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MULTIPLE-USE MANAGEMENT FOR NORTH CAROLINA'S
NATIONAL FORESTS

GOVERNMENT

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HEARING

BEFORE THE

SUBCOMMITTEE ON ENVIRONMENT, SOIL
CONSERVATION, AND FORESTRY

OF THE

COMMITTEE ON AGRICULTURE,
NUTRITION, AND FORESTRY

UNITED STATES SENATE

NINETY-SIXTH CONGRESS

SECOND SESSION

ON

S. 2861

A BILL TO DESIGNATE CERTAIN NATIONAL FOREST SYSTEM
LANDS IN THE STATE OF NORTH CAROLINA FOR INCLUSION
IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM,
TO RELEASE OTHER NATIONAL FOREST LANDS WITHIN THE
STATE OF NORTH CAROLINA FROM FURTHER CONSIDERA-
TION FOR WILDERNESS DESIGNATION, AND FOR OTHER
PURPOSES

AUGUST 5, 1980

Printed for the use of the
Committee on Agriculture, Nutrition, and Forestry



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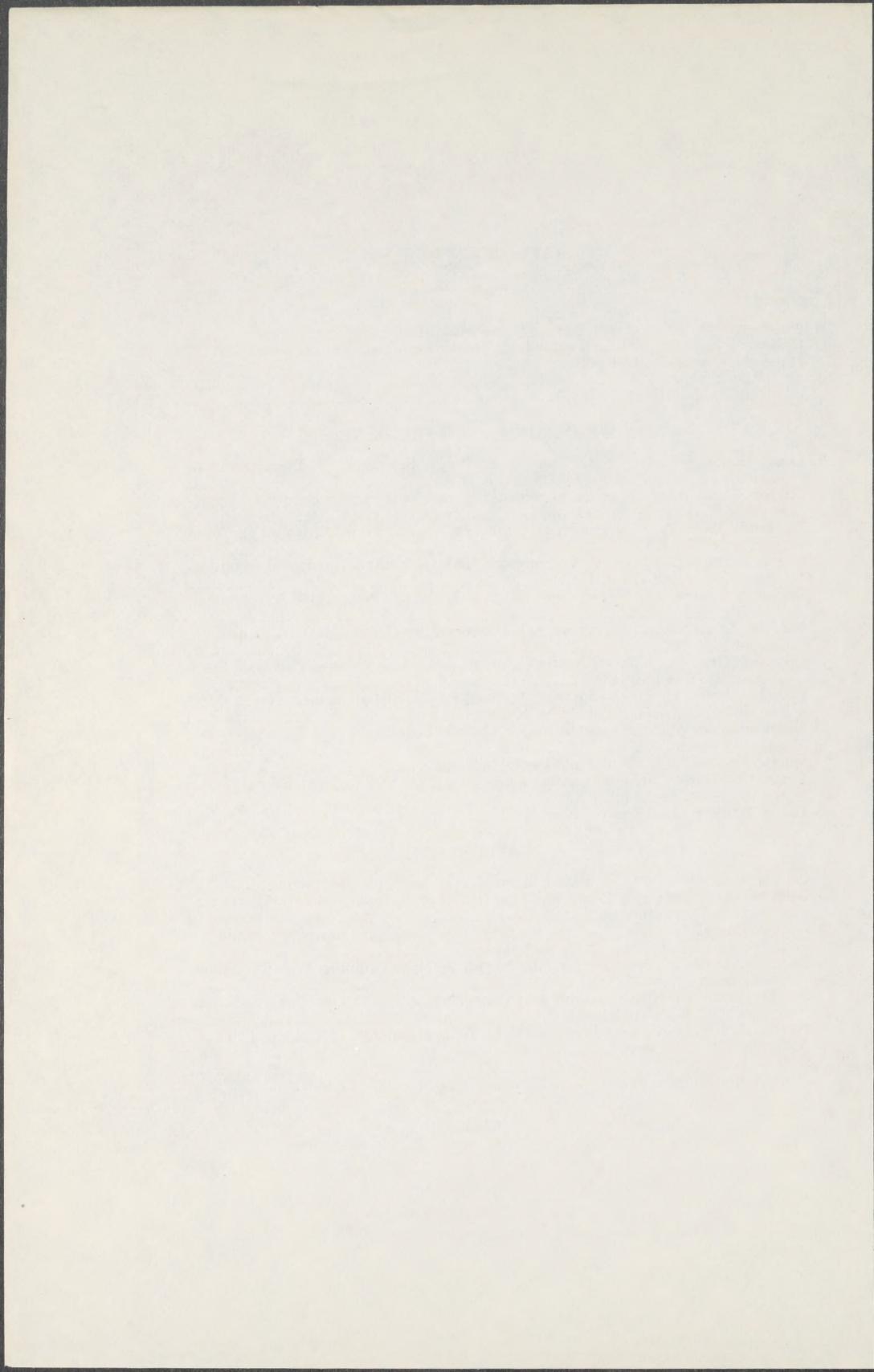
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MULTIPLE-USE MANAGEMENT FOR NORTH CAROLINA'S NATIONAL FORESTS

TUESDAY, AUGUST 5, 1980

U.S. SENATE,
SUBCOMMITTEE ON ENVIRONMENT,
SOIL CONSERVATION, AND FORESTRY OF THE
COMMITTEE ON AGRICULTURE, NUTRITION, AND FORESTRY,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:30 a.m., in room 324, Russell Senate Office Building, Hon. John Melcher (chairman of the subcommittee) presiding.

Present: Senators Melcher and Helms.

STATEMENT OF HON. JOHN MELCHER, A U.S. SENATOR FROM MONTANA

Senator MELCHER. This hearing has been called at the request of Senator Helms to consider a bill that he is sponsoring to create two wilderness areas on National Forest System lands in North Carolina. The bill would also release other national forest lands within the Senator's State from further consideration for wilderness designation.

Further, the bill reserves six areas within the North Carolina national forests for possible future wilderness consideration by the Congress.

Prior to 1974, there were very few wilderness areas created in the Eastern United States because of acreage and other limitations spelled out in the Wilderness Act. As a result, Congress enacted the Eastern Wilderness Act, which recognized that most of the eastern national forests had been cut over, farmed and intensively used prior to their designation as Federal reserves. Just in passing, that was my bill. We passed the original Eastern Wilderness Act and expect numerous additions, including the proposals you are making in this bill.

Several new wilderness areas have been created in the East as a result of that act. Several more have been recommended by the Department of Agriculture under the RARE II wilderness study.

Although the Department can make appropriate studies, and is required to do so by law, it is up to the Congress to create new wilderness areas.

Essentially, what this has meant is that following USDA recommendations, it has been up to each congressional delegation to come to some agreement on what is appropriate in their State. When there is agreement, wilderness creation is easy to accomplish. When there is not agreement, this can become a very sticky problem.

In order to get agreement from within a congressional delegation, consensus must be reached by a majority of the people within each State as to what may be appropriate.

And that is the reason for today's hearing, an effort to get some feeling about how the people of North Carolina feel about Senator Helms' bill.

Jesse, can you add to that?

**STATEMENT OF HON. JESSE HELMS, A U.S. SENATOR FROM
NORTH CAROLINA**

Senator HELMS. First of all, let me thank you for taking your time. We are all busy. I will not take up much time.

I have a prepared statement which I would ask unanimous consent to insert in the record.¹

Senator MELCHER. It will be made part of the record.

Senator HELMS. Thank you, Mr. Chairman.

Specifically this bill designates two areas in North Carolina as additions to the National Wilderness Preservation System, both of which were recommended by the Forest Service. It sets aside six additional areas for further consideration by Congress on the merits of their designation as wilderness. The remainder of the land in North Carolina under study in the RARE II process would be released for management under the multiple-use practices of the Forest Service established by law, as you know, by this Congress.

I am ready to proceed.

Senator MELCHER. Our first witness is Douglas Leisz, Associate Chief of the U.S. Forest Service, accompanied by Donald Girton.

**STATEMENT OF DOUGLAS R. LEISZ, ASSOCIATE CHIEF, U.S.
FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE, AC-
COMPANIED BY DONALD S. GIRTON**

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

I am pleased to have this opportunity to review with you the provisions of S. 2861 and discuss the relationship of this proposal to the House passed bill, H.R. 5341, that has been referred to this committee, and the administration's wilderness recommendations for the national forests in the State of North Carolina.

Before I deal with the specifics of the legislation before us, with your permission I would like to briefly set the stage with some background information regarding wilderness in the East.

WILDERNESS ALLOCATIONS IN THE EAST

The total land area in the 31 easternmost States is approximately 740 million acres. About 3.1 million acres of Federal land east of the 100th meridian are presently in the National Wilderness Preservation System. These 60 existing wildernesses are shown in the dark blue color on the large U.S. map before you. You will note there are few large wildernesses. Five areas, the Boundary Waters Canoe Area on the Superior National Forest in northern Minnesota, Isle Royale in Lake Superior, Shenandoah National Park in Virginia, Okefenokee National Wildlife Refuge in Georgia, and the

¹ See p. 39 for the prepared statement of Senator Helms.

Everglades National Park in Florida, represent 85 percent—2.6 million acres—of the wilderness acreage in the East. The remaining 55 areas are located in 25 of the 37 States east of the 100th meridian.

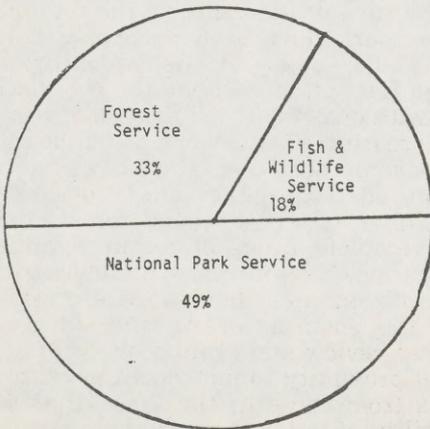
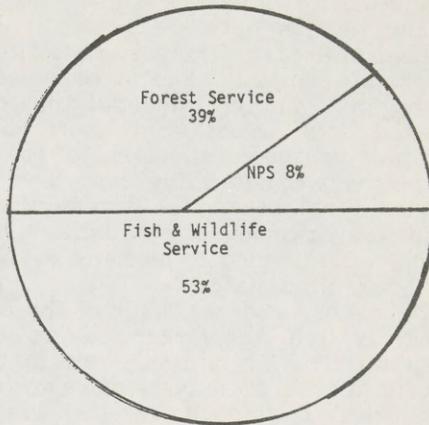
The Forest Service administers 23 wildernesses in the East, totaling approximately 1 million acres. The five National Park Service wildernesses total 1.5 million acres and the 32 wildernesses administered by the Fish and Wildlife Service total 539,000 acres. [See Chart 1.]

