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CHIRICAHUA, JOSHUA TREE, AND SAGUARO NATIONAL
MONUMENTS; AND HALEAKALA AND MESA
VERDE NATIONAL PARKS

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HEARING

BEFORE THE

SUBCOMMITTEE ON PARKS AND RECREATION

OF THE

COMMITTEE ON

INTERIOR AND INSULAR AFFAIRS

UNITED STATES SENATE

NINETY-FOURTH CONGRESS

SECOND SESSION

ON

S. 1075

A BILL TO DESIGNATE CERTAIN LANDS IN THE CHIRICAHUA
NATIONAL MONUMENT, ARIZ., AS WILDERNESS

S. 1084

A BILL TO DESIGNATE CERTAIN LANDS IN THE HALEAKALA
NATIONAL PARK, HAWAII, AS WILDERNESS

S. 1089

A BILL TO DESIGNATE CERTAIN LANDS IN THE MESA VERDE
NATIONAL PARK, COLO., AS WILDERNESS

S. 1095

A BILL TO DESIGNATE CERTAIN LANDS IN THE SAGUARO
NATIONAL MONUMENT, ARIZ., AS WILDERNESS

S. 3078

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

SEPTEMBER 20, 1976

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

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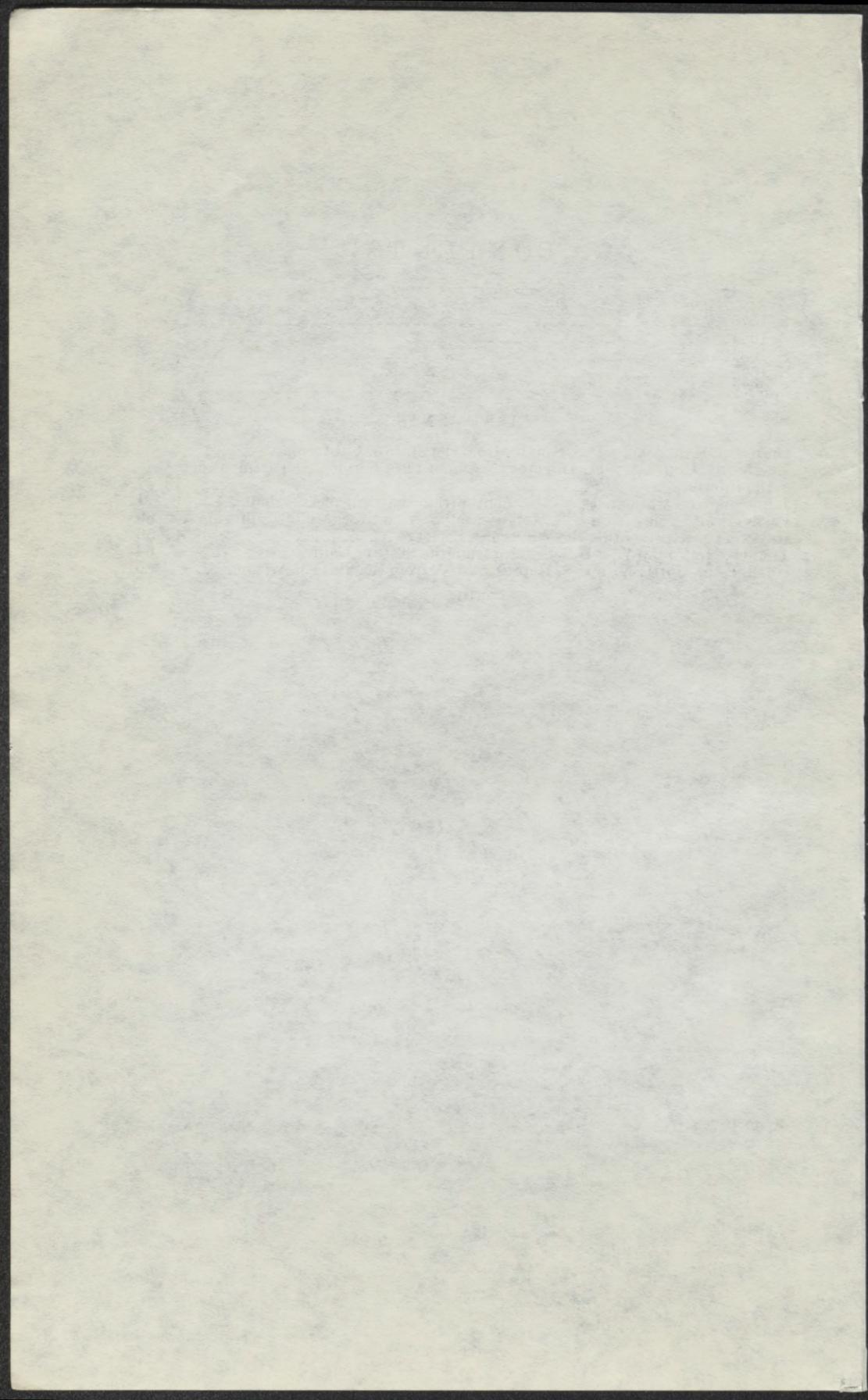
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**CHIRICAHUA, JOSHUA TREE, AND SAGUARO NATIONAL
MONUMENTS; AND HALEAKALA AND MESA VERDE
NATIONAL PARKS**

MONDAY, SEPTEMBER 20, 1976

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

The subcommittee met, pursuant to notice, at 9:30 a.m. in room 3112, Dirksen Office Building, Hon. J. Bennett Johnston presiding.
Present: Senator Johnston.
Also present: Laura Beaty.

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

Senator JOHNSTON. The hearing will come to order. This is the time which has been duly noticed for an open hearing before the Subcommittee on Parks and Recreation to consider five measures to designate wilderness within the Chiricahua National Monument, the Haleakala National Park, the Joshua Tree National Monument, Mesa Verde National Park and the Saguaro National Monument.

Copies of the legislation will be included in the record at this point.
[The texts of S. 1075, S. 1084, S. 1089, S. 1095, and S. 3078 follow:]

94TH CONGRESS
1ST SESSION

S. 1075

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Chiricahua National Monument, Arizona, as wilderness.

- 1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That, in accordance with section 3 (c) of the Wilderness Act
4 (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain lands in
5 the Chiricahua National Monument, which comprise about
6 six thousand nine hundred and twenty five acres, and which
7 are depicted on the map entitled "Chiricahua National Monu-
8 ment, Arizona, Wilderness Plan" numbered 145-20,006 and
9 dated December 1971, are hereby designated as wilderness.
10 The map and a description of the boundaries of such lands

1 shall be on file and available for public inspection in the offices
2 of the National Park Service, Department of the Interior.

3 SEC. 2. As soon as practicable after this Act takes effect,
4 a map of the wilderness area and a description of its bound-
5 aries shall be filed with the Interior and Insular Affairs Com-
6 mittees of the United States Senate and House of Representa-
7 tives, and such map and description shall have the same force
8 and effect as if included in this Act: *Provided, however,* That
9 correction of clerical and typographical errors in such legal
10 description and map may be made.

11 SEC. 3. The wilderness area designated by this Act
12 shall be known as the "Chiricahua Wilderness" and shall
13 be administered by the Secretary of the Interior in accord-
14 ance with the provisions of the Wilderness Act governing
15 areas designated by that Act as wilderness areas, except
16 that any reference in such provisions to the effective date of
17 the Wilderness Act shall be deemed to be a reference to the
18 effective date of this Act, and any reference to the Secretary
19 of Agriculture shall be deemed to be a reference to the Secre-
20 tary of the Interior.

94TH CONGRESS
1ST SESSION

S. 1084

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Haleakala National Park,
Hawaii, as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That, in accordance with section 3 (c) of the Wilderness
4 Act (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain
5 lands in the Haleakala National Park, which comprise about
6 nineteen thousand, two hundred and seventy acres, and which
7 are depicted on the map entitled "Wilderness Plan, Haleakala
8 National Park, Hawaii", numbered 162-20006-A and dated
9 July 1972, are hereby designated as wilderness. The lands
10 which comprise about five thousand five hundred acres, des-

1 ignated on such map as "Potential Wilderness Additions",
2 are effective upon publication in the Federal Register of
3 a notice by the Secretary of the Interior that all uses there-
4 on prohibited by the Wilderness Act have ceased, hereby
5 designated wilderness. The map and a description of the
6 boundaries of such lands shall be on file and available for
7 public inspection in the offices of the National Park Services,
8 Department of the Interior.

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

17 SEC. 3. The wilderness area designated by the Act shall
18 be known as the "Haleakala Wilderness" and shall be
19 administered by the Secretary of the Interior in accordance
20 with the provisions of the Wilderness Act governing areas
21 designated by that Act as wilderness areas, except that any
22 reference in such provisions to the effective date of the
23 Wilderness Act shall be deemed to be a reference to the
24 effective date of this Act, and any reference to the Secretary
25 of Agriculture shall be deemed to be a reference to the
26 Secretary of the Interior.

94TH CONGRESS
1ST SESSION

S. 1089

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Mesa Verde National Park,
Colorado, as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That, in accordance with section 3 (c) of the Wilderness Act
4 (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain lands
5 in the Mesa Verde National Park, which comprise about
6 eighty-one hundred acres, and which are depicted on the
7 map entitled "Wilderness Plan, Mesa Verde National Park,
8 Colorado", numbered 307-20007-A and dated September
9 1972, are hereby designated as wilderness. The map and a
10 description of the boundaries of such lands shall be on file

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1 and available for public inspection in the offices of the
2 National Park Service, Department of the Interior.

3 SEC. 2. As soon as practicable after this Act takes effect,
4 a map of the wilderness area and a description of its bound-
5 aries shall be filed with the Interior and Insular Affairs Com-
6 mittees of the United States Senate and House of Repre-
7 sentatives, and such map and description shall have the same
8 force and effect as if included in this Act: *Provided, however,*
9 That correction of clerical and typographical errors in such
10 description and map may be made.

11 SEC. 3. The wilderness area designated by this Act
12 shall be known as the "Mesa Verde Wilderness" and shall
13 be administered by the Secretary of the Interior in accord-
14 ance with the applicable provisions of the Wilderness Act
15 governing areas designated by that Act as wilderness areas,
16 except that any reference in such provisions to the effective
17 date of the Wilderness Act shall be deemed to be a reference
18 to the effective date of this Act, and any reference to the
19 Secretary of Agriculture shall be deemed to be a reference
20 to the Secretary of the Interior.

21 SEC. 4. Within the wilderness area designated by this
22 Act the Secretary may undertake minimum activity neces-
23 sary in order to investigate and stabilize sites of archeologi-
24 cal interest.

94TH CONGRESS
1ST SESSION

S. 1095

IN THE SENATE OF THE UNITED STATES

MARCH 7, 1975

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

A BILL

To designate certain lands in the Saguaro National Monument,
Arizona, as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That in accordance with section 3 (c) of the Wilderness
4 Act (78 Stat. 890, 892; 16 U.S.C. 1132 (c)), certain
5 lands in the Saguaro National Monument which comprise
6 forty-two thousand four hundred acres, and which are de-
7 picted on the map entitled "Wilderness Plan, Saguaro Na-
8 tional Monument, Arizona," numbered 151-20003-A and
9 dated July, 1972, are hereby designated wilderness. The
10 lands which comprise about twenty-seven thousand one hun-

1 dred acres, designated on such map as "Wilderness Re-
2 serve," are, effective upon publication in the Federal Reg-
3 ister of a notice by the Secretary of the Interior that all
4 uses thereon prohibited by the Wilderness Act have ceased,
5 hereby designated wilderness.

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

14 SEC. 3. The wilderness area designated by this Act
15 shall be known as the "Saguaro Wilderness" and shall be
16 administered by the Secretary of the Interior in accordance
17 with the provisions of the Wilderness Act governing areas
18 designated by that Act as wilderness areas, except that any
19 reference in such provisions to the effective date of the
20 Wilderness Act shall be deemed to be a reference to the
21 effective date of this Act, and any reference to the Secretary
22 of Agriculture shall be deemed to be a reference to the
23 Secretary of the Interior.

24 SEC. 4. Within the wilderness areas designated by this
25 Act, the Secretary may provide for (1) the use of necessary

- 1 manipulative techniques in order to maintain or restore
- 2 natural ecological conditions, and (2) the use and mainte-
- 3 nance of fire towers and radio repeaters necessary for the
- 4 protection of the area.

94TH CONGRESS
2^D SESSION

S. 3078

IN THE SENATE OF THE UNITED STATES

MARCH 4, 1976

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

A BILL

To designate certain lands in the Joshua Tree National Monument in California as wilderness.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That, in accordance with subsection 3 (c) of the Wilderness
4 Act (78 Stat. 890; 16 U.S.C. 1132 (c)), certain lands in
5 the Joshua Tree National Monument, California, which
6 comprise about four hundred and fifty-five thousand one
7 hundred and fifty acres, and which are depicted on a map en-
8 titled "Wilderness Plan, Joshua Tree National Monument,
9 California," numbered 156-20003c and dated February
10 1976: *Provided, however,* That each tract identified on said
11 map as "Wilderness Reserve" is designated as wilderness,

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1 subject only to the removal from each such tract of the exist-
2 ing nonconforming improvements, at which times the Secre-
3 tary of the Interior is directed to publish notice thereof in
4 the Federal Register. Pending such notice, and subject only
5 to the existing nonconforming improvements, each such
6 tract shall be managed as wilderness in accordance with
7 section 3 of this Act.

8 SEC. 2. As soon as practicable after this Act takes effect,
9 a map and a legal description of the wilderness areas desig-
10 nated by and pursuant to this Act shall be filed with the
11 Interior and Insular Affairs Committees of the United States
12 Senate and House of Representatives, and such map and
13 description shall have the same force and effect as if included
14 in this Act: *Provided, however,* That correction of clerical
15 and typographical errors in such legal description and map
16 may be made.

17 SEC. 3. The wilderness area designated by and pursuant
18 to this Act shall be known as Joshua Tree Wilderness and
19 shall be administered in accordance with the provisions of the
20 Wilderness Act governing areas designated by that Act as
21 wilderness areas, except that any reference in such provi-
22 sions to the effective date of the Wilderness Act shall be
23 deemed to be a reference to the effective date of this Act,
24 and any reference to the Secretary of Agriculture shall be
25 deemed to be a reference to the Secretary of the Interior.

