mind the trees in Alpine Lakes are not going anywhere. People have been arguing over them for a long time and another year will not make that much difference to the establishment of yet another wilderness area.

Above all, please do not pass this bill without a careful examination of the effects of establishing Alpine Lakes and then adding another 1 million acres on top of that, and by all means look beyond Washington State to what is going on in every State that has national forests and how much of them have been withdrawn. I am confident that should this committee undertake to conduct the study and select a competent person who has no direct interest in the outcome, you would come to the realization that things are out of hand.

After all this has been done, if you still believe there must be another wilderness area established, kindly include in the bill a provision for compensation for displaced workers, including retraining, subsistence, and compensation for lost earnings, and if those that contend that we lumber workers will not lose our jobs are right this consideration would not cost anything. But don't ask a logger who can't be a logger any more to be a cleanup man in a campground.

The CHAIRMAN. Thank you, Mr. Casseday. I know how vigorously you represent your members and your long identification with the working people in the industry across the board. This problem is not an easy one. We have been at it, and I was checking here, since 1970. In 1973, we introduced all four bills representing the various groups. The House Members especially, and we have been working closely with them, have tried to find a solution which the House, after all of this period of time of hearings in the State, hearings out there, endeavored to put together what appears to be a consensus which does not agree with any of the views of any one of the groups in their entirety.

It seems to me they have done a pretty job in trying to find a solution here. As you know, this is a matter that affects the whole Nation and our area, too.

Mr. CASSEDAY. Senator, if you would examine the testimony here this morning by Mr. Grinstein on behalf of the Pack River Co. you will find an agreement to passage of this bill. The Pack River Co. points out passage of this bill will mean closure of one or possibly two of its mills at Cashmere, Ardenvoir or Peshastin, Wash.

The CHAIRMAN. I did not understand his testimony to that effect.

Mr. CASSEDAY. He didn't. It is in his written testimony. Furthermore, on pages 14, 15, and 16 of Mr. Witter's testimony on the outline of this bill which indicates the protection for these large companies' stockholders but nowhere in this bill does it even give recognition to the fact a lumber worker might lose his job or what will happen to him if everybody who says he is wrong does lose it. When I was working with the Congressmen of the State—I have been in your office, I have been in Senator Magnuson's office talking about it—nowhere in this bill is there any protection provided. It is not unprecedented to say a man who is displaced of establishing something for the public interest he should be compensated for it. That is in the Railroad Act, and several other laws in this country, to protect workers. But I have not been able to interest anybody in protecting the working man in this thing. They let them go down the tube.

And I don't mind saying we don't like it.

The CHAIRMAN. I understand fully your position in this. There are a lot of problems in the industry that affect the working people that we have gone into before, export laws—

Mr. CASSEDAY. Have you heard the argument in all of these wilderness things for every job that is eliminated it creates a recreation job? That is why I put this at the end of my statement.

Don't ask a logger to be a cleanup man in the campgrounds someplace. We are loggers because we want to be loggers. We don't want our jobs done away with and replaced with some recreation job.

The CHAIRMAN. I appreciate that. My father came to Everett when it was Port Gardner. It wasn't even Everett. It was a wilderness. I know, too, the mistakes that have been made over the past. All of us have to share that blame—in which we did not provide for ongoing reforestation, which fortunately has happened now but it is late and some of the firms started early. We have all watched this happen.

Having been born and reared in Snohomish County, we have the ghost towns, as you know, one town after the other. The little town of

Machias, my dad used to tell me about, there is nothing but a store now. The main attraction was 16 saloons. That took care of the loggers in that area. He was a logger. And maybe I better not—I think I have carried that topic far enough. I don't want to get into the modern day version of it.

[Laughter.]

Mr. CASSEDAY. The towns of Ardenvoir and Peshastin are much those kind of towns and to close the mills in those towns would be an outright tragedy to those little towns. You are familiar with Arlington, Darrington, Skykomish. Every one of those towns depend completely on this industry. What will happen to them? Only God can tell if this happens. One final thing, if you will allow me the time.

Nobody likes to be misunderstood by pointing out there are only two sawmills left in Everett. I am not trying to contend that the establishment of wilderness areas is the sole cause of the demise of the mills in Everett, but it is a major contributing factor to the diminishing timber supply. That is the reason there aren't any mills any more. Not because there isn't any market, there is.

The CHAIRMAN. Thank you for your comments.

That will conclude the hearings. I want to say the committee will take this bill up in executive session, possibly tomorrow. If not, shortly thereafter. We want to move expeditiously in light of the fact we have a very large number of bills on the Senate calendar. I do not know precisely when we can get to this bill, but I think it is important that the bill be reported as soon as possible.

Thank you all very much.

[Whereupon, at 12 noon, the hearing was adjourned.]