Chart 1

DESIGNATED WILDERNESS
East of the 100th Meridian as of
December 1, 1979

NUMBER OF AREAS

Forest Service	23
Fish & Wildlife Service	32
National Park Service	<u>5</u>
TOTAL	60



ACREAGE	Thousand Acres
Forest Service	1,036.4
Fish & Wildlife Service	538.5
National Park Service	<u>1,520.3</u>
TOTAL	3,095.2

RARE II IN THE EAST

Filing of the RARE II final environmental statement on January 4, 1979, climaxed a year and a half of intensive work to assess the values and determine the most appropriate use of over 62 million acres of National Forest System land. To summarize this effort:

Following passage of the Wilderness Act of 1964, which converted 9.1 million acres of Forest Service wilderness and wild areas to "statutory" wilderness, the Forest Service undertook the review of 5.4 million acres of primitive areas as mandated by the act. In 1971, as the primitive area reviews and reports to Congress were nearing completion, the Forest Service initiated a roadless area review and evaluation (RARE) to determine which National Forest System areas—in addition to the primitive areas—also should be committed to wilderness study. This original RARE effort focused on the western national forests; it did not identify a significant number of areas in the eastern national forests or in the national grasslands. Through land management planning, the Forest Service began to analyze in detail the potential of each of the areas selected for wilderness study. Early in 1977 it had become apparent that this piecemeal allocation of roadless areas probably was not the best way to determine their "best" use. At that time the Forest Service went back to the drawing board with a second, improved roadless area review and evaluation, immediately dubbed RARE II, which was intended to be more decisive and include areas in the Eastern United States.

The history and character of the eastern national forests differ markedly from the larger old growth forests west of the 100th meridian. The 24 million acres in the East amount to only 13 percent of the total National Forest System. On a map of the continental United States, the western forests appear as bold blocks of land overlying high mountain ranges, while the eastern forests seem to be flecks scattered across their half of the Nation.

Unlike the forests of the West, which were created from large areas of public domain before the turn of the century, the national forests of the East, for the most part, have been purchased from private landowners over the past 65 years. The unavailability of large tracts of public land in the East often necessitated the piecemeal purchase of land from private owners. This has resulted in a fragmented ownership pattern, creating a patchwork of public and private lands. Many of these lands had been abused, poorly protected, or ignored before being acquired. Today, the same lands have healed and been rejuvenated. These eastern national forests now provide a bountiful store of a complete range of resource values including wilderness and recreational resources. The increasing and frequently conflicting demands on these lands create a major challenge for management of the eastern forests and, in part, prompted the second roadless area review and evaluation.

While the land ownership and proximity to metropolitan centers distinguish most eastern forests from those in the West, the real difference is the limited availability of public land in the East and its importance to the 175 million people who live and work within a day's drive of an eastern national forest. Recognizing both the physical differences in the nature of the lands and their relation-

ship to other lands and population, we sought to modify our criteria for identifying roadless and undeveloped lands in the East.

We developed criteria for identifying roadless and undeveloped areas based on a specific review of the areas which Congress has included in the National Wilderness Preservation System since the passage of the 1964 act. Using this information, we formulated guidelines that our field people could use in determining if an area should be included in the inventory of roadless and developed lands. For example, the guidelines permitted one-half mile of improved road per 1,000 acres, provided the road was under Forest Service jurisdiction, and 20 percent of the area could have been harvested within the past 10 years.

Using these guidelines, 2.3 million acres of roadless and undeveloped lands were inventoried on the national forests in 23 Eastern States. While the majority of the roadless and undeveloped lands are in the West, 23 of the 38 States with RARE II lands are in the East.

RARE II RECOMMENDATIONS IN THE EAST

The President's wilderness recommendations include 73 new wildernesses, and 8 additions to existing wildernesses totaling 567,000 acres of National Forest System lands in 21 Eastern States. In 8 of these States, Indiana, Illinois, Louisiana, Michigan, Mississippi, Oklahoma, Pennsylvania, and Texas, the President's recommendation, if enacted, would be the first national forest wilderness in the State.

These wilderness proposals will more than double the number of wildernesses in the East and will provide additional ecosystem, landform and wildlife habitat representations within the wilderness system, thereby adding to the diversity of the system. The distribution and accessibility of roadless areas recommended for wilderness will increase the opportunity for a wilderness experience within a day's travel time for over one-half of the Nation's population. If our recommendations are adopted, virtually all of the citizens in the Eastern United States would be within a day's drive of a wilderness.

In developing the wilderness recommendations, emphasis was given to adding areas with the highest wilderness attributes, but some such areas were excluded because of their high resource potential. We sought to strike a balance between wilderness and commodity needs. We believe the administration's RARE II proposals reflect a reasonable balance among wilderness and other values. As I comment on the administration's recommendations and the two specific bills, I will describe in greater detail the characteristics of the proposals and the resources values involved.

ADMINISTRATION'S RECOMMENDATIONS IN NORTH CAROLINA

Now to the particular details of the administration's recommendations in North Carolina.

The administration's proposal in North Carolina includes seven new wildernesses totaling 49,850 acres and additions to four wildernesses totaling 14,560 acres.

Five areas are located in central and eastern North Carolina on the Uwharrie and Croatan National Forests.

The proposed Catfish Lake South, Pond Pine, Sheep Ridge, and Pocosin Wildernesses are located on the Croatan National Forest. These four areas comprise 25,860 acres of national forest lands. They are entirely within the Atlantic coastal plains, and located within 25 miles of the Atlantic Ocean. These areas are excellent representatives of the low and high Pocosin ecosystem and are valuable additions to the Nation's wilderness system.

The Pocosin ecosystem is characterized by dense, almost impenetrable, vegetation growing in soils which have a high water table with water standing on the surface during much of the year.

The proposed Birkhead Mountain Wilderness is located on the Uwharrie National Forest in the Piedmont of North Carolina. This 11,000 acre area is characterized by scenic rolling hills vegetated with a mixture of oak and pine cover types. Wildlife is diverse and abundant in the area, including whitetail deer, wild turkey, and many small game and nongame species.

The four wilderness additions are in western North Carolina and total 14,560 acres. The proposed 3,400-acre addition to the Linville Gorge Wilderness on the Pisgah National Forest is contiguous to both the north and south boundaries of the wilderness and provide vistas of the gorge with an old growth forested setting.

The proposed addition to the Shining Rock Wilderness is located on the high peaks immediately adjacent to the north and west boundaries of the existing wilderness. The proposal involves approximately 5,100 acres of the Pisgah National Forest.

Approximately 2,920 acres of the proposed additions to Ellicott Rock Wilderness are located in North Carolina and contain rugged topography of the southern Appalachian chain of the Blue Ridge Mountains. The area is of special botanical interest.

The proposed additions to the Joyce Kilmer-Slickrock Wilderness contain rugged mountainous country with forested slopes and hollows of the Great Smoky Mountain chain. This proposed area involves approximately 3,140 acres on the Nantahala National Forest in western North Carolina.

There are two new wildernesses proposed in western North Carolina. The 7,900-acre Middle Prong Wilderness on the Pisgah National Forest is a prominent scenic landmark along the Blue Ridge Parkway and contains very steep and rocky cliffs. The proposed 11,300-acre Southern Nantahala Wilderness is located on the Georgia-North Carolina border and is one of the most remote and rugged areas south of the Great Smokey Mountains. The North Carolina portion contains some of the highest ridges of the Blue Ridge of the southern Appalachians.

In summary, the administration's proposals meet the wilderness needs of the geographic areas with impressive quality, a minimum of resources conflicts, and little controversy. The areas provide valuable additions to the National Wilderness Preservation System.

H.R. 5341, as passed by the House, would designate 20 new wildernesses and one wilderness addition in the States of Mississippi, Missouri, Florida, Louisiana, and eastern North and South Carolina—totaling approximately 130,000 acres.

H.R. 5341 includes four areas located in eastern North Carolina on the Croatan National Forest totaling 25,860 acres. They are the proposed Pocosin, Sheep Ridge, Catfish Lake South, and Pond Pine

Wilderness. For these areas, H.R. 5341 and the President's recommendation are identical.

The two wilderness proposals included in S. 2861 are identical to the administration's recommendations. They are the proposed 11,000-acre Pocosin Wilderness on the Croatan National Forest and the proposed 4,790-acre Birkhead Mountains Wilderness on Uwharrie National Forest. We suggest the acreage for Birkhead Mountains referenced in S. 2861 be changed to 4,790 acres, rather than 5,759 acres which includes lands other than National Forest System lands within the proposed wilderness.

S. 2861 directs that six areas in North Carolina, totaling approximately 14,405 acres, be managed to protect their wilderness qualities until January 1, 1983, to permit further congressional consideration. Four of these areas are identical to the administration's wilderness recommendations and two are identical to areas identified for further planning. Under present policy we protect the wilderness suitability of all areas recommended for wilderness designation and areas identified for further planning. Rather than delay action on these areas, we urge that all of the administration's remaining nine wilderness recommendations be included in this legislation and recommend section 4 be deleted from the bill.

The language proposed in section 3 seeks to resolve the status of roadless and undeveloped areas within the National Forest System lands in North Carolina; this of course was a prime objective for undertaking RARE II. We continue to believe that we have sufficient authority under existing laws to manage areas allocated to nonwilderness uses. However, if the committee determines that sufficiency language should be included in the North Carolina legislation, we would prefer in that case that section 3 be modified to more closely parallel the language proposed for the Colorado wilderness legislation that last week was reported by the Senate Energy and Natural Resources committee and also included in the proposed California wilderness legislation that was recently reported by the House Interior Committee. We understand that this language represents general agreement among the various groups interested in RARE II wilderness legislation. We would be happy to provide the committee with a copy of the language modified for possible use in the North Carolina wilderness legislation.