Senator JOHNSTON. We are happy to welcome as our first witness this morning the Honorable Gary Everhardt of the National Park Service.

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

Mr. EVERHARDT. Mr. Chairman, it is a pleasure to appear before you this morning on these wilderness areas and the parks you have just mentioned. We have held public hearings on these, Mr. Chairman, and we have reported to Congress the suitability of 56 national parks units including Chiricahua, Saguaro, and Joshua Tree National Monuments and Mesa Verde and Haleakala National Parks.

On February 5, 1976, we testified before this subcommittee on designating wilderness within the Shenandoah National Park. We would like to reference that testimony as part of our testimony for today's hearing. Mr. Chairman, with your permission I will now describe the wilderness recommendations for the areas being considered by your subcommittee today.

Chiricahua National Monument was proclaimed in 1924 to perpetuate 10,648 acres of balanced rocks, massive cliffs and rock spires, together with grassland, forest, and chaparral of the Mexican Plateau. Located in the remote southeast corner of Arizona, the monument has 58,900 visitors annually who come to view the scenic geologic features, to picnic, camp, and hike the rock formation.

Mr. Chairman, on April 12, 1974, the administration recommended that about 90 percent of the monument, comprising 9,440 acres, be designated as wilderness, with 2 acres identified as a potential wilderness addition upon acquisition of this private inholding. The wilderness boundaries have been drawn along identifiable topographic features, thus providing for roads and primary use area. A stock driveway crosses the northeast corner of the wilderness and is acceptable under our guidelines dated June 24, 1972.

Others have proposed that the wilderness be drawn even closer to roads and other developed areas. We do not recommend this approach for the reasons stated earlier, which is to provide use and visitor enjoyment in this area, and because the lines have been drawn along certain topographic features, we would be happy to answer any questions.

Senator JOHNSTON. No; Mr. Everhardt, we have a list of written questions which we will submit to you.

Mr. EVERHARDT. We will move to the Haleakala National Park area.

Senator JOHNSTON. I think that is fine to make that wilderness. I don't know how anybody would ever get in there anyway, maybe by helicopter, but I am for it.

Mr. EVERHARDT. Haleakala National Park, containing 27,824 acres, was established in 1960 to perpetuate the huge Haleakala Volcanic Crater and the remarkable Rain Forest of Kipahulu Valley. Some 533,600 people now visit the park, viewing the crater from the rim, enjoying the tropical lushness of the seven pools, picnicking, camping, and hiking in the crater itself.

On September 21, 1972, the administration recommended to the Congress that approximately 19,270 acres be designated as wilderness,

with about 5,500 acres identified as potential wilderness additions.

The potential wilderness additions were in State and private ownership, to be designated wilderness upon their acquisition by the Secretary.

Since then, the State of Hawaii has conveyed its lands to the United States, but retained mineral interests, water rights and utility rights-of-way. These reserved rights are inconsistent with wilderness and until such retained rights are deeded to the Federal Government, we continue to recommend that these lands be considered potential wilderness additions.

Senator JOHNSTON. Part of that red part on the map is in private trust, one family owns it, is that right?

A VOICE FROM THE AUDIENCE. It is the Bishop estate and a tiny portion here that is part of a water district, small acreage there. All of the rest was deeded to us by the State.

Senator JOHNSTON. That has been deeded to the park service?

Mr. EVERHARDT. Yes, sir

Senator JOHNSTON. I thought there was a huge area owned by the Bishop estate.

Mr. EVERHARDT. Maybe outside the park area.

Senator JOHNSTON. I thought that was the whole island.

Mr. EVERHARDT. No, sir, this is just a portion of the island.

The wilderness recommendation excludes areas for roads, visitor use facilities and administrative developments. This includes three enclaves in the wilderness containing trail cabins whose construction and accommodations exceed that considered necessary for the safety of park visitors.

Others have proposed that the wilderness be extended closer to the park road climbing to the crater rim, and to include the enclaves in wilderness. The administration's wilderness proposal, however, provides for necessary reconstruction and relocation of the Haleakala Road. The enclaves contain the cabins with concrete foundations, beds for up to 12 persons, cisterns, pit toilets and livestock corrals, and thus are nonconforming structures that we believe should be excluded from the wilderness.

Senator JOHNSTON. If we are going to get away from wilderness designation, we are going to have to retain that in part because of some House legislation, but we feel in an area, it ought to be either wilderness or nonwilderness.

Wilderness can have some nonconforming uses. It can have some areas to be phased out in the future, but this potential designation we think is an aberration in the concept. We would like to get away from it insofar as it is absolutely necessary, made necessary, by the late legislative session and the action in the House.

Mr. EVERHARDT. We feel, certainly, this area from all visual aspects does qualify for wilderness addition. However, the State of Hawaii has retained these potential water right developments in these areas whereby they could go in in a future date and construct facilities to provide water outside the park. This we have no control over at this particular time.

Certainly we are working very closely with State of Hawaii officials to try to get this right deeded over to the Federal Government and the National Park Service and at that time that it is accomplished, at

the discretion of the Secretary, these lands could become wilderness or designated as wilderness and the map corrected to include it, publication in the Federal Register of this action through the wishes of this committee and the Congress to designate those potential rights and that action could be taken at some future date. We are unable to tell you right now what that future date might be.

Senator JOHNSTON. My own feeling is, and I don't know what the House situation is on this, but my own feeling is, if there is no use there at present that is so inconsistent with the use as wilderness, we might do well to go ahead and designate it as wilderness at this time and continue to negotiate with them on private water rights. If something comes up in the future that makes it totally inconsistent with wilderness, we could unwilderness it by legislative act, but we want to get away from the potential wilderness designation. You either have wilderness or you don't have it.

Ms. RAYE-PAGE. I don't think the State is likely to do anything with this, but it has many rare plants and a variety of honey-creatures found in the area. We had special wilderness reserve language, different from the park service, which I have in my statement.

The Congress will declare it wilderness and as soon as any non-conforming uses are phased out, or the rights in the case are deeded over, then it is immediately published in the Federal Register, so it will go in as wilderness rather than as potential. That is our definition of wilderness reserve.

I have one other comment on the enclaves. We don't like putting enclaves, we do think this 105 acres could go in as a preexisting non-conforming use. It is an old Hawaiian use of back-country land. There are no vehicles, it is serviced now and could be maintained by the present methods. That is my only comment on that one. It is a very fine proposal, we agree with it.

Mr. EVERHARDT. Our feeling about the enclaves is one well defined in the June 24 memorandum from Secretary Reed to the head of the agencies with respect to guidelines. Our feelings were, we do have facilities for the safety, the well-being, the health of the visitor. The minimum could be provided in a wilderness character, but this structure we feel is a little bit more than minimum accommodations and we have proposed a wilderness enclave.

Senator JOHNSTON. Mr. Everhardt, if you will submit the rest of your statement for the record, our time is so short. We have read it, I would like to get your comments and those of Ms. Raye-Page before we start our markup on the OCS bill.

Mr. EVERHARDT. With respect to the Joshua Tree, the administration on November 27, 1973, recommended 372,700 acres as wilderness with about 66,800 acres as potential wilderness additions. These potential additions consist of State and private lands and would become wilderness upon their acquisition by the Secretary.

In fact, Mr. Chairman, we have recently acquired many of these lands so that 33,100 acres of the potential wilderness additions could immediately be added to the wilderness after enactment of the legislation.

Senator JOHNSTON. Are they authorized to be acquired?

Mr. EVERHARDT. Yes; they are within the authorized boundary. Many of these have been acquired and I think up to now 33,100

acres have been, and the map could be changed to include these in wilderness upon action of this recommendation.

There is an extensive road system throughout this park. Many of these roads, upon acquisition of properties, acquisitions of valid mining claims in these parks, a lot of the roads eliminated would be restored to natural habitat and many of these areas could be added into wilderness.

Senator JOHNSTON. Potential wilderness based on the government acquiring the land is a bit different than potential wilderness of land we already own which we hope to make wilderness upon phasing out of nonconforming uses.

If we do want to get to the legislation whereby the Park Service can go ahead and designate wilderness, without the action of Congress, we will be working on that early in the next session. We had hoped to get to it this session, but the idea of having to have a special legislative hearing everytime we want to designate wilderness, I think, is a low priority of time.

Mr. EVERHARDT. One final point to make here in recommending the wilderness at Joshua Tree. We do recommend adequate room be provided for adequate visitor use and enjoyment of the park and provide necessary administrative functions. That is why these lines and roads around these developed areas have been drawn on recognizable boundary lines.

Topographic features do provide the opportunity for visitors, to continue to enjoy the park.

Now, going on to Mesa Verde National Park, on November 28, 1973, the President recommended that 8,100 acres within the park be designated wilderness. While this represents only 15 percent of the park's 52,036 acres, it must be borne in mind that its major purpose is to preserve and allow access to the archeological ruins located there.

Thus, the recommended wilderness consists of areas which are predominantly natural in appearance, do not contain the large ruins and archeological sites found elsewhere in the park, and in which we plan only trail access.

It is agreed wilderness designation of 8,100 acres will in fact protect the wilderness values in this park.

Now moving on to Saguaro National Monument, Ariz. On November 27, 1973, the administration recommended that 42,400 acres be designated wilderness at Saguaro National Monument, and that is depicted here in the green. There is an area of 27,100 acres recommended as potential wilderness additions when the nonwilderness uses have ceased.

That concludes our brief testimony, Mr. Chairman. If there are any further questions, we will be happy to respond orally or in writing.

[Prepared statements of the Interior Department and written answers follow:]

STATEMENT OF WITNESS FOR THE DEPARTMENT OF THE INTERIOR BEFORE THE SUBCOMMITTEE ON PARKS AND RECREATION, SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, ON BILLS TO DESIGNATE CERTAIN LANDS IN SHENANDOAH NATIONAL PARK AS WILDERNESS.

February 5, 1976

MR. CHAIRMAN, I AM PLEASED TO APPEAR TODAY BEFORE THE SUBCOMMITTEE TO RECOMMEND ENACTMENT OF LEGISLATION WHICH WOULD DESIGNATE WILDERNESS WITHIN SHENANDOAH NATIONAL PARK.

MR. CHAIRMAN, AS CALLED FOR BY THE WILDERNESS ACT OF 1964 WE HAVE HELD PUBLIC FIELD HEARINGS AND REPORTED TO THE CONGRESS ON WILDERNESS SUITABILITY FOR 56 NATIONAL PARK SYSTEM UNITS, INCLUDING SHENANDOAH NATIONAL PARK. THE HOLDING OF FIELD HEARINGS IS A PROCESS WHICH BRINGS THE PARK PLANNER TOGETHER WITH THE PARK USER. MR. CHAIRMAN, THERE HAS BEEN A HEALTHY EXCHANGE OF VIEWPOINTS. OUR ANALYSIS OF THESE VIEWPOINTS AND OUR PROFESSIONAL VIEWS ARE REFLECTED IN OUR RECOMMENDATIONS NOW BEFORE THE SUBCOMMITTEE. A SIGNIFICANT RESULT OF PUBLIC INVOLVEMENT HAS BEEN THE CHANGE AWAY FROM THE EARLY CONCEPT OF BUFFER ZONES AND LARGE EXCLUSIONS AS WE HAVE DEVELOPED GUIDELINES FOR WILDERNESS PROPOSALS AND MANAGEMENT. THESE GUIDELINES

RECOGNIZE THAT BOTH DEVELOPED USE AREAS, AND PRESERVATION AREAS, ARE NECESSARY TO FULFILL THE PURPOSES FOR WHICH THE PARKS WERE ESTABLISHED. THE GUIDELINES RECOGNIZE THAT WILDERNESS PERPETUATION REQUIRES CONSTANT MONITORING OF MAN'S INFLUENCES ON NATURAL PROCESSES AND LIFE SYSTEMS, AND RESPONSIVE, CAREFUL MANAGEMENT. THE WILDERNESS ACT AND OUR GUIDELINES PERMIT THE USE OF MOTOR VEHICLES, MOTORIZED EQUIPMENT, MECHANICAL TRANSPORT, STRUCTURES OR INSTALLATIONS ONLY AS NECESSARY TO MEET MINIMUM REQUIREMENTS FOR THE ADMINISTRATION OF THE WILDERNESS AREA, INCLUDING EMERGENCY MEASURES. OUR GUIDELINES REQUIRE THE MANAGER TO USE THE MINIMUM TOOL, EQUIPMENT OR STRUCTURE NECESSARY TO SUCCESSFULLY, SAFELY AND ECONOMICALLY ACCOMPLISH THE MANAGEMENT OBJECTIVE. THE CHOSEN TOOL OR EQUIPMENT IS TO BE THE ONE THAT LEAST DEGRADES WILDERNESS VALUES TEMPORARILY OR PERMANENTLY. ACCEPTED TOOLS INCLUDE SUCH THINGS AS FIRE TOWERS, PATROL CABINS, PIT TOILETS, TEMPORARY ROADS, SPRAYING EQUIPMENT, HAND TOOLS, EQUIPMENT CACHES, FENCING AND FIRE MANAGEMENT. IN SPECIAL CASES INVOLVING THE PERPETUATION OF WILDERNESS VALUES, OR IN EMERGENCIES, AIRCRAFT, MOTORBOATS, AND MOTORIZED VEHICLES MAY BE USED. WILDERNESS CAMPSITES FOR PUBLIC USE MAY CONTAIN PIT TOILETS, FIRE RINGS, TENT SITES, AND A HAND-OPERATED WATER PUMP. THIS KIND OF CAMPSITE COULD BE REMOVED OR RELOCATED AS MANAGEMENT NEEDS DICTATE. CAMPSITES WHICH CONTAIN PERMANENT BUILDINGS, WATER TREATMENT OR SEWAGE DISPOSAL FACILITIES, AND WHICH PROVIDE VISITOR CONVENIENCES SUCH AS BEDS, MEALS AND SUPPLIES WILL NOT BE INCLUDED IN WILDERNESS. SOME AREAS STUDIED CONTAIN SMALL BOAT DOCKS,