I do have a copy of that with me, Mr. Chairman, if you would like to have that.

Senator MELCHER. I would like to look at it again, Doug. We will make it part of the record because it is something that the committee reported out. I think we are going to do this. It has some merit.

[The following information was received by the committee:]

SEC. — (a) The Congress finds that—

- (1) the Department of Agriculture has completed the second roadless area review and evaluation program (RARE II);
 - (2) the Congress has made its own review and examination of national forest roadless areas in North Carolina and of the environmental impacts associated with alternative allocations of such areas.
- (b) On the basis of such review, the Congress hereby determines and directs that—
- (1) without passing on the question of the legal and factual sufficiency of the RARE II Final Environmental Statement (dated January 1979) with respect to national forest lands in states other than North Carolina, such statement shall not be subject to judicial review with respect to National Forest System lands in the State of North Carolina;

(2) with respect to the National Forest System lands in the State of North Carolina which were reviewed by the Department of Agriculture in the second roadless area review and evaluation (RARE II), except those lands remaining in further planning upon enactment of this Act or areas listed in Section 2, that review and evaluation shall be deemed for the purposes of the initial land management plans required for such lands by the Forest and Rangeland Renewable Resources Planning Act of 1974 as amended by the National Forest Management Act of 1976 to be an adequate consideration of the suitability of such lands for inclusion in the National Wilderness Preservation System and the Department of Agriculture shall not be required to review the wilderness option prior to the revision of the initial plans and in no case prior to the date established by law for completion of the initial planning cycle;

(3) areas reviewed in such Final Environmental Statement and not designated as wilderness or remaining in further planning upon enactment of this Act need not be managed for the purpose of protecting their suitability for wilderness designation pending revision of the initial plans; and

(4) unless expressly authorized by Congress the Department of Agriculture shall not conduct any further statewide roadless area review and evaluation of National Forest System lands in the State of North Carolina for the purpose of determining their suitability for inclusion in the National Wilderness Preservation System.

Mr. LEISZ. In conclusion, I want to emphasize that the President's wilderness recommendations regarding RARE II are unchanged from his May 2, 1979, transmittal to Congress. We urge the subcommittee to adopt those recommendations.

Mr. Chairman, this completes my statement. I would be happy to respond to your questions.

Senator MELCHER. I do not know what that last comment means, that the President has not changed his recommendations since May 1979. What does that have to do with it?

Mr. LEISZ. We do have other areas in North Carolina that are not included in the bill that are still recommended by the administration for wilderness.

Senator MELCHER. I see. The House passed bill contains a series of them that you had recommended but not necessarily all of them?

Mr. LEISZ. Yes.

Senator MELCHER. What is the hassle about? You say there has not been much hassle but was not there a demonstration down there in North Carolina? One of the four supervisors was picketed and sort of politely threatened.

Mr. LEISZ. There is very high interest in some of these areas.

Senator MELCHER. Could that be interpreted as meaning halfway mad?

Mr. LEISZ. I think there is a lot of very keen feeling that goes into concerns on both sides of the issue. I really expect that the Nation over time is going to be faced with more and more of that. We are beginning to recognize that our resources are limited. We have to use them very carefully and we cannot meet all of the needs of each group of society that expresses interest. So we get very high feelings about it. We do understand that and we try to receive that with a minimum of heat. But things do get worked up at times.

Senator MELCHER. First of all, I hope you are wrong, that this ill feeling does not increase.

On this release language, I believe your solicitor worked out that language.

Mr. LEISZ. We had some input, but I can assure you that there were many parties involved in developing that language.

Senator MELCHER. First of all, the release language has been brought into focus, has it not, because of that California court case that tied up more than 40 areas and said the Forest Service could not pursue, under their normal planning practices, the management of those specific areas? Is that not correct?

Mr. LEISZ. That is correct. We were stopped by the court from proceeding with action on 46 nonwilderness areas.

Senator MELCHER. And that case was brought by whom, a group, a combination, a coalition, or an individual or what?

Mr. LEISZ. It was joined by some other groups but it was principally brought by the State of California, the resources agency of the State of California.

Senator MELCHER. And it was joined by some other group?

Mr. LEISZ. Yes.

Senator MELCHER. In effect, they won their case?

Mr. LEISZ. Yes. We have not acceded to that point yet because we have appealed the case. We have filed an appeal.

Senator MELCHER. When did you do that?

Mr. LEISZ. We filed the formal appeal just the first part of the summer, I think early in July.

Senator MELCHER. Had you given notice, had the Department given notice that they are going to appeal?

Mr. LEISZ. Yes.

Senator MELCHER. At what time?

Mr. LEISZ. Early in the spring.

Senator MELCHER. Like April?

Mr. LEISZ. Yes.

Senator MELCHER. Now it is under appeal. When will it be heard?

Mr. LEISZ. We are not certain of that. The ninth circuit has quite a backlog of cases and this is part—part of the dilemma remains unresolved so long as that appeal is pending and not acted upon.

Senator MELCHER. My judgment at the time was that if these court cases were pursued in other States, there would be a whole rash of such release-type language being legislated to prevent that from happening in other States. Now it has not happened in any other State, has it? Has a similar court case been brought?

Mr. LEISZ. No, it has not.

Senator MELCHER. I have three general questions that I want to understand as it pertains to these proposals for additions to the National Wilderness System in the East, east of the 100th meridian.

First, what happens on class I air? I am not clear in my own mind whether the existing wilderness areas that are there, whether that triggers a class I air designation.

Mr. LEISZ. We do have that situation in other parts of the country now, where the air shed does not meet class I air standards.

Senator MELCHER. Is this class I area?

Mr. LEISZ. I do not know.

Senator MELCHER. I do not think so. Is it, Jesse?

Senator HELMS. I do not know.

Senator MELCHER. I was shocked that my hometown that I thought had the best air had class II.

Mr. GIRTON. All of the wildernesses designated after the date of the Clean Air Act Amendment of 1977 would be class II.

Senator MELCHER. So we are not hung up on the quality of the air no matter what we do about the wilderness designation.

Mr. LEISZ. I think that is correct but I would like to check that further. The enclosed information regarding the Clean Air Act confirms this point.

[The following information was received by the committee:]

CLEAN AIR ACT AMENDMENTS OF 1977

PART C—PREVENTION OF SIGNIFICANT DETERIORATION OF AIR QUALITY

Plan requirements (sec. 161).—This Section requires that each applicable implementation plan contain emission limitations and other measures that may be necessary to present significant deterioration of air quality in each region or part of a region identified as a result of Section 107.

Initial classifications (sec. 162).—All international parks, Wildernesses, and National Memorial Parks which exceed 5,000 acres in size and National Parks which exceed 6,000 acres in existence on August 7, 1977, and all areas redesignated Class I under regulations promulgated before this date are designated Class I, and may not be redesignated.

Area redesignation (sec. 164).—Units of Federally owned lands falling into the following categories and that are over 10,000 acres in size are designated Class II. They can be redesignated as Class I.

National Monuments.

National Primitive Areas.

National Preserves.

National Recreation Areas.

National Wildlife Refuges.

National Lakeshores.

National Seashores.

National Parks and Wildernesses established after August 7, 1977, and exceeding 10,000 acres, may only be redesignated Class I or Class II.

Any other area (not listed above or in Section 162) may be redesignated Class III by the State if it is approved by the Governor and if it will not cause allowable concentrations in other classified areas to be exceeded.

If any redesignation includes Federal lands, the State must notify the Federal land manager in writing prior to the redesignation. The Federal land manager has 60 days after notification to submit written comments and recommendations.

This Section also requires the Federal land manager to review all National Monuments, Primitive Areas, and National Preserves. By August 7, 1978, he is required to recommend to the Congress and the affected States those areas that are appropriate for Class I designation. Before making these recommendations, the Federal land manager must consult with the appropriate States.

Senator MELCHER. Second, as I understand from your testimony, there can be improved roads in these proposed wilderness areas up to one-half mile per 1,000 acres.

Mr. LEISZ. I am not sure.

Senator MELCHER. It is in your testimony.

Mr. GIRTON. Senator, that refers to the RARE II criteria that was used in the Eastern United States recognizing that the East is a little different from the West.

Senator MELCHER. I understand that. But my question is—

Mr. LEISZ. How many of these—

Senator MELCHER. Yes. As I read your testimony, it can be up to one-half mile per 1,000 acres which means that 15,000-acre proposal can have 7½ miles of improved roads. Is that correct?

Mr. LEISZ. That was the inventory criteria.

Senator MELCHER. What happens to that 7½ miles of improved road, assuming that it is there?

Mr. LEISZ. Well, if the areas are brought into wilderness, the use of those roads would be terminated.

Senator MELCHER. They would not be used?

Mr. LEISZ. No, only for trail purposes or if—

Senator MELCHER. When you say trail purposes, you mean on foot or horseback?

Mr. LEISZ. Yes.

Senator MELCHER. Not by vehicle?

Mr. LEISZ. Not by vehicle.

Senator MELCHER. Or motorcycles?

Mr. LEISZ. That is correct.

Senator MELCHER. My third question is a very general one.

As I said earlier, the Eastern Wilderness Act was my bill and I am for it. I am still for it. But in effect, could you not do everything you want to do without wilderness designation, to preserve and maintain what is there right now?

Mr. LEISZ. If the land management planning direction that we adopted for any area identified all the wilderness values, we would I think still proceed to request that it be formally designated.

Senator MELCHER. I agree with that.

Mr. LEISZ. However, there are other situations where we are planning to continue a plan of activity in an area that essentially keeps it unroaded and because the characteristics of the area are in that direction, would not suggest that wilderness classification is necessary.

So we will have some areas that will be roaded, primarily for recreation activities and for wildlife resources. I think they will remain unroaded and similar in character to some of the eastern wildernesses.

Senator MELCHER. But in those particular areas, you would not recommend them for wilderness but you would not permit timber harvesting or other types of activities. It would be very, very selective.

Mr. LEISZ. Right.

Senator MELCHER. I approve of that very much. I also approve of statutory wilderness for some of these areas where it is obvious that that is by far the best use. I just do not want to get hung up that the only way to prevent somebody from chopping down trees en masse is to designate a wilderness, because I think you have plenty of authority to allow you something else in wilderness but very much of a control-type development. You might allow some vehicles in a limited way or limited trails.

Mr. LEISZ. We have a number of areas where we actually can and do enhance the creation and wildlife value by timber management activities.

Senator MELCHER. I understand. You already mentioned some whitetail deer and some turkey and as I understand whitetail deer and turkey, they need clearance of timber in some areas if they are going to be able to survive there and multiply there. We have some whitetail deer now in the Yellowstone river basin. They come up and graze and nibble around in our yard, nibble around on the plants and we also have some wild turkeys. I do not know whether

they are native to eastern Montana or not. But we are making them native to eastern Montana. But they do not multiply in a real heavily timbered area. It has to be sparse. That has been my experience, anyway, in viewing where these wild turkey flocks increase.

Do you call them flocks if they are wild? I guess not.

Mr. LEISZ. You could. In fact, I have seen some in the East that are in groups and we have worked to create openings, particularly with State game commissions, to improve habitats.

Senator MELCHER. Thank you very much.

Now, Senator Helms, I know you are busy too. I am going to leave you now.

Senator HELMS [presiding]. Doug, where are you from?

Mr. LEISZ. From California.

Senator HELMS. His son is one of my constituents. The next generation is getting better and better.

My son is a forester and he can tell you very often the best thing to do sometimes is to take wilderness, as you and John were talking about the multiplication of the wildlife and the forest fires and various other things.

Let me see if I understand your testimony. You are suggesting additional nine wilderness areas and you are also suggesting that the release language in my bill be weakened. Is that essentially it?

Mr. LEISZ. That is correct with regard to the areas. We ask that the bill actually come up to the President's recommendation by adding those additional areas. I do not think we are suggesting a weakening of the language. We are trying to get a consistency among the various bills going through Congress so that we will have a sufficiency or release language that is similar in all of these bills. That would be our preference so we do not end up with different conditions in different areas.

Senator HELMS. Let us suppose that these changes or modifications suggested by you are not made. Would the administration support this bill or would it oppose it?

Mr. LEISZ. We would certainly support the areas that are consistent with the administration's bill. And that includes the study areas as well as the two designated wilderness areas.

Senator HELMS. Let me be a little more definitive.

Suppose this subcommittee recommended to the full committee that this bill be approved and the bill were reported out to the Senate, put on the calendar and called up. What would the administration do?

Mr. LEISZ. I am not certain at this point. They prefer the position—

Senator HELMS. I understand that.

Mr. LEISZ. I am really unable to answer that. The reason I say that, there have been some changes in the other bills that have come through, like the Idaho bill. The President went ahead and signed that bill with those changes. I think there is a recognition that it is the option of Congress to make the final decision.

Senator HELMS. I understand that. I wonder if you are firm in your opposition or firm in your support or ambivalent?

Mr. LEISZ. We much prefer the President's recommendation.

Senator HELMS. I understand that. But the reality of life is that some bill is going to be reported out of here and some bill will be called up on the floor of the Senate, whether it be this year or next year. Then you have to fish or cut bait.

Mr. LEISZ. Yes.

Senator HELMS. I guess I want to know if you have an opinion as to what the administration's posture on this bill if it should be reported to the Senate as is would be.

Would you say it is generally acceptable, that you could compromise some of these nine areas, or do you just not know?

Mr. LEISZ. I do not know. My indications are to stand firm on the recommendations of the President.

Senator HELMS. I confess that I do not understand quite what the administration's posture is on the release language. What I am trying to establish, I guess, is the administration's minimum objective for both release language and acreage requirements for acreage in the wilderness of North Carolina. Can you be a little more precise?

Mr. LEISZ. I think I can. Over some months we have had discussions with the Congress about sufficiency and release language and after weeks of negotiations which involved members of the House Interior Committee, both the majority and minority, and the Public Lands Subcommittee and the preservationists and industry groups, the Senate Energy and Natural Resources Committee adopted the language and they did this without dissent, on the Colorado wilderness. They had the consent of both Senators Hart and Armstrong. That brought together a combination of release language stating Congress has looked at the areas and that those areas not identified for wilderness or further planning are available and in fact were directed to go ahead with the other multiple uses. In addition, there is a finding regarding sufficiency of the RARE II process, which I think is the hope, that it would be no longer taken before a court for determination.

That language is directed to do away with the court challenges—similar to the California action that was brought on the California RARE lands.

Senator HELMS. Everybody to his own preferences, as the lady said when she kissed the cow.

But as I look at our language—I know it was intended to conclude the RARE process. Do you agree that it is rather tightly drawn?

Mr. LEISZ. Yes, it seems to me to be. I think another provision that is now in the Colorado bill, is that there will not be a RARE III. That is part of the interest in resolving the review process. I think at this point our concern is that the best language possible be found and be incorporated in bills with consistency so that we have a rather thorough understanding of the course that we are expected to follow.

Senator HELMS. You agree that wilderness in any state is what Congress says it is?

Mr. LEISZ. Yes, I do.

Senator HELMS. We did our best to get some competent drafters to preclude any court challenges. The point is we are trying to get—to try to provide a sound, balanced forestry management in

North Carolina and get all of this behind us. I kind of resent the declaration that those of us trying to get this done are somewhat antienvironmentalists.

I had some years ago a self-declared environmentalist group before this committee, about seven of them. They were lined up and they were going to lecture Congress about how bad we were when we tried to get something going. I asked each one of them how many trees they had set out. How many trees do you reckon the seven had set out?

They had not set out a single tree. Yet they are lecturing the American people and the Congress as to what to do. We have to have some balance and I think this bill achieves that.

We have a vote on. I have several questions. I may, if I could, file these in writing and you could give us a response to them.

There was one thing in your prepared text. You said release language reported in two other State bills "represents general agreement among the various groups interested in RARE II wilderness designation."

Who are those various groups?

Mr. LEISZ. Well, we worked with the House Interior Committee, both the majority and the minority side. We had various preservation, conservation interests and we had the industry involved and the Public Lands Subcommittee as well. I would not want to say that everyone ended up being completely satisfied with the words in there, but they all had input and a chance to express their concerns and I think there was general concurrence with some reservation, but that is what seems to happen when you get so many folks together.

Senator HELMS. On an emotional issue like this, some people will think you are too strong and some will think you are too weak, just not right.

Mr. LEISZ. That is where we found ourselves lately.

Senator HELMS. Now I will say to the other witnesses, I will go over and cast my vote and be right back.

[A brief recess was taken.]

Senator HELMS. The subcommittee will come to order.

The Chair apologizes to all concerned for the delay. Hopefully we will not have another vote any time soon.

The next person to appear is Anne Taylor, director of the office of regulatory relations, North Carolina Department of Natural Resources and Community Development. You may proceed.

If you want to put your entire statement in the record and summarize it, or however you wish to proceed is fine.

STATEMENT OF ANNE TAYLOR, DIRECTOR, OFFICE OF REGULATORY RELATIONS, NORTH CAROLINA DEPARTMENT OF NATURAL RESOURCES AND COMMUNITY DEVELOPMENT, RALEIGH, N.C.

Ms. TAYLOR. If it suits you all right, I will go over my prepared testimony.

Mr. Chairman and members of the committee, my name is Anne Taylor. I am director of the office of regulatory relations in the department of natural resources and community development. I

have been asked to appear before you to present the State of North Carolina's position on wilderness proposals in North Carolina.

The State of North Carolina formulated a position paper on areas eligible for wilderness designation on August 31, 1978, in response to the U.S. Forest Service RARE II draft environmental impact statement. The State's position was reconfirmed on March 15, 1979, in response to the final environmental impact statement under NEPA.

The procedure used to reach the formal State position on eligible wilderness areas in North Carolina is an extensive and thorough process well established in State government for the purpose of comprehensive review.

Because the credibility of the position formulated by the State depends to some degree on your knowledge of how that position was reached, and because States do not necessarily use similar procedures, I would like to take a minute to describe how North Carolina reached its stated position.

The draft environmental impact statement on RARE II was received by the North Carolina State Clearinghouse in the department of administration on July 6, 1978.

Copies of the document were then forwarded to appointed clearinghouse contacts in appropriate departments of State government. In the instance of RARE II, the draft environmental impact statement was sent by the clearinghouse to:

Department of agriculture; department of natural resources and community development; department of cultural resources, department of transportation; department of commerce; department of human resources.

Each department has a contact person responsible for review of the document for impacts within that department's total area of interest.

As an example, the department of natural resources and community development's document was received by the environmental assessment section. For comprehensive review within the department of natural resources and community development, every division and program and all field offices have a staff member responsible for review of each document for impacts upon their program area, or subinterests, within the overall mission of the department. In the instance of the RARE II draft EIS, the document was reviewed within the department of natural resources and community development by:

Wilmington regional office; Asheville regional office; division of wildlife resources; division of land resources; division of forest resources; division of parks and recreation.

And all comments were returned to the environmental assessment section where these comments were consolidated into a departmental position.

Under routine procedure, conflicts in positions or comments submitted within the department are resolved through meetings with all interested divisions so that consensus on the departmental position is reached. A series of meetings were required on the department of natural resources and community development's RARE II position. Each department's position was then submitted back to the central clearinghouse in the department of administration

where the formal State position is drafted. Here again, should there be conflicts in departmental positions, resolution meetings are conducted and consensus is reached.

The same procedure was followed upon receipt of the RARE II final environmental impact statement.

We strive to maintain the integrity of this consensus position, and when we learned that members of the North Carolina delegation had received one position paper from one division of State government, which was used in reaching the consensus position, we then forwarded most of our working papers to the delegation for a better balance.

In addition to the thorough review by professionals from the broadest possible range of expertise and interest, the State was kept informed of all expressions of citizen interest—which was significant. The State's response to telephone calls, letters or petitions in this instance was to encourage their active participation in decisionmaking through the National Environmental Policy Act process being conducted by the U.S. Forest Service.

We have taken our allotted time before you to reflect upon our active participation in what we recognize to be a lengthy and rocky road to resolving the wilderness designation question. I have attached the position North Carolina took in 1978 and confirmed in 1979.

We are confident that a thorough review by all interested publics will ultimately result in the most comprehensive approach to North Carolina's wilderness future.