WATER GUZZLERS TO SUSTAIN WILDLIFE, AND PRIMITIVE SHELTERS THAT OUGHT TO BE RETAINED BUT MAY NOT QUALIFY AS MINIMUM STRUCTURES NECESSARY FOR THE HEALTH AND SAFETY OF WILDERNESS USERS OR THE PROTECTION OF WILDERNESS VALUES. WHEN SUCH AN AREA WOULD OTHERWISE QUALIFY AS WILDERNESS, WE RECOMMEND SUCH AREAS WITH A SPECIFIC PROVISION IN THE PROPOSED LEGISLATION TO PERMIT RETAINING AND MAINTAINING THESE STRUCTURES. A SIMILAR POSITION IS TAKEN WITH RESPECT TO PERMITTING UNDERGROUND UTILITY LINES. AN AREA UNDER STUDY MAY ALSO CONTAIN HYDROMETEOROLOGIC DEVICES FOR MONITORING WATER RESOURCES OUTSIDE THE WILDERNESS AREA. WHEN THESE DEVICES ARE FOUND TO BE NECESSARY, A SPECIFIC PROVISION ALLOWING THEIR USE WILL BE INCLUDED IN LEGISLATION PROPOSING WILDERNESS DESIGNATION. FOR THE INSTALLATION, SERVICING AND MONITORING OF THESE DEVICES THE MINIMUM TOOLS AND EQUIPMENT NECESSARY TO SAFELY AND SUCCESSFULLY ACCOMPLISH THE JOB WILL BE USED. THE GUIDELINES PROVIDE THAT STOCK DRIVEWAYS AND AREAS BEING GRAZED MAY BE INCLUDED IN WILDERNESS IF THE IMPRINT OF MAN'S WORK IS SUBSTANTIALLY UNNOTICEABLE. GENERALLY, WE HAVE INCLUDED STOCK DRIVEWAYS AND GRAZING AREAS IF THEIR OPERATION DOES NOT INCLUDE THE USE OF ROADS, STRUCTURES, MECHANICAL EQUIPMENT, OR MOTOR VEHICLES. OUR GUIDELINES ALSO PERMIT THE INCLUSION IN WILDERNESS OF LAKES CREATED BY WATER DEVELOPMENT PROJECTS IF THEY ARE MAINTAINED AT A RELATIVELY STABLE LEVEL AND HAVE A NATURAL APPEARING SHORELINE. WHEN LANDS ARE PRESENTLY UNQUALIFIED BUT WILL WITHIN A DETERMINABLE TIME QUALIFY AND BE AVAILABLE FEDERAL LAND, A SPECIAL PROVISION IS INCLUDED IN

THE LEGISLATIVE PROPOSAL GIVING THE SECRETARY OF THE INTERIOR THE AUTHORITY TO DESIGNATE THE LANDS AS WILDERNESS WHEN HE DETERMINES IT QUALIFIES. THIS POTENTIAL WILDERNESS ADDITION MIGHT BE A PRIVATE INHOLDING CONTAINING SOME IMPROVEMENTS BUT WHICH THE NATIONAL PARK SERVICE HAS AUTHORITY AND PLANS TO ACQUIRE. ONCE ACQUIRED, AND AFTER REMOVAL OF ANY NONCONFORMING USES, THE AREA WOULD BE ADDED TO THE WILDERNESS WITH PROPER NOTICE BY THE SECRETARY OF THE INTERIOR.

EARLIER, MR. CHAIRMAN, I MENTIONED THAT LANDS NEEDED AS PRIMARY USE AREAS ARE NOT INCLUDED IN RECOMMENDED WILDERNESS. ONE SUCH AREA WHICH IS NOT WELL UNDERSTOOD IS THAT IMMEDIATELY ADJACENT TO PARK ROADS. THIS IS THE PRIMARY ZONE OF CONTACT BETWEEN ALL OF THE PUBLIC AND THE PARK AND IT IS HERE THAT WE PROVIDE INTERPRETATION OF THE NATURAL RESOURCES AND PROCESSES. DEVELOPMENTS MAY INCLUDE CLEARED VISTAS, TRAILS WITH INTERPRETIVE DEVICES, OVERLOOKS, EXHIBITS, CAMPFIRE CIRCLES GROUP LUNCH OR PICNIC SITES. THIS SAME AREA MAY ALSO PROVIDE PARKING, WATER SUPPLY SYSTEMS AND SEWAGE DISPOSAL SYSTEMS. IT'S USE IS CHARACTERIZED BY LARGE NUMBERS OF VISITORS ENGAGED IN SIGHTSEEING AND LEARNING EXPERIENCES. MANAGEMENT, MAINTENANCE AND DEVELOPMENTS ALL EXCEED THAT WHICH IS SUITABLE IN WILDERNESS.

MR. CHAIRMAN, THE PUBLIC INTEREST AND PARTICIPATION IN THE REVIEW PROCESS HAS BEEN HIGHLY GRATIFYING TO US. IN GENERAL, I BELIEVE THERE IS STRONG SUPPORT FOR THE BALANCE OF DEVELOPMENT AND NATURAL PRESERVATION FOR NATIONAL PARK SYSTEM AREAS AS PRESENTED AT THE PUBLIC HEARINGS. WE ALSO FIND THE CONVICTION AMONG MANY THAT PRESERVING NATURAL LIFE SYSTEMS IS OF EXCEEDING IMPORTANCE TO THIS AND FUTURE GENERATIONS.

MR. CHAIRMAN, THE PRESERVATION OF WILDERNESS VALUES AND AT THE SAME TIME PROVIDING FOR CONVENTIONAL PUBLIC USE IS FUNDAMENTAL TO NATIONAL PARK SYSTEM LEGISLATION AND MANAGEMENT. ROAD SYSTEMS AND OTHER APPROPRIATE MEANS OF PUBLIC ACCESS AND ACCOMMODATION ARE PROVIDED FOR EACH PARK UNIT BUT THE ESSENCE OF A PARK IS PRESENT ONLY IF ITS NATURAL ELEMENTS ARE PRESERVED IN AN UNIMPAIRED CONDITION. THUS, WE DO NOT SEE WILDERNESS DESIGNATION AS A CHANGE IN MANAGEMENT, BUT INSTEAD ASSURING THAT WE CONTINUE THE KIND OF MANAGEMENT INTENDED BY OUR PREDECESSORS WHO BROUGHT INTO BEING THE YOSEMITE AND YELLOWSTONE NATIONAL PARKS, AND OTHER EARLY UNITS OF THE NATIONAL PARK SYSTEM.

I BELIEVE THAT DESIGNATION OF WILDERNESS WITHIN THE NATIONAL PARK SYSTEM IS IMPORTANT BECAUSE IT PROVIDES ADDITIONAL LEGISLATIVE PROTECTION TO PRESERVE THESE SUPERLATIVE NATIONAL TREASURES. I DO NOT BELIEVE THAT WILDERNESS DESIGNATION AND USE NEED BE IN CONFLICT WITH OTHER PARK USES. THE ADMINISTRATION'S WILDERNESS RECOMMENDATIONS REFLECT CAREFULLY PREPARED MANAGEMENT PLANS TO PRESERVE THE ESSENTIAL NATURAL VALUES WHILE ALSO PROVIDING FOR DEVELOPMENTS NECESSARY TO A WIDE RANGE OF PARK USES BY THE PUBLIC. FOR MANY YEARS WE HAVE ADMINISTRATIVELY, CLASSIFIED LANDS BOTH FOR DEVELOPMENT AND FOR PERPETUATION IN THEIR NATURAL CONDITION. IT IS FROM THE ROADLESS, NATURAL CLASSIFICATIONS THAT WE HAVE FIRST DRAWN PRELIMINARY WILDERNESS PROPOSALS AND AFTER PUBLIC HEARINGS HAVE FORMULATED AND SENT TO THE CONGRESS RECOMMENDATIONS FOR WILDERNESS DESIGNATION.

WE NOW HAVE MORE THAN 3 YEARS EXPERIENCE IN MANAGING LEGISLATED WILDERNESS IN TWO NATIONAL PARKS AND TWO NATIONAL MONUMENTS. WE HAVE EXPERIENCED NO MANAGEMENT OR PUBLIC USE PROBLEMS WITH THESE FOUR AREAS WHICH ARE ATTRIBUTABLE TO WILDERNESS DESIGNATION. WE ARE WELL AWARE, HOWEVER, OF TWO CONCERNS WHICH HAVE OFTEN BEEN EXPRESSED IN CONNECTION WITH THE WILDERNESS RECOMMENDATIONS NOW BEFORE THE CONGRESS. ONE CONCERN IS THAT WILDERNESS DESIGNATION WILL PREVENT THE MAINTENANCE OF TRAILS BECAUSE OF RESTRICTIONS ON THE USE OF MOTORIZED VEHICLES AND EQUIPMENT. THE SECOND IS THAT WILDERNESS DESIGNATION WILL CAUSE THE NATIONAL PARK SERVICE TO LIMIT THE NUMBER OF PEOPLE ENTERING THE BACKCOUNTRY OF THE PARK. I WOULD LIKE FIRST TO ADDRESS THE SUBJECT OF TRAILS.

SECTION 2(C) OF THE WILDERNESS ACT STRESSES THAT MANAGEMENT SHOULD PRESERVE NATURAL CONDITIONS AND THAT THE IMPRINT OF MAN'S WORK SHOULD BE SUBSTANTIALLY UNNOTICEABLE IN WILDERNESS.

SECTION 4(C) OF THE WILDERNESS ACT PROHIBITS THE USE OF MOTOR VEHICLES, MOTORIZED EQUIPMENT, MECHANICAL TRANSPORT, STRUCTURES OR INSTALLATIONS EXCEPT AS NECESSARY TO MEET MINIMUM REQUIREMENTS FOR THE ADMINISTRATION OF THE AREA. IN MY VIEW, THE POLICIES FOR WILDERNESS MANAGEMENT WHICH I SHALL NOW DISCUSS IMPLEMENT THESE PROVISIONS.

TRAIL MANAGEMENT IS CRITICAL TO PROVIDING FOR USE THAT DOES NOT DIMINISH THE WILDERNESS RESOURCE THROUGH WHICH THE TRAILS PASS. TRAIL LOCATION, MAINTENANCE, AND USE ARE ALL VITAL ELEMENTS. AN ESSENTIAL ASPECT OF WILDERNESS MANAGEMENT IS FLEXIBILITY TO CHANGE USE PATTERNS AS NECESSARY TO PROTECT RESOURCES AND TO ACHIEVE OTHER MANAGEMENT OBJECTIVES. THIS MAY INCLUDE CLOSING SOME TRAILS AND CONSTRUCTING NEW ONES AT NEW LOCATIONS WITHIN WILDERNESS. SOME PORTIONS OF WILDERNESS WILL REMAIN WITHOUT TRAILS. THESE ARE USUALLY THE MOST RUGGED AND REMOTE PORTIONS BUT MAY ALSO INCLUDE AREAS OF HIGH SCIENTIFIC IMPORTANCE SUCH AS THE RAIN FORESTS IN HALEAKALA NATIONAL PARK IN HAWAII. THE MAJORITY OF WILDERNESS WILL BE ACCESSIBLE BY TRAIL. TRAILS INTENDED FOR FOOT TRAVEL ONLY WILL BE MAINTAINED, GENERALLY, TO A WIDTH SUFFICIENT FOR PERSONS TO WALK SINGLE-FILE. TRAILS INTENDED FOR COMBINED FOOT AND HORSE TRAVEL, OR FOR HORSE TRAVEL ONLY WILL BE MAINTAINED TO A WIDTH SUFFICIENT FOR HORSES AND THEIR RIDERS TO TRAVEL SINGLE-FILE. THE MAINTENANCE OF SUCH TRAILS IS NORMALLY ACCOMPLISHED WITHOUT THE USE OF MOTORIZED VEHICLES OR EQUIPMENT. HOWEVER, THE IMPACT OF HORSE HOOVES ON TRAILS OF NATIVE MATERIAL OFTEN CAUSES EROSION OF THE TRAILS, WHICH MUST BE PERIODICALLY REPAIRED. THIS MAY REQUIRE THE PERIODIC TRANSPORTING AND PLACEMENT OF SURFACING MATERIAL, SOMETIMES OVER MANY MILES OF TRAIL. SUCH REPAIR IS NORMALLY ACCOMPLISHED BY USING SMALL, MOTORIZED TRAIL-GRADING AND EARTH-TRANSPORTING EQUIPMENT. OUR

POLICY GUIDELINES FOR WILDERNESS MANAGEMENT PERMIT THE USE OF SUCH EQUIPMENT IF IT IS THE MINIMUM TOOL OR EQUIPMENT NECESSARY TO SUCCESSFULLY, SAFELY AND ECONOMICALLY ACCOMPLISH THE OBJECTIVE. THE CHOSEN TOOL OR EQUIPMENT IS TO BE THE ONE THAT LEAST DEGRADES WILDERNESS VALUES, TEMPORARILY OR PERMANENTLY, AND ITS USE MUST BE APPROVED BY THE NATIONAL PARK SERVICE REGIONAL DIRECTOR. WHEN SUCH EQUIPMENT IS INTRODUCED INTO WILDERNESS, ITS USE IS TO BE AS BRIEF AS POSSIBLE AND AT A TIME WHEN LITTLE VISITOR USE IS OCCURRING. PAVED TRAILS ARE NOT PERMITTED IN WILDERNESS.

LET US CONSIDER OTHER TRAIL FACILITIES, TRAIL BRIDGES ARE PERMITTED AT STREAM CROSSINGS IF THE CROSSING, WITHOUT A BRIDGE, WOULD BE UNSAFE DURING THE NORMAL PERIOD OF USE. SIGNS ARE PROVIDED ONLY WHERE NECESSARY FOR VISITOR SAFETY, MANAGEMENT, OR RESOURCE PROTECTION. INTERPRETIVE INFORMATION MAY BE PROVIDED BEFORE THE VISITOR ENTERS THE WILDERNESS, BUT INTERPRETIVE EXHIBITS OR DEVICES WILL NOT BE PLACED IN WILDERNESS. ALONG A WILDERNESS TRAIL THERE WILL BE NO FACILITIES DESIGNED MERELY FOR THE CONVENIENCE OF VISITORS SUCH AS DRINKING FOUNTAINS, FLUSH TOILETS, BENCHES, OR PICNIC TABLES.