All of us would like to have this issue behind us. North Carolina looks forward to continuing to work with our congressional delegation on this matter.

I appreciate the opportunity to appear before you and present the State's position.

Senator HELMS. We appreciate your coming. I guess it would be fair to say that Governor Hunt and the administration favor the addition of the areas that you mentioned in the National Wilderness Preservation System. In other words, the Governor and the administration, through you, are saying to this subcommittee that we are for more wilderness than it provides for in S. 2861.

Is that a fair statement?

Ms. TAYLOR. The position of the State of North Carolina was developed by staff and recommended to the Governor, I believe, without a careful analysis, it is fair to say there would be more wilderness areas in the State's position.

Senator HELMS. I will say to you, Ma'am, that we have received recommendations from several agencies within the State government. Ours, and most of them, I will say to you candidly, recommended fewer wilderness areas than did, or does, Governor Hunt and the administration and I am a little bit puzzled because of the apparent conflict as to which agencies have the more clout with the administration. We dealt asopenhandedly as we could on this question because, as you say, we want to get this behind us. It is not the kind of thing I enjoy.

Let me ask you this: Suppose S. 2861 is reported out of the full committee as is, would Governor Hunt and the administration support it or oppose it?

Ms. TAYLOR. I could not answer that now. We have not taken a position on the bill. The position developed in 1978 and 1979 is the position that North Carolina has at this point.

Senator HELMS. I am reminded, or it is suggested, that I make the point that this bill does reflect the thinking of the North Carolina delegation. We have worked with the delegation. The specific acreages, as a matter of fact, were carefully worked out with the members of the North Carolina delegation. The wording of section 4, for instance, was included to please Congressman Gudger. I do not understand why the State would come forth with a year-old recommendation that is so general that it does not address itself to the bill under consideration.

This is not to imply criticism of you, nor should you infer it. But I am a little puzzled by the lack of position as to what we are discussing here today.

But I do thank you for coming.

The next witnesses are Mr. James Gundy, executive vice president of the Appalachian Hardwood Manufacturers, and Mr. William Banks, vice president of the Southern Appalachian Multiple-Use Council.

STATEMENT OF WILLIAM A. BANKS, VICE PRESIDENT, SOUTHERN APPALACHIAN MULTIPLE-USE COUNCIL, BURNSVILLE, N.C.

Mr. BANKS. My name is Bill Banks. I am vice president of the Southern Appalachian Multiple-Use Council, headquartered in western North Carolina.

I am sure that you are well versed in statistics and that sort of thing. I would like to discuss, if I could, just for a moment, the philosophy of our membership and possibly to relate it or parallel it, so to speak, with the philosophy of those who might propose or oppose the Wilderness Act.

We have some 15 members in western North Carolina that employ several hundred people and own several thousand acres of land. Each of our members operate on the philosophy of multiple use. We feel that the land can be managed, that the land can be used and not abused and that is what we try to do with it. I feel like that this particular situation closely parallels what other people want with our public lands.

But the question is how do we achieve it, how do we go to it? The Forest Service has been doing, in my opinion, a very, very good job of multiple use of the public lands, certainly up until about 1975 or in that general area when the Monongahela issue and other issues became very prevalent and, of course, followed by RARE II. At that point, it seems to me they have sort of reached a state of confusion as to what to do from there.

The reason I say parallel, I do not think there is a member of our organization that does not have the same sense of feel or touch or smell or love for the silence and the comfort of the deep forest. I do not think I have ever felt closer to God than I have on the mountain top. To do so I do not feel that I have to be surrounded by thousands of open acres. I guess I do it in a little more comfort to think that there may not be an aged tree falling on top of my head.

Nonetheless, I think this is the issue at hand. This is what we are trying to reach. I know that we need to get away from the point of confusion and fear that the Forest Service has reached at this time. I criticize them at times, but I certainly sympathize with them because we are each trying to pull in opposite directions and to do their job is very difficult under the circumstances.

The chairman said earlier, made reference to cutting, mass cutting of trees. I think really that a tree—the tree is the gut issue here. The cutting of a tree would take a primary stance in this question, in your bill, in RARE II itself. I think what we should all be aware of—many of us have a feeling that a tree is perpetual. That is not true. It will meet its demise either by fire or by disease or by the proper management and harvesting of man. The wildlife, the water, the air, everything else sort of takes a back seat really to this one particular issue. I think we should address that with an open mind and we should take the position that this is one of the rare opportunities for mankind to be able to more or less have his cake and eat it, too.

Senator HELMS. Thank you.

STATEMENT OF JAMES L. GUNDY, EXECUTIVE VICE PRESIDENT, APPALACHIAN HARDWOOD MANUFACTURERS, INC., HIGH POINT, N.C.

Mr. GUNDY. My name is James Gundy. I am executive vice president of the Appalachian Hardwood Manufacturers, a trade association of lumbermen in 10 States.¹

I appreciate the opportunity to present our views on wilderness in North Carolina.

Our members favor the passage of S. 2861 as written without amendment. We are especially interested in putting this issue behind us. I think everyone is interested in that.

The release language is imperative. We have gone through two RARE studies and we do not need a third one.

I heard the Assistant Chief of the Forest Service say there was some feeling in western North Carolina. If he had been at those hearings as I was, he would have seen the public, not just lumbermen but people who want to drive their motorcycles and off-road vehicles, the hunters and the people who enjoy nature, that were overwhelmingly opposed to additional wilderness in North Carolina.

I think Congressman Gudger's view reflects his constituents feeling about that. Anyone who has any doubt about that, that what the people in the 11th District feel should talk to Mr. Gudger.

Senator HELMS. I have to go vote. If you will bear with me, I will be right back.

[A brief recess was taken.]

Senator HELMS. The subcommittee will come to order.

I am sorry I interrupted you.

Mr. GUNDY. We appreciate the fact that you took into consideration the feeling of the entire delegation of North Carolina when you drafted this bill. The provisions of the bill parallel what we feel. Most importantly, that we do have wilderness in North Carolina in moderate amounts and that we end the RARE II process. We

¹See p. 40 for the prepared statements of Mr. Gundy.

think that wilderness is all right if people know what it is. We think by far the best way to assure the benefit is to have multiple-use management. The one sure way to ensure the long-term health of the forest is multiple-use management we feel.

Wilderness, on the other hand, is a single-use management concept and I do not think it is necessarily in the best interest of the forest or the people at stake.

Until now, I have not mentioned the loss of jobs, tax base or the materials we forfeit when these large areas of acreages are assigned to wilderness. But in western North Carolina, there would be a severe impact if those huge acreages that have been considered for wilderness and for further study were not managed for multiple use. We have the great Smokey Mountain National Park. We have wilderness already in place. We have those acreages that you have outlined in your bill plus the acreages that are administratively managed by forest supervisor of the National Forest Service of North Carolina.

In addition to all those things, there are energy resources, minerals, and natural gases that we feel should be explored and we should take every opportunity to find answers to the energy problem in our own State. I think it is important that we leave some of those lands available for that exploration. What a lot of people do not understand about wilderness, especially in western Carolina is that every acre they are proposing has been harvested in the past, sometimes in the early days by clear cutting where the folks came in and cut it and got out. It was poor practice at the time but now they have come back in beautiful ways. They can be collectively cut, managed for multiple-use management. We can have our forest and use them and have them forever if we manage them wisely.

We strongly urge the committee to report S. 2861 without amendment.

We very much appreciate the opportunity to testify.

Senator HELMS. Thank you very much.

Obviously, your connection with the Appalachian Hardwood Manufacturers would indicate your recognition of the need for resources.

Now was not it a little bit of a compromise for you to endorse this bill? Is it not in fact a compromise piece of legislation between the two sides?

Mr. GUNDY. Yes, sir, that is why we are in favor.

Senator HELMS. That is the reason I would say that the entire delegation feel that way.

Let me talk about Burnsville, N.C., just for a moment. It has been right in the heart of the RARE II controversy since its beginning. There has been a lot of lobbying done in western North Carolina to gain support for wilderness.

Now, could you describe the response of the citizens of your area to this lobbying?

Mr. BANKS. In the Burnsville area, sir, we have had two recent occasions which pointed in this direction. One was the idea of the Mount Mitchell State Park and, of course, falling close on the tail of it was the RARE II issue. There had been very strong feeling among seemingly 100 percent of the people. I am sure there have

been others, but the majority of the people have felt that the situation is being handled well, that the area is in fact managed and that nothing further should be done. They have been quite open in their expression of that view. It has taken place, I think, all the way further west.

Senator HELMS. That has been our experience. We have had many contacts from both sides. We try to meet an accommodation with both. I do not pretend that this bill is 100 percent either way. Of course, it is not. But we are going to recognize the needs of the people in that area. We have to do more than just declare the whole area wilderness. It has minerals and lumber, and all the rest. I do not want to be close minded on the issue, but I do not see why the virtues of Forest Service management are not recognized. I do not think that anyone ought to go all the way with industry. I do not think we ought to go all the other way. I think we ought to have a balance. This is the intent of this piece of legislation, S. 2861, and I believe that eventually the Forest Service and the administration, regardless of whose preference, are going to recognize that this is what this piece of legislation is all about.

I do not have any disrespect for those who feel very strongly the other way, but I just hope that they will be able to explain to me why we cannot have a balance for the benefit of all.

I thank you gentlemen for coming here.

Now Congressman Gudger has written asking that a statement be printed in the record.¹ I ask that that be included in the record prior to the testimony by the witnesses.

We welcome next Mr. James Dockery of the Sierra Club and Mr. John Runkle of the Conservation Council of North Carolina, if they will come forward.

You may proceed with your statement. If you prefer to have your statements printed in the record in their entirety, it will be done. In either case, you may summarize or elaborate or however you wish.

**STATEMENT OF JAMES S. DOCKERY, JR., SIERRA CLUB,
JOSEPH LeCONTE CHAPTER, WINSTON-SALEM, N.C.**

Mr. DOCKERY. It is an honor to appear before the committee and express my views and the views of the Sierra Club chapter in North Carolina that I am representing here today.

I have prepared testimony and in deference to your time, I will attempt to summarize some of the highlights.²

Senator HELMS. The record will contain the entire text.

Mr. DOCKERY. If I could say at the outset, I am a practicing attorney in Winston Salem. I have lived in North Carolina all my life. I was educated there and I am interested in the mountain regions, especially of North Carolina, which I use a great deal for hunting and fishing and also I like to camp and hike and photograph the flowers and enjoy the natural resources there.

Senator, I regret to say at the outset that I and the chapter are opposed to this bill and I would like to state what I believe to be some errors that seem to perhaps underpin it and point out our objections to the bill.

¹ See p. 40 for the prepared statement of Representative Gudger.

² See p. 42 for the prepared statement of Mr. Dockery.

First, there is some indication in the introduction that these wilderness areas represent a threat of fire and insect infestation to the region. I question whether there is evidence that supports that based on the meager wilderness areas that we do have there.

I understand from Forest Service officials that suppression efforts can be undertaken in wilderness areas if conditions warrant. So I do not feel like leaving nature operating represents a severe threat to the surrounding region.

Also, Senator, I would like to talk about the issue of support for wilderness in North Carolina. Of course I am aware that there is some opposition, especially in those areas where the wilderness areas are proposed. I would hope that the Congress and this committee would consider the views of all of the citizens of North Carolina as there is, to my knowledge, a great deal of support for wilderness in the State. One need only look to the RARE II data to see the very considerable extent of support for wilderness. The Forest Service requested in that program people to comment specifically on sites for wilderness and there was a tremendous outpouring of support for various sites and I have attached to my statement a schedule of that data. For example, there were some 12,000 signed responses supporting wilderness designation of Southern Nantahala versus some 200 in opposition and there was a large outpouring of support for many other areas.

In addition, as a matter of fact, even a public opinion poll that Mr. Gudger took in western North Carolina rather surprisingly showed a considerable amount of support for the—I have forgotten the exact wording, for some additional acreage, a modest increase, and only 7 percent was shown to be opposed in that poll. This poll was taken, as I understood the news release, only in those counties where the sites are.

I just cite this as some evidence that there is not just a complete opposition to a reasonable increase in these areas.

I feel that there is a desperate need for more wilderness areas. A comment was made in the introduction about the fact that the areas are almost abused by so many people coming into the wilderness areas. I think the reason for that is that we have so little wilderness area in North Carolina that actually this heavy use of them indicates the fact that people do have an interest in using these areas and they come into them. I think we need more.

Senator, I sincerely feel that we have to approach this issue balancing the needs of the different interests. Certainly the forest product industry in North Carolina is an important industry and its needs need to be supported. The thing we need to remember is that there are 20 million acres of commercial forest land to support this industry. All of that is available for resource development except a very meager number of acres presently set aside for wilderness, some 31,000 I believe in this State, and under the Forest Service recommendations a total of about 90,000 acres, representing the wilderness proposals and some 24,000 acres in further planning.

So except for some 121,000 acres, the rest is available for that industry.

Also in looking at these particular sites as we consider industry needs, it was astonishing to me to discover that in the RARE II

process the Forest Service evaluated the resource value of these areas and almost none of them showed a net value of timber, when you take into account the cost of the roads and the like to get to this.

My point here is that it seems to me there is very little lost resource to the timber industry in these meager RARE II proposals, especially considering the virtually 20 million acres of additional forest available for that industry.

Let me run through, if I may, sir, our objections to S. 2861. First, as I have indicated, I think the acreage is inadequate. It would create only one wilderness in eastern North Carolina where several have been proposed and I had gathered were regarded as noncontroversial, and none in western North Carolina where there is such a tremendous need. The Sierra Club's position is that the RARE II proposal should be approved and in addition to that, boundary adjustments should be made to restore acres that were lopped off in the final recommendation. And in addition, the Sierra Club supports more wilderness areas, namely Harper Creek and Lost Cove, Snowbird Creek, Big Creek and parts of Cheoah Bald and Balsam Cone. The total of these would amount to about 150,000 acres out of roughly 1,100,000 acres of national forest land in the State.

Personally, I think that is a modest proposal in view of the nearly 20 million acres remaining for resource development.

I would like to comment about all of these areas. I do not think time justifies it. But I would like to say a comment about two. I think that Southern Nantahala should be the crown jewel in the National Forest Wilderness System in this State. It should be the biggest and when it is combined with the acreage in Georgia that is under consideration, it would be an outstanding area. Likewise, Harper Creek and Lost Cove deserve attention. They are near populous areas. They contain waterfalls and beautiful areas and they would provide a great deal—it would provide an important place, wilderness place, for the people to use near the populous parts of the State.

I know there has been some uranium prospecting up there but I do not believe wilderness laws prohibit the prospecting for mineral resources. So I suggest that because there have been some traces of uranium in there, that should not hold up considering these areas for wilderness.

Regarding the further planning provisions, of course, on the grounds I have just said, we would regard those as inadequate as far as acres are concerned. Then we would regard the time aspect as unacceptable. I do, frankly, share, as I am sure everyone does, a desire to have this problem be resolved. But I do not think the 2-year timing is reasonable. It does not give the Forest Service the time to complete the planning appropriate in some of these areas and I think it is unrealistic from a political point of view, to think that we can resolve the wilderness issue in North Carolina in 2 years. It is not reasonable or likely and I think it would be unfair to the people of our State to be put under that kind of time limit. I do not think that carrying the issue forward materially hurts anyone on the grounds that I just put forward. There are only some 90,000 acres in the Forest Service's acreage proposal for the

wilderness and further planning categories which, as I have noted, have little resource value according to the Forest Service studies and therefore I do not think it serves as a severe impact upon the forest industry.

Our final objection relates to the release language and for the same reasons I have just enumerated I do not think it is necessary since so few acres are involved and I also must indicate objection to the particular wording of this language which indicates that these roadless areas cannot even be considered for wilderness which is an estate worse or lower than multiple use which has been generally regarded as favorable. Under the Multiple-Use Sustain Act, wilderness is one of the uses that Forest Service is to consider. So this would cast out those roadless areas into a lower category than the remaining areas that are available for multiple use and resource development.

Just in conclusion, Senator, I feel that when I consider many of the Western States that have been blessed with many millions of acres of wilderness, and I see that people go there and visit these and their resources and wilderness values are protected, I wonder why are not the people of North Carolina entitled to have their wilderness resources protected in like measure.

I would urge that this committee favor legislation that would establish more comprehensive and representative wilderness areas in the State.

Senator HELMS. I thank you, sir, for a very fine statement.

Mr. DOCKERY. I thank you for your attention.

Senator HELMS. I was going to make the point that one of the options under multiple-use management is wilderness and you made that for me.

Now your comment about—which I believe you stated, dealt about the insect disease and treatment, the Forest Service's own environmental impact statement emphasized that. I will quote briefly from it. Timber stands allowed to mature become sources for insects and disease built up which could spread beyond the wilderness boundaries. The opportunity for a catastrophic fire because of heavy fuel would be greater in wilderness areas than a managed forest area.

That is a matter that can be debated. The important thing I think is that I recognize your good faith in this matter and I hope you will recognize mine and somewhere in between maybe we can meet a fairly acceptable resolution.

I remember, just as a point of interest, 2 or 3 years ago the Charlotte Observer had a rather critical editorial about one area on the western part of the State which was opposing the wilderness designation and I had a letter from a constituent in that area suggesting that I put in legislation to declare 2 miles in each direction from the intersection of Trade and Graham Street in Charlotte as a wilderness area. I did not introduce the legislation.

We are glad to hear from you.

STATEMENT OF JOHN RUNKLE, EXECUTIVE COORDINATOR,
CONSERVATION COUNCIL OF NORTH CAROLINA, CHAPEL
HILL, N.C.

Mr. RUNKLE. I am John Runkle, executive coordinator of the Conservation Council of North Carolina.¹ The Conservation Council is an organization consisting of 35 member groups and some 500 individual members across North Carolina. Among our member groups are the North Carolina League of Women Voters, the Carolina Canoe Club, the Carolina Mountain Club, several birder groups, wildflower societies, energy groups, garden clubs, the Cleveland League on Conservation, river protection groups, the Bartram Trail Society, and other groups that are concerned about North Carolina and want to keep it healthy and beautiful. Our individual members are not only active in many environmental issues, but are also active campers, hikers, birders, sightseers, and lovers of nature.

Although I am not an expert on the wilderness issue, I do know wilderness. I have camped, hiked, and canoed in many parts of North Carolina. In every place I have gone, I have met many others on the trails or on the rivers who are enjoying the out of doors, thrilled to be away from civilization for a while.

In my testimony, I have told stories, campfire stories of different times and different places in each of the national forests of North Carolina. One that came to me on the way down—I will skip most of that and just tell you about one.

About this time last year, we camped on the side of a mountain and climbed to the top to watch the Persides meteor shower. The sky kept clouding up but when the mist cleared we saw red and white streamers. The northern sky was bright from the lights of a small town and the floodlights from its airport were strong enough to erase the meteors from the sky. In the morning, we hiked to a large rock outcropping, with sheer 100-foot cliffs. Looking out over the forest and mountains we could see forever. Hearing an odd croak-croak in the sky, we looked up and saw a raven gliding in to its nest in the cliffs, a piece of carrion meat in its beak.

Now the ravens will move out when people get too close. If we climbed up the cliff and got to its nest, it would have moved on out. The ravens are only nesting in a couple of parts of North Carolina. They do not live at Raven Rock. Later that afternoon, on my way back from getting water, I stepped on a gray fox who jumped up with a yelp and ran down the hill to disappear among the trees.

Wilderness places must be kept from roads and development to preserve the forests and mountains. Ravens will move from a mountain if people get too close, lumbering cuts down the homes of the squirrels, off-the-road vehicles create gullies and destroy wildflowers, the gray fox cannot live easily in a housing development. Draining the swamps makes the alligator move out, the great blue heron cannot live on a river where speedboats race by, and eagles die when civilization encroaches on their territories. Wilderness is important.

That wilderness is important to us in North Carolina can best be seen in our use of existing wilderness areas. In Linville Gorge,

¹See p. 46 for the prepared statement of Mr. Runkle.

which is visited yearly by approximately 25,000 people, the Forest Service has been forced to initiate a permit system so that the sheer number of hikers and backpackers does not exceed the capacity of the area.