AS I MENTIONED EARLIER WE HAVE ALSO ENCOUNTERED THE OBJECTION THAT WILDERNESS DESIGNATION IS CAUSING THE NATIONAL PARK SERVICE TO LIMIT THE NUMBER OF PEOPLE WHO MAY ENTER A WILDERNESS AREA, AS EVIDENCED IN THE 34 PARKS TODAY WHERE A PERMIT IS ISSUED TO THOSE ENTERING THE BACKCOUNTRY.

THE PERMIT MAY LIMIT THE USER TO CERTAIN CAMPSITES, MAY LIMIT THE NUMBER OF HORSES IN A RIDING PARTY, MAY PROHIBIT THE COLLECTING OF WOOD FOR FIRE, AND MAY REQUIRE CARRY-IN STOVES AND FUEL FOR COOKING PURPOSES. SUCH RESTRICTIONS WERE FIRST IMPOSED MANY YEARS BEFORE THE PASSAGE OF THE WILDERNESS ACT AND ARE NECESSARY WITH OR WITHOUT WILDERNESS LEGISLATION, SIMPLY BECAUSE OF THE INCREASE IN BACKCOUNTRY USE OVER THE PAST 15 OR MORE YEARS. BACKCOUNTRY VISITATION HAS TO BE MANAGED AND CONTROLLED IN ORDER TO ACHIEVE THE ORIGINAL MANDATE FOR THE NATIONAL PARK SERVICE WHICH IS ... "TO CONSERVE THE SCENERY AND THE NATURAL AND HISTORIC OBJECTS AND THE WILD LIFE THEREIN AND TO PROVIDE FOR THE ENJOYMENT OF THE SAME IN SUCH MANNER AND BY SUCH MEANS AS WILL LEAVE THEM UNIMPAIRED FOR THE ENJOYMENT OF FUTURE GENERATIONS." THE WILDERNESS ACT REINFORCES THIS MANDATE BY CHARACTERIZING WILDERNESS, IN PART, AS AREAS WHERE THE IMPRINT OF MAN'S WORK IS SUBSTANTIALLY UNNOTICEABLE. IN MY VIEW, THEN, THE WILDERNESS PROGRAM HAS SIMPLY MADE MORE VISIBLE CERTAIN EXISTING ASPECTS OF PARK SERVICE POLICY.

MR. CHAIRMAN, AGAINST THIS BACKGROUND, I WOULD LIKE NOW TO PRESENT INFORMATION SUPPORTING WILDERNESS DESIGNATION WITHIN SHENANDOAH NATIONAL PARK BEING CONSIDERED BY YOUR SUBCOMMITTEE TODAY.

SHENANDOAH NATIONAL PARK

SHENANDOAH NATIONAL PARK, COMPRISING 193,538 ACRES OF VIRGINIA'S BLUE RIDGE MOUNTAINS, IS A MAJOR RECREATIONAL RESOURCE WITHIN A 2-HOUR DRIVE OF THE WASHINGTON METROPOLITAN AREA. SOME 2-1/4 MILLION PEOPLE ANNUALLY VISIT SHENANDOAH TO VIEW THE SCENERY FROM THE SKYLINE DRIVE, HIKE THE TRAILS, CAMP, FISH THE TROUT STREAMS, AND LEARN OF THE AREA'S HISTORY.

OUR WILDERNESS RECOMMENDATIONS FOR SHENANDOAH REFLECT THE MANAGEMENT PLAN FOR ACCESS AND A VARIETY OF VISITOR USE DEVELOPMENTS, BUT ALSO FOR THE PERPETUATION OF PORTIONS OF THE PARK IN A NATURAL CONDITION. THE AREAS WHICH ARE TO REMAIN UNDEVELOPED, EXCEPT FOR TRAILS, FORM THE BASIS OF OUR WILDERNESS RECOMMENDATION. THIS WILDERNESS RECOMMENDATION OF 79,699 ACRES IS SHOWN IN GREEN ON THE MAP. ANOTHER 560 ACRES IS IDENTIFIED AS POTENTIAL WILDERNESS ADDITIONS, SHOWN IN RED ON THE MAP, AND TOGETHER REPRESENT 41% OF THE PARK.

MR. CHAIRMAN, OTHERS HAVE PROPOSED MORE LAND AS WILDERNESS. ONE PROPOSAL WOULD ADD ABOUT 33,000 ACRES OF WILDERNESS BY EXTENDING ALL UNITS, GENERALLY, TO THE SKYLINE DRIVE AND TO THE PARK BOUNDARY; BY JOINING UNITS 1 AND 3 TO FORM A SINGLE UNIT; BY JOINING UNITS 5, 6, 7 AND 8 TO FORM ANOTHER SINGLE UNIT; AND BY DESIGNATING TWO NEW UNITS IN THE CENTRAL PORTION OF THE PARK. THIS WOULD INCLUDE IN WILDERNESS AN OVERHEAD POWERLINE, ROAD AND ACTIVE CEMETERY NEAR

MATTHEWS ARM, THIRTEEN SHELTERS AND THEIR ACCESS ROADS, SEVERAL ADDITIONAL MANAGEMENT ROADS, A CLEARED RIGHT-OF-WAY OVER A GAS TRANSMISSION LINE, AND A NUMBER OF AREAS NOW SUBJECT TO, AND PLANNED FOR, MORE INTENSIVE TYPES OF USE.

AT THE WILDERNESS PUBLIC HEARING, A PROPOSAL WAS PRESENTED FOR DELETING MAJOR PORTIONS OF THE RECOMMENDED UNIT 4 FROM WILDERNESS AND, INSTEAD, PROPOSED THAT A HIGHWAY BE CONSTRUCTED FROM MADISON COUNTY TO THE SKYLINE DRIVE, AND ALSO PROPOSED SEVEN WATER SUPPLY AND FLOOD CONTROL IMPOUNDMENTS WITHIN THIS PORTION OF THE PARK. THE SUGGESTED HIGHWAY TO CONNECT WITH THE SKYLINE DRIVE HAS BEEN CONSIDERED AND REJECTED AS NOT NECESSARY OR DESIRABLE TO ACHIEVING THE PURPOSE OF THE NATIONAL PARK. THE IMPOUNDMENTS WOULD BE CONTRARY TO THE PRESERVATION PRINCIPLES CONTAINED IN THE ACT OF CONGRESS ESTABLISHING THE PARK AND IN THE ACT OF CONGRESS ESTABLISHING THE NATIONAL PARK SERVICE.

MR. CHAIRMAN, IN 1975 THERE WERE 112,300 OVERNIGHT STAYS IN THE BACKCOUNTRY OF SHENANDOAH, PRIMARILY IN THE AREAS PROPOSED FOR WILDERNESS DESIGNATION. CAMPING POLICY AT SHENANDOAH IS DIRECTED TOWARD DISPERSING CAMPING USE THROUGHOUT THE BACKCOUNTRY TO PROTECT THE NATURAL RESOURCES AND AT THE SAME TIME ALLOWING A HIGH DEGREE OF INDIVIDUAL CHOICE IN CAMPING LOCATIONS AND THE OPPORTUNITY TO FIND SOLITUDE.

THE RECOMMENDATION PRESENTED TODAY WAS PASSED BY THE SENATE IN THE 93D CONGRESS, WAS REPORTED FAVORABLY OUT OF THE HOUSE SUBCOMMITTEE, BUT THE HOUSE TOOK NO FURTHER ACTION.

MR. CHAIRMAN, A WILDERNESS OF 79,699 ACRES IS RECOMMENDED FOR IMMEDIATE DESIGNATION, TOGETHER WITH THE 560 ACRES OF POTENTIAL WILDERNESS PROVIDES A TOTAL PROPOSAL OF 80,259 ACRES OR 41% OF THE PARK.

STATEMENT OF WITNESS FOR THE DEPARTMENT OF THE INTERIOR BEFORE THE SUBCOMMITTEE ON PARKS AND RECREATION, SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS, ON BILLS TO DESIGNATE CERTAIN LANDS IN THE CHIRICAHUA, SAGUARO, AND JOSHUA TREE NATIONAL MONUMENTS, AND MESA VERDE AND HALEAKALA NATIONAL PARKS AS WILDERNESS.

September 20, 1976

MR. CHAIRMAN, I AM PLEASED TO APPEAR TODAY BEFORE THE SUBCOMMITTEE TO RECOMMEND ENACTMENT OF LEGISLATION WHICH WOULD DESIGNATE WILDERNESS WITHIN THE CHIRICAHUA, SAGUARO, AND JOSHUA TREE NATIONAL MONUMENTS, AND MESA VERDE AND HALEAKALA NATIONAL PARKS.

MR. CHAIRMAN, AS CALLED FOR BY THE WILDERNESS ACT OF 1964, WE HAVE HELD PUBLIC FIELD HEARINGS AND REPORTED TO THE CONGRESS ON WILDERNESS SUITABILITY FOR 56 NATIONAL PARK SYSTEM UNITS, INCLUDING CHIRICAHUA, SAGUARO, AND JOSHUA TREE NATIONAL MONUMENTS, AND MESA VERDE AND HALEAKALA NATIONAL PARKS.

ON FEBRUARY 5, 1976, WE TESTIFIED BEFORE THIS SUBCOMMITTEE ON DESIGNATING WILDERNESS WITHIN THE SHENANDOAH NATIONAL PARK. WE WOULD LIKE TO REFERENCE THAT TESTIMONY AS PART OF OUR TESTIMONY FOR TODAY'S HEARING.

MR. CHAIRMAN, WITH YOUR PERMISSION I WILL NOW DESCRIBE THE WILDERNESS RECOMMENDATIONS FOR THE AREAS BEING CONSIDERED BY YOUR SUBCOMMITTEE TODAY.

CHIRICAHUA NATIONAL MONUMENT, ARIZONA

CHIRICAHUA NATIONAL MONUMENT WAS PROCLAIMED IN 1924 TO PERPETUATE 10,648 ACRES OF BALANCED ROCKS, MASSIVE CLIFFS AND ROCK SPIRES, TOGETHER WITH GRASSLAND, FOREST, AND CHAPARRAL OF THE MEXICAN PLATEAU. LOCATED IN THE REMOTE SOUTHEAST CORNER OF ARIZONA, THE MONUMENT HAS 58,900 VISITORS ANNUALLY WHO COME TO VIEW THE SCENIC GEOLOGIC FEATURES, TO PICNIC, CAMP, AND HIKE AMONG THE ROCK FORMATIONS.

MR. CHAIRMAN, ON APRIL 12, 1974, THE ADMINISTRATION RECOMMENDED THAT ABOUT 90 PERCENT OF THE MONUMENT, COMPRISING 9,440 ACRES, BE DESIGNATED AS WILDERNESS, WITH 2 ACRES IDENTIFIED AS A POTENTIAL WILDERNESS ADDITION UPON ACQUISITION OF THIS PRIVATE INHOLDING. THE WILDERNESS BOUNDARIES HAVE BEEN DRAWN ALONG IDENTIFIABLE TOPOGRAPHIC FEATURES, THUS PROVIDING FOR ROADS AND PRIMARY USE AREAS. A STOCK DRIVEWAY CROSSES THE NORTHEAST CORNER OF THE WILDERNESS AND IS ACCEPTABLE UNDER OUR GUIDELINES.

OTHERS HAVE PROPOSED THAT THE WILDERNESS BE DRAWN EVEN CLOSER TO ROADS AND OTHER DEVELOPED AREAS. WE DO NOT RECOMMEND THIS APPROACH FOR THE REASONS STATED EARLIER.

HALEAKALA NATIONAL PARK, HAWAII

HALEAKALA NATIONAL PARK CONTAINING 27,824 ACRES, WAS ESTABLISHED IN 1960 TO PERPETUATE THE HUGE HALEAKALA VOLCANIC CRATER AND THE REMARKABLE RAIN FOREST OF KIPAHULU VALLEY.

SOME 533,600 PEOPLE NOW VISIT THE PARK, VIEWING THE CRATER FROM THE RIM, ENJOYING THE TROPICAL LUSHNESS OF THE SEVEN POOLS, PICNICKING, CAMPING, AND HIKING IN THE CRATER ITSELF.

ON SEPTEMBER 21, 1972, THE ADMINISTRATION RECOMMENDED TO THE CONGRESS THAT APPROXIMATELY 19,270 ACRES BE DESIGNATED AS WILDERNESS, WITH ABOUT 5,500 ACRES IDENTIFIED AS POTENTIAL WILDERNESS ADDITIONS. THE POTENTIAL WILDERNESS ADDITIONS WERE IN STATE AND PRIVATE OWNERSHIP, TO BE DESIGNATED WILDERNESS UPON THEIR ACQUISITION BY THE SECRETARY. SINCE THEN THE STATE OF HAWAII HAS CONVEYED ITS LANDS TO THE UNITED STATES, BUT RETAINED MINERAL INTERESTS, WATER RIGHTS AND UTILITY RIGHTS-OF-WAY. THESE RESERVED RIGHTS ARE INCONSISTENT WITH WILDERNESS AND UNTIL SUCH RETAINED RIGHTS ARE DEEDED TO THE FEDERAL GOVERNMENT, WE CONTINUE TO RECOMMEND THAT THESE LANDS BE CONSIDERED POTENTIAL WILDERNESS ADDITIONS.

THE WILDERNESS RECOMMENDATION EXCLUDES AREAS FOR ROADS, VISITOR USE FACILITIES AND ADMINISTRATIVE DEVELOPMENTS. THIS INCLUDES THREE ENCLAVES IN THE WILDERNESS CONTAINING TRAIL CABINS WHOSE CONSTRUCTION AND ACCOMMODATIONS EXCEED THAT CONSIDERED NECESSARY FOR THE SAFETY OF PARK VISITORS.