Ellicott Rock, which is in North Carolina and also South Carolina and Georgia, is the most widely used wilderness area in the United States with almost 8 visitor days per acre. So in a year's time, eight people would be camping out on 1 acre of the land. People come to North Carolina for the wilderness areas. You have an industry coming in to, say, the triangle region or Winston-Salem and they get people to come to North Carolina because of the beautiful mountains, the forests, the outdoors. I think that the influx of campers and the—I have not seen a study, but I would like to see a study on what all the people that come into the county spend on local supplies and such. I think the wilderness, besides other things, is good business.

When the 2-year process called RARE II was in operation in our State, the Conservation Council and many other groups were active in working with the Forest Service assessing which areas of the national forests were to remain roadless and wilderness and which were to be opened for multiple use—lumbering, mining, as well as recreational uses. All of the roadless areas—some 207,000 acres—were reviewed. Of these, 67,000 acres or 33 percent of the total were designated by the Forest Service to remain wilderness, 23,000 acres or 11 percent of the total was set aside for further study, while the remaining 117,000 acres or almost 57 percent of the total was recommended for multiple use. When compared to the 20 million acres of forests in North Carolina, only 67,000 acres of new wilderness is distressingly inadequate.

The RARE II process as undertaken in our State consisted of environmental statements that elicited reams of public comment. Almost 12,000 signatures were received to keep the Standing Indian section of the Nantahala Forest as wilderness with only 200 to open it up; 28 out of the original 40 areas reviewed had over 90 percent in favor of wilderness, and only in 4 of the areas did the majority desire it to become nonwilderness. In addition, a series of public meetings were undertaken and although initially begun as information sessions were soon modified into public hearings.

The Forest Service recommendation was a compromise. As an environmentalist, I find other areas I would like to recommend but as a citizen I feel that we went through the long process. We looked at all of the different areas and that at a bare minimum the Forest Service recommendation is what should be made into wilderness. Each group was given a chance to be heard and the resulting recommendations are the result of public involvement for us.

To us, and I am speaking not only for the Conservation Council and our members, but for all lovers of the wilderness in the State of North Carolina who use the forests to camp, hike, and look at the wildlife, who stand in awe of the glories that only wilderness can provide, it is a sin to destroy the few places left in our State where one can get away from civilization and be alone with nature, with God.

Senator HELMS. I want to thank you two gentlemen. I have not heard two more eloquent statements of the case. I truly thank you.

Now we will hear from Mr. Immo Redeker, chief engineer of the Mineral Research Laboratory, North Carolina State University and Dr. Eric Ellwood, dean of the School of Forest Resources, North Carolina State University.

Your entire statements will be included in the record. If you wish to summarize or whatever, you may proceed.

STATEMENT OF ERIC L. ELLWOOD, DEAN, SCHOOL OF FOREST RESOURCES, NORTH CAROLINA STATE UNIVERSITY, RALEIGH, N.C.

Dr. ELLWOOD. I will present to you a prepared statement and I will try to highlight and summarize my viewpoint.

My name is Eric L. Ellwood and I am the dean of the School of Forest Resources at North Carolina State University in Raleigh, N.C. This is the single State-supported university program in forest resources in the State of North Carolina. The mission of the school consists of education—undergraduate and graduate—research and technology transfer in the area of forest resources. The programs cover the diverse aspects of forestry, conservation, wood science and technology, pulp and paper science and technology, recreation resources administration, and in conjunction with the School of Agriculture and Life Sciences, wildlife biology.

We are therefore concerned with forest lands, particularly in North Carolina and the Southeast, with regard to the totality of their contributions to the economic and social welfare of society—namely, consumptive and nonconsumptive benefits, for example, wood and fiber, wildlife habitat for the perpetuation of game and nongame animals and fish, water flow and purity, maintenance and enhancement of soil productivity, recreational opportunities and associated high quality visual experiences and the preservation of unique ecological systems.

Numbered among the faculty of the school are those who have had experience in industrial, State and Federal Government and private employment, and scientists who have variously held or are holding State or national offices such as president, Soil Science Society of America; president, Society of Wood Science; president of the Ecological Society of America; chairman, U.S. Forest Service Committee of Scientists; member of the National Academy of Science; and director, N.C. Wildlife Commission.

My perspectives therefore are derived not only from personal experience but also from the environment of scientists, scholars, and educators which comprises the school. My comments are not intended to imply that every faculty member endorses the points to be made as there is obviously a spectrum of viewpoints and individuals are free to express those viewpoints.

The comments I would like to make concerning the proposed bill are as follows?

One: My greatest concern is less with the principle of identification of specific areas of North Carolina—and indeed in the Nation—as wilderness than it is with the extremely protracted system of establishing wilderness, namely, RARE II and its consequences.

Initiated in the early seventies, the roadless area review and evaluation study has escalated to stage 2, for example, RARE II, with the purpose of identifying further wilderness acreage. Past and contemporary history of the review process indeed suggests that a RARE III may not be out of the question and litigation is adding its toll of prolongation of the process. Perhaps more than any other single issue the wilderness review has and continues to consume a major portion of the U.S. Forest staff time and energies as well as that of many others. The impact of the extended process is damaging from the aspects of withholding of management from large tracts of national forest land and of costs to society and private segments dependent upon forest utilization particularly in a period of high inflation and low U.S. productivity. There is need for early release of large areas of roadless forest lands for alternative forest management systems.

I support Senator Helms effort to bring the wilderness designation to an early conclusion and to release for multiple-use forest management roadless area lands not allocated for wilderness or reserved for further consideration.

Two. There is undoubtedly a need in the United States to identify specific areas for exclusion from timber production, and essentially any vegetation management and to exclude as far as possible the impact of man from that land for the purposes of preserving unique or fragile ecological systems for scientific and/or educational purposes and/or for creating and maintaining a wilderness environment as one of the intuitively basic satisfactions of society. In the Eastern United States and particularly in the Southeast, the term wilderness must be to a high degree artificial because most of the areas listed for review were in fact changed by man in the early history of the State. That fact, together with the fact that very substantial tracts of the Southern Appalachians, for example, Great Smokies National Park, are essentially managed as wilderness, that is, a conservation reserve, reduce the case for establishing additional large areas for wilderness. It is my belief that society is best served in the long term by managing the great bulk of its natural resources for the variety of tangible and intangible values which these resources can provide rather than simply letting nature take its course as wilderness in large acreages of our national forest lands.

Therefore I lean in the direction of limiting acquisition of forest tracts for wilderness in North Carolina and against substantially increasing wilderness acreage in North Carolina. Further, it is my belief that many of the values that some protagonists believe they seek in wilderness can be better provided through managed forests. In these contexts, I support the limited additions of wilderness acreage in North Carolina in the Uwharrie and Croatan National Forests and support designation of the six areas for further consideration with a definite time limit.

The national forest regulations provide for a review of land-use allocations at 15-year intervals and the opportunity to identify additional wilderness areas at those times. Fifteen years is a short time in the life of a forest but such a policy could be a major deterrent to management expenditures on any given tract or could also deter the private segment from making utilization and invest-

ments in any given area. It is my view that accession to wilderness should be a one-time proposition without automatic repeated reviews.

Three, although I have spoken for the principle of early conclusion of wilderness review, for limited expansion of wilderness in North Carolina and early release of all other RARE II lands, I do have a concern for two potential consequences of the proposed bill. One concern is that the U.S. Forest Service did carry out RARE II as a part of the Forest and Range Renewable Resources Planning Act of 1974. The overall concept of RPA is a positive one for the development of a broadly based rational approach to a national land use and management policy of the national forests. This approach should be encouraged rather than discouraged, as with experience and accumulation of sounder data bases the RPA system will be increasingly valuable. However, it is recognized that quantification and rationalization of some issues are not readily accomplished and wilderness is one of these issues with strong emotional and intuitive overtones.

My second concern is that land-use decisions affecting national forests, or any national land should not be determined solely by the citizens in the State in which the lands are sited. Although I believe that certainly the citizens of the resident State should have major weight in land use policy development, it is in the overall interests of society to develop policies in a regional and national perspective. A regional, or multistate approach to forest land-use legislation may be an alternative.

Four, finally, given the situation of the rediscovery of our most important renewable resources, U.S. forest lands and the increasing realization of their long-term multiple values of the welfare of society, I wish to point out the need for strengthening Federal support of State forest resources research and technology transfer so that credible data bases and technical alternatives can be better developed.

In absolute and in comparative terms, Federal support of forestry research is little short of pitiful totaling approximately \$10 million for all States through the McIntire-Stennis Cooperative Forestry Act, Public Law 87-788. This funding was originally authorized to reach 50 percent of that allocated for the U.S. Forest Service research, that is, currently \$120 million—approximately—per annum.

The Renewable Resources Extension Act, Public Law 93-306, passed by Congress in 1978 and designed to increase management of the Nation's forest and rangeland still awaits funding.

The schools, with their major repositories of scientific and professional expertise, have played a limited role in helping resolve the wilderness problem and in participating in much of the resource planning now going on because of their limited resources.

Increased Federal support to the States for support of forest resources research and extension would have a high return on investment because it is in the States where the problems must be resolved.

Senator HELMS. Thank you. I wish another Senator were presiding because the temptation is for me to lobby for my bill. I appreci-

ate this and I want to talk to you about the funding of R. & D. We will be in contact.

Thank you.
Proceed, sir.

STATEMENT OF IMMO H. REDEKER, CHIEF ENGINEER, MINERAL RESEARCH LABORATORY, NORTH CAROLINA STATE UNIVERSITY, ASHEVILLE, N.C.

Mr. REDEKER. I appreciate the opportunity to be here. I am chief engineer of the Mineral Research Laboratory at North Carolina State University. I do not speak for North Carolina State University but I was asked by our advisory committee to represent the mining industry at different meetings of RARE II in the past. I have made my home in North Carolina for the last 20 years. I am a grateful citizen of this great country by choice. Our laboratory has been helpful to make North Carolina the Nation's leader in feldspar, mica, spodumene, olivine, and pyrophyllite production and we see good potential for other minerals. Modern mining and processing of minerals, the use of our natural resources in North Carolina, active mineral exploration and use of our minerals is supported.