OTHERS HAVE PROPOSED THAT THE WILDERNESS BE EXTENDED CLOSER TO THE PARK ROAD CLIMBING TO THE CRATER RIM, AND TO INCLUDE THE ENCLAVES IN WILDERNESS. THE ADMINISTRATION'S WILDERNESS PROPOSAL, HOWEVER, PROVIDES FOR NECESSARY RECONSTRUCTION AND RELOCATION OF THE HALEAKALA ROAD. THE ENCLAVES CONTAIN THE CABINS WITH CONCRETE FOUNDATIONS, BEDS FOR UP TO 12 PERSONS, CISTERNS, PIT TOILETS AND LIVESTOCK CORRALS, AND THUS ARE NONCONFORMING STRUCTURES THAT WE BELIEVE SHOULD BE EXCLUDED FROM THE WILDERNESS.

JOSHUA TREE NATIONAL MONUMENT, CALIFORNIA

JOSHUA TREE NATIONAL MONUMENT WAS ESTABLISHED IN 1936 TO PERPETUATE THE OUTSTANDING GEOLOGICAL FEATURES AND PLANTS AND ANIMALS REPRESENTING BOTH HIGH AND LOW DESERT ECOSYSTEMS. NEARLY 554,000 PEOPLE FROM THE LOS ANGELES AND SAN DIEGO METROPOLITAN AREAS VISIT THE MONUMENT EACH YEAR TO VIEW THE DESERT SCENERY FROM PARK ROADS, PICNIC, CAMP, AND HIKING TO HISTORIC SITES, AND OTHER POINTS OF NATURAL INTEREST.

MR. CHAIRMAN, ON NOVEMBER 27, 1973, THE ADMINISTRATION RECOMMENDED 372,700 ACRES AS WILDERNESS, WITH ABOUT 66,800 ACRES AS POTENTIAL WILDERNESS ADDITIONS. THESE POTENTIAL ADDITIONS CONSIST OF STATE AND PRIVATE LANDS AND WOULD BECOME WILDERNESS UPON THEIR ACQUISITION BY THE SECRETARY. IN FACT, MR. CHAIRMAN, WE HAVE RECENTLY ACQUIRED MANY OF THESE LANDS SO THAT 33,100 ACRES OF THE POTENTIAL WILDERNESS ADDITIONS COULD IMMEDIATELY BE ADDED TO THE WILDERNESS AFTER ENACTMENT OF THE LEGISLATION.

THE WILDERNESS BOUNDARY DOES NOT INCLUDE THE RATHER EXTENSIVE ROAD SYSTEM AND FACILITIES FOR VISITOR USE AND ADMINISTRATIVE FUNCTIONS. WE HAVE RECOMMENDED THAT THE LEGISLATION CONTAIN SPECIAL PROVISIONS TO ALLOW CONSTRUCTION AND MAINTENANCE OF WILDLIFE WATERING DEVICES AND TO PERMIT MANIPULATIVE TECHNIQUES FOR MAINTAINING NATURAL ECOLOGICAL CONDITIONS.

H.R. 13160 WOULD EXPAND UPON THE ADMINISTRATION'S PROPOSAL TO PROVIDE FOR 429,600 ACRES OF WILDERNESS AND 37,550 ACRES OF POTENTIAL WILDERNESS ADDITIONS. THIS PROPOSAL WOULD DRAW THE WILDERNESS AND POTENTIAL WILDERNESS ADDITIONS CLOSER TO ROADS AND OTHER DEVELOPMENTS.

WE CONTINUE TO RECOMMEND THAT ADEQUATE ROOM BE PROVIDED FOR PROPER VISITOR USE AND ENJOYMENT OF THE PARK AND TO PERMIT NECESSARY ADMINISTRATIVE FUNCTIONS.

MESA VERDE NATIONAL PARK

LOCATED IN SOUTHWEST COLORADO, THE MESA VERDE NATIONAL PARK IS THE OUTSTANDING ARCHEOLOGICAL AREA OF THE NATIONAL PARK SYSTEM. ITS PRIMARY RESOURCE COMPRISES THE RELICS OF THE PREHISTORIC PUEBLO INDIANS WHO CONSTRUCTED THEIR PUEBLOS ON THE MESA TOPS AND IN CAVES IN THE STEEP-SIDED CANYONS. IN THE CENTRAL PART OF THE PARK, THESE ARCHEOLOGICAL SITES AVERAGE 100 PER SQUARE MILE. SOME HALF-MILLION VISITORS ANNUALLY TOUR THE GUIDED RUINS, STOP AT THE VISITOR CENTER, AND CAMP IN THE 500-UNIT MORFIELD CANYON CAMPGROUND. OVERNIGHT ACCOMMODATIONS, FOOD SERVICE, STORE AND HORSEBACK TRIPS ARE PROVIDED BY THE CONCESSIONER.

ON NOVEMBER 28, 1973, THE PRESIDENT RECOMMENDED THAT 8,100 ACRES WITHIN THE PARK BE DESIGNATED WILDERNESS. WHILE THIS REPRESENTS ONLY 15 PERCENT OF THE PARK'S 52,036 ACRES, IT MUST BE BORNE IN MIND THAT ITS MAJOR PURPOSE IS TO PRESERVE, AND ALLOW ACCESS TO, THE ARCHEOLOGICAL RUINS LOCATED THERE. THUS, THE RECOMMENDED WILDERNESS CONSISTS OF AREAS WHICH ARE PREDOMINANTLY NATURAL IN APPEARANCE, DO NOT CONTAIN THE LARGE RUINS AND ARCHEOLOGICAL SITES FOUND ELSEWHERE IN THE PARK, AND IN WHICH WE PLAN ONLY TRAIL ACCESS. IN OTHER AREAS OF THE PARK'S ROAD ACCESS MAY BE NEEDED FOR RESEARCH, STABILIZATION AND FOR PUBLIC ACCESS. NONE-
THELESS, MR. CHAIRMAN, WE BELIEVE THAT LEGISLATION DESIGNATING THIS

WILDERNESS SHOULD EXPRESSLY AUTHORIZE MINIMUM ACTIVITY NECESSARY TO THE INVESTIGATION AND STABILIZATION OF ARCHEOLOGICAL RESOURCES LOCATED IN IT.

IN COMPLIANCE WITH "PROCEDURES FOR THE PROTECTION OF HISTORIC AND CULTURAL PROPERTIES," (TITLE 36 CODE OF FEDERAL REGULATIONS, PART 800) A MEMORANDUM OF AGREEMENT HAS BEEN ENTERED INTO WITH THE ADVISORY COUNCIL ON HISTORIC PRESERVATION, THE NATIONAL PARK SERVICE, AND THE COLORADO STATE HISTORIC PRESERVATION OFFICER. IT WAS AGREED THAT WILDERNESS DESIGNATION OF 8,100 ACRES WILL, IN FACT, INCREASE THE PROTECTION OF ALL CULTURAL RESOURCES WITHIN THE DESIGNATED WILDERNESS AREA AND ENSURE THE PRESERVATION OF SUCH ARCHEOLOGICAL AND NATURAL RESOURCES FOR THE BENEFIT OF FUTURE GENERATIONS.

SAGUARO NATIONAL MONUMENT, ARIZONA

SAGUARO NATIONAL MONUMENT WAS ESTABLISHED IN 1933 TO PERPETUATE THE HABITAT OF THE GIANT SAGUARO CACTUS OF THE SONORAN DESERT. THE MONUMENT IS SITUATED ON THE EAST AND WEST SIDES OF THE CITY OF TUCSON, ARIZONA, AND IS VISITED BY NEARLY 395,100 PEOPLE ANNUALLY FOR SCENIC DRIVING, PICNICKING, HORSEBACK RIDING, HIKING AND CAMPING.

ON NOVEMBER 27, 1973, THE ADMINISTRATION RECOMMENDED THAT 42,400 ACRES BE DESIGNATED WILDERNESS AT SAGUARO NATIONAL MONUMENT, WITH 27,100 ACRES RECOMMENDED AS POTENTIAL WILDERNESS ADDITIONS WHEN THE NON-WILDERNESS USES THEREON HAVE CEASED. OF THESE POTENTIAL ADDITIONS, 19,500 ACRES WERE UNDER GRAZING ALLOTMENTS THAT EXPIRED ON DECEMBER 31, 1975. THE REMAINING POTENTIAL ADDITIONS CONTAIN MINING CLAIMS AND OLD MINE SHAFTS THAT WE INTEND TO INVALIDATE AND MAKE SAFE FOR VISITOR USE. H.R. 13160 WOULD PROVIDE FOR 71,400 ACRES OF WILDERNESS, INCLUDING THESE RECOMMENDED POTENTIAL WILDERNESS ADDITIONS.

FOR PROPER PROTECTION OF THE WILDERNESS, WE HAVE RECOMMENDED THAT THE LEGISLATION CONTAIN SPECIAL PROVISIONS TO PERMIT CONTROLLED BURNING AND USE OF FIRE TOWERS AND RADIO REPEATERS. H.R. 13160 HAS SIMILAR PROVISIONS FOR OTHER WILDERNESS PROPOSALS; WE RECOMMEND THAT THESE PROVISIONS ALSO EXTEND TO THE WILDERNESS PROPOSED FOR SAGUARO. THERE IS ALSO A BACKCOUNTRY CAMPGROUND KNOWN AS MANNING CAMP THAT CONTAINS SEVERAL BUILDINGS, A CORRAL, A RESERVOIR AND AN ELECTRIC GENERATOR. THESE EXCEED THE MINIMUM FACILITIES ACCEPTABLE IN WILDERNESS AND WE HAVE RECOMMENDED MANNING CAMP BE EXCLUDED FROM WILDERNESS IN A 10-ACRE ENCLAVE. H.R. 13160 WOULD INCLUDE MANNING CAMP IN WILDERNESS

WITH THE UNDERSTANDING THAT NON-CONFORMING STRUCTURES AND ACTIVITIES BE REMOVED AND THE SITE RESTORED TO A NATURAL CONDITION. WE WOULD HAVE NO OBJECTION TO THIS INCLUSION.

THE OMNIBUS BILL WOULD ALSO INCLUDE AN ADDITIONAL 390-ACRE AREA IN THE NORTHWESTERN PORTION OF THE RINCON MOUNTAIN DISTRICT. THIS AREA CONTAINS A TRAILHEAD, PRIMITIVE ROADS, AN ABANDONED CONCRETE DAM, AND AN ABANDONED AIRSTRIP. THE NATIONAL PARK SERVICE HAS NOT CONSIDERED THIS AREA TO BE IN A WILDERNESS CONDITION AND HAS NOT RECOMMENDED IT FOR WILDERNESS DESIGNATION.

OTHERS HAVE RECOMMENDED THAT THE POTENTIAL WILDERNESS ADDITIONS SHOULD IMMEDIATELY BE INCLUDED IN WILDERNESS AND THAT THE WILDERNESS SHOULD BE DRAWN CLOSER TO ROADS AND DEVELOPMENTS. AS WE HAVE MENTIONED, THE USES WITHIN THE POTENTIAL WILDERNESS ADDITIONS ARE CONSIDERED TO BE INCONSISTENT WITH WILDERNESS. FURTHER, WE BELIEVE THE ADMINISTRATION'S WILDERNESS RECOMMENDATION ADEQUATELY PROVIDES FOR PROPER VISITOR USE FACILITIES AND EXERCISE OF ADMINISTRATIVE FUNCTIONS.

QUESTIONS AND ANSWERS

Question. As you are aware, the House is expecting to pass an omnibus park measure (H.R. 14934) containing areas which have previously been considered by this subcommittee. Are you satisfied with the proposal or do you have any recommended changes?

Answer. H.R. 14934 contains the following projects which have not been before your Committee:

Manassas National Battlefield Park.—H.R. 14934 would add 1,050 acres in fee and 323 acres in scenic easement to the existing park, and provide an authorization for \$5,980,000 for such acquisition. At the House hearing, the Department recommended a deferral of this legislation pending a review of the priorities regarding the cost of the project.

Monocacy National Battlefield.—H.R. 14934 would establish boundaries for this area that were authorized in 1934. The park was never activated because donations of land have not been forthcoming. The bill would provide for purchase of an area of about 325 acres in fee and 307 acres in easements at a cost of approximately \$3,525,000. The Department recommended deferral of the legislation until the alternatives have been reviewed.

George Washington Birthplace National Monument.—H.R. 14934 would authorize additions to the park of approximately 721 acres in fee at a cost of \$3,820,000. Some 342 acres of State land would also be authorized for acquisition by donation. At the House hearing, the Department recommended deferral of the bill pending negotiations concerning the possibility of scenic easements, and has since suggested to the House Committee that the cost of the proposal might be reduced by about \$1 million if easements can be acquired on about 496 acres of the total 721 acres of private lands. The Department is still reviewing the proposal.

Olympic National Park.—H.R. 14934 provides for boundary changes at 12 locations. The bill also authorizes retrocession of legislative jurisdiction in order that the State and the Federal Government can exercise concurrent legislative jurisdiction. The Department recommended that the bill be amended to delete 2,152 acres in the Lake Quinault area and to delete the Ozette Lake area from inclusion in the park.

San Juan National Historic Site.—H.R. 14934 would authorize an appropriation of \$2,733,000 for emergency repairs to the El Morro fortress and for special studies leading to more permanent protection of the historic site from erosion. This is in accord with the studies carried out pursuant to the Act of October 26, 1974, and follows the recommendations transmitted to the Congress by the Department on July 21, 1976.

Big Thicket National Preserve.—H.R. 14934 would amend the Act of October 11, 1974, to make the language dealing with retention of a life-time interest in a residential property conform to the legislative history of the Big Thicket Act. The bill clarifies the language so that only owners of year-round residences may retain a right of use and occupancy, as opposed to absentee owners of fishing shacks. We believe this clarification is in accord with the legislative intent.

Cuyahoga Valley National Recreation Area.—H.R. 14934 would amend the Act of December 27, 1974, establishing the area by making 5 boundary revisions adding a total of about 900 acres. The bill would also increase the acquisition ceiling from \$34,500,000 to \$41,100,000. The Department cannot recommend the proposed boundary changes at this time since we have not yet completed the planning process for Cuyahoga.

Senator JOHNSTON. Thank you. We have those written questions; we will have to come back in and make some more definitive decisions on wilderness concepts and how to designate them, but that will await the 95th Congress.

Ms. RAYE-PAGE, we are glad to have you and get your comments.

**STATEMENT OF RAYE-PAGE, REPRESENTING THE
WILDERNESS SOCIETY**

Ms. RAYE-PAGE. I want to say we are in agreement with the Park Service and this is in the House report which will soon, hopefully, get to you.

Joshua Tree, the Park Service has done an excellent job on this particular area. The Senators Tunney and Cranston who have a bill in, which is one we very much support, the only difference is Mrs. Pettis whose district it is in the House, has larger acreage than we recommend and the House committee report has reported it out favorably.

This is an area, the House report will be 429,690 acres of regular wilderness and then she has a potential wilderness of 37,550 acres. Again, since this was all to be acquired, we like to use the wilderness reserve which I mentioned to you earlier.

Senator JOHNSTON. What is the legal significance of wilderness reserve according to your recommendation?

Ms. RAYE-PAGE. The Congress puts the area in wildernesses, this is wilderness. As soon as any nonconforming rights or uses are phased out, then immediately the Secretary publishes that in the record.

In the Park Service version, they say, this is potential and after this happens, the Secretary may, when he wants to publish it. So, in other words, we declare it wilderness but do not publish it as wilderness until the uses have been taken out.

Senator JOHNSTON. What happened to our report we wrote on wilderness, has that been published yet?

Ms. BEATY. We have it here. It was sent out to the members.

Senator JOHNSTON. We have a memo to go out on wilderness on which we hope to get your comment on. But basically, it is our feeling that the designation of wilderness ought to be considered by different lights than considering the uses you can have anyplace once it is declared wilderness.

I think we ought to be more liberal in the former. When you are going to designate something and it is generally the kind of area you would like to have for wilderness, I see nothing with going ahead and liberally interpreting that act, designate it as wilderness, have nonconforming uses if required, but designated as wilderness.

Once it is designated as wilderness, you can be more strict in determining what uses you are going to allow there. But I think the direction of the committee and the Park Service ought to be toward getting more areas into wilderness than having this hybrid sort of wilderness potential designation.

Ms. RAYE-PAGE. We agree with that. The Senate bill on this one does not have quite as large an acreage because more work was done on it by Mrs. Pettis. I think the Senators do agree with it. The Senate does use that wilderness language, as I said, and it does not have special management language which did get into the House committee report.

But Mrs. Pettis herself said at the hearing that she did not want any special management language in it. So, on Saguaro, the House has reported out favorably an acreage of 71,400 acres. We are in complete agreement with this. To Congressman Udall's bill, the House did add 10 acres of the mining camp and 398 acres in the northwest corner there which they decided does qualify as wilderness. It has some old structures at the mining camp and some of the structures have been moved. Both Congressmen Steiger and Udall agreed to that, that is in the bill.

So that whole area would go in, in the Tucson area. That takes in, I guess, all of the green area there and that area too. There are some old

mining pits, there is no mining being conducted in them anymore. It is an excellent high and low desert area which needs to be preserved. We would hope the Senate would take the House report on that one.

The other one, Mesa Verde, we do of course accept 8,100 acres, but I think the national groups and the Colorado groups think there is a much larger area that does qualify for wilderness. So our recommendation is about 28,900.

The reason for this, the areas to which we add, ours are the same as A and B at the top and we add some in four, three and two. The area in one—and I have some pictures which I could not bet reduced—has a great many ruins which have been restored. It is a fabulous area. We certainly agree with the fact these are restored. This has all kinds of visitors services and facilities and roads in it.

As a complement to that part, we would like to see the other area put in wilderness to show the kind of setting in which these prehistoric Pueblo Indians did live. It is definitely of wilderness quality. This is the kind of area it is; high mesas, rugged canyons. Apparently it was a very rich area.

Senator JOHNSTON. You say it was a very rich area?

Ms. RAYE-PAGE. Apparently when the Indians lived there, it was a very abundant area. They farmed corn, beans, squash, and there was plenty of game, wild turkeys and wild plants. They had a very abundant kind of life until the drought caught them in the end of the 13th century and they had to abandon it.

We would like to see some of that habitat they lived in preserved. There are, no doubt, ruins in these other areas that have not been restored. The Wilderness Act does have in its definition, scientific and historical, so that is not a deterrent. Any kind of archeological research that might want to be conducted in that area could be permitted. They don't go in anymore, I think with bulldozers, and tear a place apart, so they could do it with a minimum tool kind of thing.

We also don't think all of the monument needs to be restored. Also, the House version does have management language in it regarding restoration and stabilization and we would like to see that taken out. I think that about does it.

Senator JOHNSTON. Thank you very much. We have to go mark up the OCS bill. We do have the statements for the record from Congressman Udall on Saguaro; from Senators Tunney and Cranston on Joshua Tree; and Congresswoman Pettis on Joshua Tree which we will put into the record.

[Whereupon, at 10:12 a.m., the hearing was adjourned.]

[The statements referred to by Senator Johnston above follow:]

The
Wilderness
Society

1901 Pennsylvania Ave., N.W., Washington, D. C. 20006 (202) 293-2732

STATEMENT OF
(MS.) RAYE-PAGE
for
THE WILDERNESS SOCIETY
before the
PARKS AND RECREATION
SUBCOMMITTEE
of the
SENATE INTERIOR AND INSULAR
AFFAIRS COMMITTEE
on
S. 1075
to establish
THE CHIRICAHUA WILDERNESS
in Arizona

September 20, 1976

"IN WILDNESS IS THE PRESERVATION OF THE WORLD." — Thoreau

I am Raye-Page representing The Wilderness Society which is a national conservation organization devoted primarily to the protection of our natural lands and waters.

Along with other Arizona and national groups the Society strongly supports the current proposal of the National Park Service for the immediate designation of 9,440 acres of wilderness and of two additional acres of wilderness when acquired.

We commend the Park Service for this excellent proposal which has been favorably reported by the House Interior and Insular Affairs Committee and should be soon referred to the Senate.

Located in the western foothills of the Chiricahua Mountains, the wildlands of Chiricahua National Monument offer exciting contrasts of weathered rhyolite formations, balanced rocks, cliffs, and pinnacles with exceptional forests, chaparral, and grasslands characteristic of the Mexican Plateau. A variety of wildlife thrives in this diverse habitat. Here is a wilderness ecosystem worthy of preserving for its intrinsic value and for the enjoyment of future generations.

As a fitting compliment to the National Park Service wilderness proposal for Chiricahua, we wish to suggest that a wilderness study be conducted by the Forest Service of an area known as Cochise Head in the Coronado National Forest adjacent to the Monument's northern border.

Thank you, Mr. Chairman, for this opportunity to present these views. We look forward to the designation of the Chiricahua Wilderness before the end of this 94th Congress.

The
Wilderness
Society

1901 Pennsylvania Ave., N.W., Washington, D. C. 20006 (202) 293-2732

STATEMENT OF
(MS.) RAYE-PAGE
for
THE WILDERNESS SOCIETY
before the
PARKS AND RECREATION SUBCOMMITTEE
of the
SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE
on
S. 1084
to establish
THE HALEAKALA WILDERNESS
in
Hawaii

September 20, 1976

"IN WILDNESS IS THE PRESERVATION OF THE WORLD." -- Thoreau

I am Raye-Page, testifying for The Wilderness Society, which is a national conservation organization concerned primarily with the protection of our natural land and water ecosystems; We appreciate the chance to testify today on wilderness designation for Haleakala National Park.

The Park Service deserves much credit for its revised proposal (following the 1971 public hearings in Hawaii) for designation of 19,270 acres as wilderness and 5,500 acres of potential wilderness.

The Wilderness Society applauds this fine proposal. We have only minor differences with it, but we wish to offer two amendments.

(1) The three cabin enclaves of 50 acres each at Holua and Paliku and of five acres at Kapalaoa should be included in the wilderness as pre-existing non-conforming uses.

These cabins form a part of traditional native Hawaiian habits of recreational use of natural environment. Backpacking, which is a custom of many continental Americans, has not been common practice among Hawaiians. For them the cabins have served simple basic needs of shelter and food preparation. Horse and foot trails provide the only access to the cabins. Section 4(a) of the 1964 Wilderness Act declares that the Park Service has the right to administer the Park for the purposes for which it was established. Certainly this allows

the Park Service to continue the already established use of the cabin areas. No new cabins need be constructed in the future because now with the modern hiking and camping equipment available most hikers and horse riders can carry their gear for primitive camping and for hiking.

Section 4(b) of the 1964 Act requires the Park Service to be responsible "for preserving the wilderness character of the area." This would apply to the horse corrals and other features of the cabin areas. Section 4(c) prohibits commercial and certain other uses "except as necessary to meet minimum requirements for the administration of the area for the purposes of this Act (including measures involving health and safety of persons in the area)." This section gives the Park Service additional rights to include and continue the minimum service of the cabins and also the right to continue maintenance of the cabin areas. Such activities are currently fulfilled by the use of horses.

The cabin facilities and corrals are traditional pre-existing structures and uses that provide basic backcountry needs. The Wilderness Act clearly gives the Park Service the requisite authority to employ administrative means to include them in wilderness.

(2) Our next amendment concerns the 5,500 acres of contiguous land within the Park boundaries which have been deeded by the State of Hawaii to the United States. Since the State has retained water and mineral rights and utility rights-of-way, we recommend wilderness reserve for this land using the following language:

"that each tract identified on said map as wilderness reserve shall be designated as wilderness as soon as the State of Hawaii relinquishes its reserved rights and as soon as the areas qualify, at which time the Secretary of Interior is directed to publish notice thereof in the Federal Register. Pending such notice, each tract shall be managed as wilderness in accordance with the provisions of the 1964 Wilderness Act."

The 5,500 acreage recently acquired by the federal government is primeval land containing ridge and rain forests with rare plant and wildlife communities that are the quintessence of wilderness. Every effort should be made by the Park Service to encourage the State of Hawaii to donate to the Park Service its reserved rights in order that such remarkable native biota may be preserved unimpaired for future generations.

In summary, The Wilderness Society recommends that the three cabin areas which total 105 acres be included in wilderness as pre-existing non-conforming uses and that the adjacent 5,500 acres be designated wilderness reserve under the terms of our definition of wilderness reserve. Thus we propose 19,375 acres for instant wilderness and 5,500 acres for wilderness reserve.

Thank you.

The
Wilderness
Society

1901 Pennsylvania Ave., N.W., Washington, D. C. 20006 (202) 293-2732

STATEMENT OF
THE WILDERNESS SOCIETY
BY
(MS) RAYE-PAGE
BEFORE THE
PARKS AND RECREATION SUBCOMMITTEE
OF THE
SENATE INTERIOR AND INSULAR AFFAIRS
COMMITTEE
ON S. 1089
TO ESTABLISH
THE MESA VERDE WILDERNESS
IN COLORADO
SEPTEMBER 20, 1976

"IN WILDERNESS IS THE PRESERVATION OF THE WORLD." --- Thoreau

Mr. Chairman, I am Raye-Page representing the Wilderness Society which was founded for the purpose of securing protection for our vanishing resources of wilderness.

The Wilderness Society's support for wilderness status for portions of Mesa Verde National Park is shared by Colorado and national conservations groups.

Though we support the Park Service proposal for 8,100 acres, which is also the House Committee Report recommendation in H. R. 13160, we consider that approximately 28,900 acres of the 52,036 acre Park qualify for wilderness designation.

As delineated on the included map the Park Service recommends:

1,800 acres in Unit A

1,250 acres in Unit B

5,050 acres in Unit C

Our proposal is the same in units A and B but differs as follows:

7,950 acres in Unit C/1

7,500 acres in Unit 2

10,400 acres in unit 3

The House Committee Report recognizes that other areas of Mesa Verde qualify for wilderness designation and anticipates a later recommendation for wilderness for these areas. Uncertainty about possible future archeological research of the ruins scattered throughout the Park prompted the decision of not extending wilderness designation at this time to the additional acreage in the citizens' proposal.

The Park was established in 1906 to preserve the ruins of the remarkable cliff dwellings of a stone age civilization that flourished on the rugged Mesa Verde plateau and abruptly vanished in the late 13th century. Outside of the proposed wilderness areas many of the ruins have been restored or stabilized and are open for inspection by visitors. Road access and visitor services and facilities are provided.

As a compliment to this restored part of the Park that offers evidence of and insight into an extraordinary prehistoric culture, it would be fitting to set aside other parts of the Park that preserve the natural setting of the culture. In the additional areas that we recommend for wilderness status, there are ruins, not restored but left undisturbed in thick chaparral brush and pigmy forest of pinyon and juniper that present evidence of the fertile and abundant land of mesas and steep canyons where the ancient Pueblos lived.

Since the 1964 Wilderness Act includes "scientific" and "historical" in its definition of wilderness, the ruins pose no impediment to wilderness designation. Archeological research is becoming more sophisticated and delicate and could be conducted without disruptive equipment. Wilderness status could also serve as a protection against vandalism and theft that has desecrated other parks containing historical relics. Since archeological discovery and restoration are already extensive, it is not necessary for them to be continued throughout the Park.

Therefore, The Wilderness Society hopes that this Committee will give appropriate consideration for the 28,900 acres that clearly qualify as wilderness. Also, we hope that no specific management language regarding investigation and stabilization of archeological sites will be included in the bill but instead will be referred to in the Committee Report.

Thank you.

The
Wilderness
Society

1901 Pennsylvania Ave., N.W., Washington, D. C. 20006 (202) 293-2732

STATEMENT OF
THE WILDERNESS SOCIETY

by

(MS.) RAYE-PAGE

on S. 1095

before the

PARKS AND RECREATION SUBCOMMITTEE

of the

SENATE INTERIOR AND INSULAR AFFAIRS
COMMITTEE

to establish

THE SAGUARO WILDERNESS
in Arizona

September 20, 1976

"IN WILDNESS IS THE PRESERVATION OF THE WORLD" --- Thoreau

I am Raye-Page representing The Wilderness Society, a national conservation organization of which the main objective is preservation of our nation's natural lands and waters.

The Wilderness Society is one of the national conservation groups that is in agreement with Arizona conservationists in support of wilderness designation for 71,400 acres of Saguaro National Monument.

The House Interior Committee has reported favorably on this acreage for Saguaro, and their Report should soon be received by the Senate as part of Omnibus bill H.R. 13160. We are in complete agreement with the Committee Report on Saguaro. It contains no special management language, which is a position also favored by The Wilderness Society. The Report also recommends that the Forest Service study and report to Congress in two years on the suitability of wilderness designation for approximately 62,930 acres of the Coronado National Forest adjacent to the Rincon Mountains section of the Monument.

To H.R. 3185 by Congressman Udall the House Interior Committee added the ten acres of Manning Camp and 390 acres in the northwest corner of the Monument in the Rincon Mountains section. The structures in the obsolete Manning Camp are to be removed and one cabin will be retained for its historical significance. The old air strip in the northwest corner has been abandoned and any remaining structures can be removed. Congressmen Udall and Steiger agreed to the 400 acre addition to the 57,700 acre Rincon Mountains wilderness proposal for a total of 58,100 acres. Since grazing is not prohibited by the 1964

Wilderness Act, it was decided that the existing grazing permits were not a deterrent to wilderness.

For the Tucson Mountain section of the Monument 13,300 acres were recommended for wilderness. The mining activity that was once conducted in this area has now ceased and only the remnants of mine shaft entrances remain for historical interest.

Therefore, the House Interior Committee recommends a Saguaro wilderness of 71,400 acres that encompasses the Rincon Mountains and the Tucson Mountain sections of the Monument.

Reasons for the creation of a Saguaro wilderness arise from the recognition of the fragility and significance of this Sonoran Desert habitat of the giant Saguaro cactus and related plant and animal communities.

Located on opposite sides of Tucson, both within ten miles of this rapidly growing city of 300,000 residents, Saguaro National Monument protects 79,083 acres in two separate units -- the Rincon Mountains District east of Tucson and the Tucson Mountain District west of the city. The Monument was established to preserve a part of the Sonoran Desert and associated biological communities for scientific, educational, recreational and aesthetic values.

The Rincon Mountains District, established in 1933, encompasses both the Rincon and Tanque Verde Mountains. It delineates biotic communities corresponding to the latitude between northern and southern

Canada. The 8,666-foot Rincon Mountain Range is the only one of its size in Arizona which has not been significantly penetrated by the works of man.

The Tucson Mountain District, established in 1961, exemplifies a typical Arizona uplands region characterized by an undeveloped Saguaro forest, desert shrubs, and grasslands.

Both of these units are inhabited by abundant species of wildlife.

In summary, The Wilderness Society urges this Committee to act favorably on the excellent Saguaro wilderness proposal of 71,400 acres. We suggest also that the 62,930 acres in the Coronado National Forest adjacent to Rincon Mountains should be studied for wilderness suitability.

Thank you for this opportunity to present our comments.

The
Wilderness
Society

1901 Pennsylvania Ave., N.W., Washington, D. C. 20006 (202) 293-2732

STATEMENT OF
(MS.) RAYE-PAGE
for
THE WILDERNESS SOCIETY
on S. 1086 and S. 3078
before the
PARKS AND RECREATION SUBCOMMITTEE
of the
SENATE INTERIOR AND INSULAR AFFAIRS COMMITTEE
to establish
THE JOSHUA TREE WILDERNESS
in California

September 20, 1976

"IN WILDERNESS IS THE PRESERVATION OF THE WORLD." — Thoreau

I am Raye-Page representing The Wilderness Society which, along with California and national conservation organizations and Senators Tunney and Cranston and Congresswoman Pettis, strongly advocates wilderness designation for portions of Joshua Tree National Monument.

Though there are minor differences in acreage in the Senate, House, and Park Service proposals, there is agreement on the necessity and desirability for wilderness designation. We offer congratulations to all for the excellence of the recommendations.

The Senate should soon receive H.R. 13160 with its favorable report of 429,690 acres for instant wilderness and 37,550 acres for potential wilderness addition.

This recommendation resulted from the extraordinarily sensitive investigation of characteristics and present status of the Monument and of the threats to the future well-being of this portion of the Mojave Desert.

Senators Tunney and Cranston share the understanding and concern for protecting Joshua Tree. Their bill, S. 3078, proposes an instant wilderness of 455,150 acres while the House recommends 467,240 acres of combined 429,690 acres of instant and 37,550 acres of potential.

The Wilderness Society suggests that the larger House acreage be accepted with the adoption of the wilderness reserve language in S. 3078, page 1, line 10 through page 2, line 7, for the 37,550 acres labelled potential wilderness in H.R. 13160.

S. 3078 does not specify management language. H.R. 13160 does include management provisions. During the House Committee markup Mrs. Pettis voiced opposition to inclusion of such provisions in the bill. We recommend that no management language be specified in the bill, and that, if deemed necessary, the Committee Report refer to continued use of watering devices for wildlife.

There are cogent reasons for support of this proposal.

Joshua Tree National Monument which is composed of two large ecosystems: the Mojave or high desert, and the Colorado or low desert, offers some of the most spectacular scenery in southern California. Few areas in the country illustrate more vividly the contrast between high desert, with elevations over 5,000 feet and scattered stands of Joshua trees, and low desert, lying below 3,000 feet with creosote bush the dominant vegetation. The Monument is easily accessible to 10 million people in the Los Angeles region of southern California.

The following excerpt from the 1972 National Park Service Wilderness Recommendation makes a good case for wilderness.

"Benefits to Wildlife, Plant, and Human Communities

(Joshua Tree, p. 15)

In a world of rapid environmental change, it is becoming more and more essential to establish so-called preserves which can serve as benchmarks for comparing those components of ecosystems disturbed by man. Areas relatively devoid of man's perturbations serve this function best. Wilderness designation has proven to be an effective management tool in safeguarding biotic communities to this end.

It is widely acknowledged that an immediate outcome of man's entry into an otherwise undisturbed area is a reduction of the species diversity of the region.

Generally, it is those species on the edge of the frequency distribution that are effected first. Occasionally, however, a major species component is adversely affected which will seriously alter the environmental stability.

The high floral and vertebrate diversity of the monument attests not only to its geographic transitional position but also to the lack of ingress by humans. The wilderness plan will continue the policy that created this atmosphere.

Of particular note is the desert bighorn sheep population. Sheep are particularly susceptible to human disturbance, especially by mechanized means. The present herd, while it does not fall into the category of rare and endangered species, could through a few years of poor reproduction caused by human disturbance fall below reproductive replaceability. The wilderness proposal will limit disruptive human ingress."

In view of the dedicated interests of the California Senators, Congresswoman, citizens, and National Park Service, The Wilderness Society urges this Committee to recommend a 467,240 acre Joshua Tree Wilderness.

Thank you.

MORRIS K. UDALL
2d DISTRICT OF ARIZONA

COMMITTEE:
INTERIOR AND INSULAR AFFAIRS
POST OFFICE AND CIVIL SERVICE

Congress of the United States
House of Representatives
Washington, D.C. 20515
September 17, 1976

The Honorable
J. Bennett Johnston, Jr., Chairman
Subcommittee on Parks and
Recreations
U.S. Senate
Washington, D.C. 20515

Dear Mr. Chairman:

I am pleased to learn that your Subcommittee will be holding hearings on proposals to designate portions of two National Monuments in my district as wilderness areas under the terms of the Wilderness Acts.

They are the Saguaro National Monument near Tucson in Pima County, Arizona, and the Chiricahua National Monument in Cochise County, Arizona.

Both were recommended as wilderness areas by the Interior Department after intensive study in public hearings in accordance with the requirements of the Wilderness Act which calls for the Department to study all wilderness areas and national parks and wildlife refuges to see whether they should be maintained as wilderness. Both were included in a House Omnibus Wilderness bill, H.R. 13160 which was unanimously approved by the House Committee on Interior and Insular Affairs, and will be coming up for a vote on the floor of the House during the week of September 20, 1976.

Saguaro National Monument

Saguaro National Monument was established to protect some of the finest stands of the giant Saguaro Cactus, but it also contains many other natural features of importance. The 6,000 vertical elevation differential found in the Rincon Mountain district of the Monument displays 6 different and distinct plant communities ranging from the botanically diverse Sonoran Desert to fir forests typical of Southern Canada.

The Monument itself is divided in two sections. The House bill would designate a total of 71,400 acres of wilderness in both. Some 58,100 acres of wilderness is proposed for the Rincon Mountain district located about 10 miles east of Tucson. The remaining 13,300 acres are in the Tucson Mountain district west of Tucson.

The proposal to designate portions of the Monument as wilderness has won strong support from area residents and both governmental and non-governmental organizations at public hearings in Tucson in 1971 and 72.

The proposal adopted by the House Committee on Interior and Insular Affairs differs somewhat from the Interior Department's wilderness proposal. The Interior Department proposed that 7,600 acres of the Tucson Mountain district and 19,500 acres of the Rincon Mountain district be designated only as "potential wilderness" until a few mining claims in the Tucson Mountain district and some questions of grazing rights in the Rincon district could be settled.

The Committee did not feel that this special "potential wilderness" status was necessary. They did so because the grazing permits terminated on December 31, 1975; and in any event, Section 4(c) of the Wilderness Act makes any wilderness subject to "existing private rights" and thus special provisions are not needed in individual bills adding areas to the wilderness system.

The Committee did not feel that the mining claims existing in the Tucson Mountain district would disqualify the area's designation as wilderness. They exist primarily as shallow shafts and tunnels plus one or two small mine dumps. The over-all impact on the wilderness character of the land is not substantial. Mining claims and evidence of old mining activity are found in many of the existing wilderness status in the past. The Federal lands in the Tucson Mountains were withdrawn from mineral entry in April 20, 1929, and it is unlikely that any of the claims surviving from earlier years are still valid. Thus it is highly unlikely that there will be any future mining activity in this Monument. An attempt, however, was one of the prime moving factors in adding the Tucson Mountain district to Saguaro National Monument.

Finally, the Committee bill provided for a study by the Agriculture Department of certain areas of the Coronado National Forest which border the Rincon Mountain district of the Saguaro National Monument on the south, east and north to determine whether they should be included in the wilderness area. This study would be made under terms of the Wilderness Act calling for studies of all primitive areas within National Forests to determine whether they should be designated as wilderness.

I realize that the Forest Service may oppose this provision. Forest Service officials apparently feel that Coronado National Forest is too close to the City of Tucson to be designated as wilderness. But I don't consider this argument valid since the area's wilderness qualities are not noticeably damaged by the proximity to Tucson.

But in any case, the Committee saw no reason why there should be an objection to a study to determine whether the area should be wilderness.

Chiricahua National Monument

Everyone seems to be in total agreement on the proposal to designate portions of the Chiricahua Monument as wilderness.

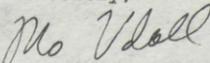
The proposal adopted by the House Committee on Interior and Insular Affairs calls for the wilderness area of 9,440 acres divided into two sections by the Bonita Canyon Road Corridor which would remain. The continued existence of this road would in no way detract from the wilderness nature of the area. The 6,410 acre "Heart of the Rocks" section includes a large number of rhyolite formations--rectangular columns and balanced rocks for which the Monument is famous. It also encompasses two of the Monument's three scenic canyons and their flat-top divides. The other 3,030 acres north of the road, known as "Picket Park," includes a natural bridge and another scenic canyon. Both portions of the park contains a wide variety of animal and plant species, many of which are restricted to the Chiricahua Mountains.

Again, this proposal received overwhelming support at public hearings and there is no difference between the Interior

Department recommendation as revised last year and House bill H.R. 13160.

I highly recommend that both the Saguaro National Monument and the Chiricahua National Monument be designated as wilderness and commend the Chairman for the interest shown by himself and his committee in these unique and beautiful areas.

Sincerely,



Morris K. Udall

wsf

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United States Senate

COMMITTEE ON THE JUDICIARY
 WASHINGTON, D.C. 20510

September 20, 1976

Honorable J. Bennett Johnson
 Chairman, Subcommittee on Parks and Recreation
 3106 Dirksen Senate Office Building
 Washington, D.C. 20510

Dear Bennett:

I would like to thank you for holding this hearing on the Joshua Tree Wilderness Bill.

The delicate landforms and the large assembly of curious desert plants and animals in the southern California Mojave Desert would make an excellent addition to our national wilderness lands. A wilderness area within the Joshua Tree National Monument will place in the National Wilderness Preservation System a fine example of this high desert, as well as some of the low desert areas of the Colorado desert ecosystem. I urge the Subcommittee to take positive action on the legislation to protect this area.

The desert environment is harsh on many forms of wildlife, but desert bighorn sheep and the rare and unusual kit fox find refuge here. The Monument provides habitat for many small animals, and also for larger predators like the badger, coyote and bobcat. The unique flora and fauna sharing this parched land depend upon one another for survival.

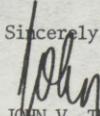
The undeveloped lands of the monument offer spectacular scenery. Volcanic eruptions and massive faulting have created mountain ranges rising to over 5,000 feet. Heavy rainfalls have carved deep valleys and deposited extensive alluvial fans outward from canyon mouths. The result of these rugged physical processes is one of the most spectacular displays of geology in the southwestern United States.

Presently none of the California desert is preserved in our wilderness system. Much of this exceptional country is extremely sensitive

and cannot tolerate overuse. That's why it is so crucial that this area be designated wilderness.

Once again, I urge the Subcommittee to proceed on the Joshua Tree legislation and protect this valuable desert specimen before it is too late.

Sincerely,

A handwritten signature in dark ink, appearing to read "John", written over the printed name.

JOHN V. TUNNEY
United States Senator

JVT/rdp

STATEMENT BY SENATOR ALAN CRANSTON BEFORE THE SENATE INTERIOR
COMMITTEE SUBCOMMITTEE ON PARKS AND RECREATION IN SUPPORT OF
LEGISLATION TO DESIGNATE THE JOSHUA TREE WILDERNESS IN CALIFORNIA

September 20, 1976

Mr. Chairman. I much appreciate your scheduling this hearing this morning and providing me this opportunity to testify in support of S. 3078, a bill to designate certain lands in the Joshua Tree National Monument in California as wilderness.

The Joshua Tree National Monument comprises 559,959 acres in the heart of the California desert. Located 150 miles east of Los Angeles, it is easily accessible to over 10 million people who are visiting the monument with increasing frequency as the public turns to the desert as a recreational resource.

The undeveloped lands of Joshua Tree National Monument include some of the most spectacular scenery in the entire desert. There is a large variety of desert plant and animal life as well as notable geologic features formed by volcanic eruptions and continuous erosion. The monument displays two contrasting desert environments, the Mohave or high desert and the Colorado or low desert. Few areas elsewhere illustrate the differences between these ecosystems so vividly. In the higher, cooler elevations of the western part of the monument are extensive stands of Joshua trees while the east end of the monument below 3000 feet is dominated by creosotebush. Both environments are included within the proposed Joshua Tree wilderness.

S. 3078 calls for the designation of 455,150 acres as the Joshua Tree wilderness. Approximately 417,600 acres would be given immediate wilderness status while 37,500 acres are proposed for potential wilderness addition. These potential wilderness lands are in state and private ownership. With the active land acquisition program at the monument, it is anticipated they will soon be acquired by the federal government.

As you know, the House Interior Committee has approved an identical Joshua Tree wilderness bill, H.R. 12061, introduced by Congresswoman Shirlev Pettis, and included Joshua Tree in the omnibus park wilderness bill, H.R. 13160, with minor amendments.

The amendments involve the addition of about 12,090 acres to the Joshua Tree wilderness. About 10,000 acres are located in the Covington Flat area. Because of the fragile nature of this area and threats of opening it to vehicular use, the House decided Covington Flat should remain roadless. The House also added to the wilderness land around Indian Cove. This area qualifies as wilderness except for the maintenance area. The House adjusted the boundary to include all of the Indian Cove lands up to the edge of the maintenance area on its east and north sides. Finally the House added lands around the Desert Queen Mine while excluding the mine itself and an access corridor.

Mr. Chairman, I completely support the additions made by the House Committee.

Mr. Chairman, I hope this Committee can act favorably on the Joshua Tree wilderness proposal in what little time remains of the 94th Congress. Because of its high use and its great sensitivity to the intrusions of man, Joshua Tree needs the kind of protection wilderness status affords.

Statement of Honorable Shirley N. Pettis
(37th Congressional District of California)
to the Parks and Recreation Subcommittee
Committee on Interior and Insular Affairs
United States Senate
September 20, 1976

Mr. Chairman and Members of the Subcommittee, I would like to thank you for considering S. 3078, to establish the Joshua Tree Wilderness within the Joshua Tree National Monument, California. This bill was introduced by Senators Alan Cranston and John Tunney, and is the companion to my bill, H.R. 12061.

The Joshua Tree National Monument encompasses over 500,000 acres of the California desert and contains two large, unique ecosystems: the Mojave, or high desert, and the Colorado, or low desert. Few areas of the country have such a diverse and spectacular geology complemented by an assembly of desert plants and animals. Archeological and historical sites supplement the desert environment. The Monument exhibits some of the most outstanding geology in Southern California, the results of repeated uplifts, successive lava flows, and the relentless erosion. The westward part of the Monument embraces several mountain masses, with a number of peaks over 5,000 feet high, interlaced with medium-elevation plateaus and valleys. To the east, the nearly flat intermountain plateaus drop off to the low, bowl-shaped Pinto Basin.

Mr. Chairman, the need for the establishment of wilderness areas within the Joshua Tree National Monument has been documented in a variety of reports. I would draw your attention to the "environmental assessment" of the Natural Resources Management Plan which the National Park Service issued on October 22, 1974. In the report it is stated, "the future of the Joshua Tree National Monument environment without the proposed action [establishing wilderness areas] will be an ecosystem continuing to trend further from a natural condition...Without the proposed action, it will not be possible to preserve the natural ecosystems for the enjoyment of present and future generations."

I would like to comment on recent actions of the House Interior Committee as they might impact on the legislation now before your Subcommittee. As you know, the omnibus wilderness act, H.R. 13160, now pending House consideration, contains sections dealing with the Joshua Tree Wilderness. Following considerable study and evaluation of the data, the Committee approved H.R. 13160 after amending it to 429,690 acres to go immediately into "wilderness" with another 37,550 acres to become "potential wilderness." This total acreage is greater than what is provided for in S. 3078. I believe the expanded size of the proposed Joshua Tree Wilderness is justified and hope your Subcommittee will give favorable consideration to this larger wilderness acreage proposal.

All too often, Mr. Chairman, citizens who are unfamiliar with the desert environment do not realize how fragile it is. I would like at this point in my statement to have the attached April 25, 1976, Riverside Press-Enterprise article on the Joshua Tree National Monument included for the record.

Mr. Chairman, the reason the Joshua Tree National Monument was created in 1936 by Presidential proclamation was the uniqueness of the two desert ecosystems which meet within it. These ecosystems will continue to deteriorate due to the influence of man unless we take action. I believe it is essential we enact legislation in 1976 to create the Joshua Tree Wilderness.

The concern which your Subcommittee is showing for the future of the unique, fragile desert environment found in the Joshua Tree National Monument is appreciated by the citizens of my district and me. I hope you will approve a modified version of S. 3078 soon.

MORE VISITORS THAN EVER SEE 'VERY SPECIAL DESERT'

(By BOB CRAVEN)

The Joshua Tree National Monument sits like a giant enclave of space and stillness as it forms part of the northern tier of Riverside County, where most of the 870 square miles of this "very special desert" are located.

"It is a very special desert because it's where the Mojave and Colorado deserts meet," said Edmund Jaeger, Riverside resident and one of the world's leading desert naturalists. "Those are two different types of desert and their coming together is what makes Joshua Tree special."

Recognizing this, the federal government designated the 550,000-acre wonderland of rocks, plants, valleys, and stark mountain ranges a national monument in 1936 to preserve what the U.S. Department of the Interior calls "a uniquely representative portion of the vast California desert." (Historic and scenic sites of special interest are designated as "monuments" to assure their preservation.)

Joshua Tree National Monument's uniqueness was further recognized in 1972, when the National Park Service recommended setting aside 372,700 acres in the monument as wilderness—to be untouched as much as possible by the hand of man—and prepared a natural resources management plan to preserve "as a composite whole the natural ecological processes and unique geographic features for which the monument was originally set aside."

Park service officials said this was necessary to counter pressure from mining interests, many of which continued to operate in the monument after 1936 because they were already established, and because it is within a day's drive of 10 million people.

The effort now is to make the area available to as many people as possible without damage to the natural features.

"There's no mining going on in the monument now," said Supt. Homer Rouse. "All of the mines are being fenced off. We want people to be able to come and enjoy the monument without falling down a mine shaft."

There are more visitors all the time. Last year, 554,000 people entered the monument through its main entrance in Twentynine Palms, while uncounted thousands of others entered at other major entrances south of Cottonwood Spring and near the community of Joshua Tree, said Rouse. The number of visitors so far this year is 10 per cent higher than at the same time last year, he added.

What is available to these visitors is some of the most magnificent desert scenery in the world, including the majestic Joshua tree, and vast reaches of space and solitude.

"There are just hundreds of places where a person can go," said Lucile Weight, a local resident who has been exploring and writing about the area since 1939. "You can park your car and walk just a little distance and feel completely away from the world."

This feeling starts within moments after leaving the park headquarters and visitor center in Twentynine Palms, heading south into the monument.

"The monument represents two desert ecosystems," Rouse explains as he drives along one of the roads in the system of paved and dirt roads that permit car travel to many points of interest. "There's the high desert, which is above the 3,000-foot level, and the low desert. These deserts meet in the monument."

Right now Rouse is in the high desert. Joshua trees—which are a species of yucca—abound on both sides of the road. The Joshua tree can grow as high as 40 feet, bearing cream-white blossoms at the ends of its angular arms. Mormon pioneers are credited with giving the plant its name because of its upstretched arms that could be taken to be in a praying position.

Rouse says the blooms probably won't come until late this month, because this was a dry winter. Some years, he said, the Joshua trees don't bloom at all.

The road is losing elevation and soon enters what Rouse calls "an ecological transition zone" where Joshua trees and plants typical of the lower, or Colorado, desert are intermixed on the landscape. At least 600 different species of plant life have been identified in the monument, ranging from the creosote bush that is typical of the low desert to juniper and pinyon pine, which grows between the 4,500- to 6,000-foot level in the western part of the monument.

"The highest part of the monument is the western part," Rouse says. "We're heading now toward the Pinto Basin, which is the southern part and the lowest."

Rouse stops at a back country use area, one of a number of such spots where people can register and then hike back into the wilderness. Hikes into the back country can be pleasant, says Rouse, but the hiker must take everything with him.

"There's no water, no firewood, nothing," he says. Even if such material as firewood were available, regulations prohibit taking or using any minerals or vegetation, or harming or disturbing wildlife. "It's not the kind of camping everybody would enjoy, but you can really get away from it all out there," Rouse says.

Back on the road, the Joshua trees become sparse. To the southeast, the lower desert is visible in the distance, a valley framed on both sides by mountains.

"Those are the Hexie Mountains," says Rouse, pointing to the mountains to the west. To the southeast are the Eagle Mountains. They look forbidding, but have a strange beauty that changes form and color as clouds come and go across the face of the sun.

"We're going down quite rapidly. We're losing the Joshua trees. The Joshua tree is the indicator of the high desert," says Rouse.

General vegetation also grows more sparse. "The lower you get the scarcer the moisture, and the more scattered and open the plant life," Rouse says.

Suddenly, however, an explosion of plant life—low desert type—appears on both sides of the road.

It's the cholla cactus garden, an area where this particular type of cactus grows in profusion. Rouse says there are actually two types of cholla at this location—teddybear cholla, "which looks soft," and holy cross cholla. A self-guiding nature trail gives information on the plants and animals of the area. For a dime, the visitor draws from a box a pamphlet which explains what he's seeing along the trail.

Rouse turns the car around and heads back north, to the Mojave desert part of the monument. After climbing to an elevation of 3,800 feet, he stops at White Tank campground, one of nine campgrounds in the monument and one of five where magnificent rock formations dominate the landscape.

The boulders are composed chiefly of quartz monzonite, he says, a rock similar to granite. Elsewhere in the monument dark Pinto gneiss forms many of the boulders and mountains. Many of the geological formations date back 800 million years, and the way they are cracked, split, sculpted, and strewn about the land is graphic evidence of the forces that shaped the area.

"You can get a completely different feeling in just a few seconds around these rocks," says Rouse, clambering over the massive boulders. One moment it was all open, the sky and horizon stretching infinitely in all directions. Then Rouse enters a small, enclosed part of the formation, and all of the outside world vanishes. It's just the walls of rock all around, and a sense of the ages that went into their making.

"See what I mean?" he whispers, and even the whisper seems loud in that silent place.

Back in the car, Rouse heads for one of the highest parts of the monument—Keys View, formerly Salton View, 5,185 feet. He explains it was renamed in honor of Bill Keys after the colorful prospector and rancher died in 1970.

Rouse points out the Jumbo Rocks campground, "the largest campground in the system," with 130 sites. As with all of the other established campgrounds in the monument (except at Cottonwood Spring, where there are flush toilets), it offers only minimal accommodations—tables, fireplaces, and pit type toilets. There is no water or fuel. The same conditions prevail at the two developed picnic sites in the monument and the numerous undeveloped picnic sites scattered throughout it.

Through Queen Valley, patches of snow begin to appear. The elevation is about 4,500 feet. "There's a type of flower in here known as the Mojave mound," Rouse says, "when it gets warmer it will turn quite red."

Farther along, past the Wonderland of Rocks, the most massive rock formation in the monument, and the Sheep Pass campground, other types of vegetation start to come into view.

They aren't the types one usually thinks of in connection with a desert. They are juniper trees, an evergreen, and pinyon pines. "You get almost an alpine feeling up here," says Rouse. It's cold and there's snow on the ground.

Other areas of the monument climb to nearly 6,000 feet and are therefore higher than Keys View, but the vista from that spot is unsurpassed.

Nearly a mile below is the sea-level floor of the Coachella Valley, flanked on the west by Mt. San Jacinto, towering 10,786 feet into the sky. Palm Springs nestles against the foot of the mountain, and farther to the south, partially hidden in mist, is Indio and the date groves that surround it.

"Sometimes you can see all the way into Mexico," says Rouse. "When it's clear."

Next stop is the Desert Queen Ranch, not strictly a part of the natural environment of the monument but a fitting part of it nonetheless. Located near an area known as Lost Horse Valley, the ranch was homesteaded in 1917 by Bill Keys. Keys survived where others had failed, eking out a living by mining and ranching, but taking advantage of the limited resources available and making the most of them.

"Some people have called this a magnificent junkpile," says Rouse as he walks among the remains of the ranch, which has now been declared eligible for the National Register of Historic Places. The property is an assortment of weather-beaten buildings and mining equipment that Keys invented and built himself. It is being preserved as it was at his death and the public can visit only during public tours guided by park rangers.

"People are fascinated by this place," Rouse says. "It doesn't sound like much when you're just talking about it, but when you actually see it that's something else."

Aside from the Desert Queen Ranch, though, the appeal of Joshua Tree National Monument is simply what nature has made. Unfortunately, not everybody appreciates this, Rouse laments.

"Motorcyclists invade the Pinto Basin in droves. Riding off established roads and trails is illegal in the monument, but for every cyclist you catch there are 100 you don't. They leave scars on the land that will last for years."

Another problem is people with spray paint cans, Rouse says. "They like to put their names on the rocks. They don't realize what a blight that is to the natural environment. It's an insult to anyone else who comes along."

The monument is there to be enjoyed, Rouse says, and the best way is to follow the advice given in one of the booklets about the area. It says:

"The joy is in the discovery! And if you observe, and do not disturb, the web remains complete for someone else to discover."