I do like to mention that you can only mine minerals where you find them so in certain instances mineral mining needs priority over other uses. You can build homes in subdivisions nearly everywhere, but you cannot mine minerals where minerals are not available. As a private citizen, I am concerned that we do not make full use of our great potential.

In 1977, the timber sales from 1.1 million acres of national forest lands in North Carolina amounted to only \$1 per acre per year. We spent \$9½ million or \$9½ per acre per year. The Forest Service does a tremendous job to provide recreational facilities, and I would support more. The growth rate of our woodlands, though which is a renewable resource, is fantastic when compared to other countries, for example, in Europe, where the forests are managed for multiple use with much higher yield. In North Carolina national forests we only harvest 50 board feet per year per acre and the growth rate is at least five times that. Wildlife is rarely seen in the national forest of North Carolina. More timber is harvested per acre per year on land managed by the North Carolina Wild Life Commission than in the national forests. Let us be better stewards of our dearly needed natural resources. That is my plea.

Thank you.

Senator HELMS. Thank you very much. You are a geologist, a native of Germany?

Mr. REDEKER. I came to this country from Germany. I am a mineral engineer.

Senator HELMS. You touched on a comparison of forest management in Germany as compared with here. Do you care to elaborate on that?

Mr. REDEKER. I have seen the forests of Germany, where I grew up, which, of course, are managed for many years, for high timber yield, where the multiple-use concept has provided excellent recreation facilities, wonderful hiking trails, accessibility for young people and old people with minimum expenses and where you can see wildlife on hiking trails, where you can really enjoy the forests.

I am not saying I am not enjoying North Carolina forests. They are beautiful. I have lived there longer than any other place. But I think we can do better with our natural resources. George Olson our national forest supervisor in Asheville certainly knows what to do if given the go-ahead and not side tracked by RARE II.

Senator HELMS. I thank you gentlemen for coming.

Next we will hear from Harry Kinsland of the North Carolina Farm Bureau Federation and Mr. Hamilton Horton, a familiar face to us.

**STATEMENT OF HARRY KINSLAND, FIELD REPRESENTATIVE,
NORTH CAROLINA FARM BUREAU FEDERATION, FRANKLIN,
N.C.**

Mr. KINSLAND. I am Harry Kinsland, field representative for the North Carolina Farm Bureau Federation.

Senator HELMS. What does that job entail?

Mr. KINSLAND. I represent 13 counties in western North Carolina working under our president, John Sledge.

Senator HELMS. You are going to tell me what the farmers think about multiple use?

Mr. KINSLAND. Yes, from my statement.

The North Carolina Farm Bureau represents over 180,000 families in North Carolina. Farm Bureau has been involved in the RARE II process since its inception, and we have studied this matter carefully.

The bill introduced by Senator Jesse Helms, S. 2861, which recommends the Pocosin area in the Croatan National Forest and the Birkhead Mountains area in the Uwharrie National Forest as the only additions to the National Wilderness Preservation System in North Carolina should satisfy the demand for wilderness areas in the eastern and central parts of our State.

In Senator Helms' bill, six areas in western North Carolina are left in the further planning category, with a decision on designation to be made by Congress by 1983. This action will allow further consideration of these areas, without requiring further study by the Forest Service, and at the same time allow the Forest Service to manage these areas as productive resources while a final decision is being made by the Congress.

Multiple-use management centers around the four most important forest resources: timber, recreation, wildlife, and water. Many of our national forest lands also have rich mineral and energy deposits beneath the surface. As prices of raw materials increase and advances in technology continue, it is becoming necessary—where appropriate—to explore and develop the natural resources in our own country.

We agree with Senator Helms that the bottom line of the entire wilderness designation process is the immediate crisis in the management of our national forests, and the need to return these forest lands to multiple-use management.

We would like to commend Senator Helms for his prompt action in dealing with the North Carolina wilderness issue.

Thank you for considering our comments on this important legislation.

This is the statement of our president, John Sledge.

Senator HELMS. Harry, I thank you very much. You are representing a splendid North Carolinian. John Sledge is a long-time personal friend of mine. But more importantly, he is one of the most useful citizens I have come across. He is doing a good job and you folks and the Farm Bureau are too.

Ham, it is good to see you again. I worked for him for a while until he decided to go back to North Carolina.

STATEMENT OF HAMILTON C. HORTON, WINSTON-SALEM, N.C.

Mr. HORTON. I appreciate the opportunity to appear here, Senator.¹ No one knows better than you that North Carolinians are fonder of their land than perhaps anybody on Earth.

You were the principal sponsor of the new river bill that preserved a significant part of our land from exploitation, and have been in the forefront of so many worthwhile pieces of legislation. You realize, and I hope you can express to the committee, that in North Carolina we have more forest cover today in our State than we had 100 years ago. We have not been laggard in conservation. Our State parks have doubled and the acreage has increased by 62 percent. We have more deer today than we had in 1588 when the white man first came to our shores.

Given this background and interest in conservation on the part of all North Carolinians, it seems strange that 82 percent of the responses to RARE II indicate they did not want wilderness. The question arises why this is and I suggest perhaps it is because in our State we already have 7 percent of the land in national ownership. Sixty percent of the land is in private forests. We have five wilderness areas. We have more pressing needs for our national forest lands.

Let me be specific. "Wilderness" is a fetching word—conjuring images of the forest primeval, of Walt Disney and Bambi. It is hard to argue against that sort of image.

But the actuality is that, far from preserving existing wilderness, RARE II in North Carolina is in the business of manufacturing wilderness. I say this because there is hardly an acre of our forest land that has not been logged over at least once. These previously cut-over acres are candidates for RARE II designation today simply because the U.S. Forest Service has proven to be a good steward.

We would do well to remember that the wilderness preservation system is just one of the tools available to those of us interested in the environment. And its usefulness in particular cases is a question on which conservationists can honestly differ.

Because the evidence will show that there are definite tradeoffs involved: indeed, the evidence will show that such environmental values as habitat, wildlife conservation, reestablishment of near extinct species, can be jeopardized by wilderness designation in North Carolina.

Largely this is because the Southeastern and Appalachian Forest regenerates itself more quickly than forests in most other sections of the Nation, since we have the heaviest rainfall of any major section of the country, and our climate permits a longer growing season—more than 200 days—than the northern and far western forests.

¹ See p. 47 for the prepared statement of Mr. Horton.

This means that the many food plots and game openings which the Forest Service in cooperation with the State of North Carolina has established in any areas established for wilderness, will immediately begin the inexorable process of closing up. In 2 or 3 years, they will disappear, with grave consequences to the wildlife population which requires them for food.

The tradeoff then, is between the value of having roadless acres available for wilderness experiences, and the values of habitat for our wildlife.

You see, under Forest Service regulations, once an area is declared wilderness, there can be no manipulation of habitat for wildlife. The most useful tool for deer and wild turkey conservation that we have found in North Carolina, for example, is the food plots and game openings I have mentioned, which provide browse and fruits and berries along the forest edge. We need more of these openings.

Let me dwell on just one concrete example: In the Wilson Creek watershed before RARE II, the Forest Service in cooperation with the North Carolina Wildlife Commission, had achieved a deer population of 1 per 40 to 50 acres. The turkey population was 1 per 500 acres.

Before RARE II there were 64 acres of openings for wildlife, and the plans were to create 52 additional game openings totaling 150 acres, to expand and protect the grape thickets and other food sources, and to improve the browse and forage available to deer by thinning the trees on 5,592 acres.

The result would have been a deer population of 1 per 25 to 30 acres. And a turkey population of 1 per 50 acres. This plan, then, in Wilson Creek would have increased the turkey population tenfold, and almost doubled the deer population.

But today, the largest part of the Wilson Creek watershed is frozen in further planning status under RARE II. More accurately, not frozen—but rather degenerating. Because nothing is more true than that nature does not stand still. Forest Service figures underscore this: In that watershed, deer food production, in thousands of pounds, was 15.8 million in 1973. If thinning of the forest had been permitted, the forest would be yielding 21.4 million pounds of deer food by 1983. But without thinning, by 1983 the forest food yield would be only 14.9 million pounds.

The point is that while the deer comeback under enlightened game management has been spectacular in Wilson Creek, we still want more. And our turkey population is still scarce. With the bulk of the Wilson Creek watershed now in further planning, the status quo there is being maintained. But those of us who want improved habitat and a real comeback for America's noblest bird, feel the status quo is not enough.

This bill by releasing the Lost Cove and Harper Creek RARE II areas in the Wilson Creek watershed would let North Carolina and the Forest Service get about the business of wildlife management, protection, and increase, and would permit those improved and more productive habitats for which plans had been finalized before RARE II.

The situation I have cited above is repeated throughout the RARE II areas which have not been designated for nonwilderness.

It is not just that the game and wildlife openings would be obliterated if areas became wilderness, but that our plans for more and better wildlife habitat are at a standstill in both wilderness nominated and further planning areas.

But wildlife openings are not the only habitat improvement techniques that are jeopardized or stalemated as long as RARE II hangs fire in North Carolina.

Under Forest Service regulations, once an area is declared wilderness, there can be no thinning of the forests to increase browse for deer, no prescribed burning—another technique to foster the growth of food-producing plants. There would be no protection of nuts or mast bearing trees.

Here let me insert that those familiar with the subject are unanimous that most birds and animals manifestly benefit from properly supervised, systematic harvesting of the timber of the national forests—something that, of course, is forbidden in wilderness. Indeed, mature, virgin forests have been described as the “silent forests”—because of the absence of bird and animal life.

Moreover, under Forest Service regulations, once an area is declared, wilderness, there can be no stocking of exotic species—that is to say, nonnative species—within its boundaries. These would include rainbow and brown trout—stocked by our State fish hatcheries under a program more than 50 years in operation.

Harper’s Creek and Lost Cove Creek—now held under further planning—are considered the best trout waters in North Carolina.

But should these ultimately become wilderness, under the terms of Forest Service regulations it would seem that only the eastern brook trout—our only native trout species—would be permitted. While eagerly sought as game fish, the average size of the brook trout is only about 8 inches in length and a mere 4 ounces in weight.

The rainbow and brown trout, which would be excluded after a half a century, average twice the size of the brook trout in streams, and in lakes and pools can weigh as much as 8 to 12 pounds.

I have tried to make the point that there are serious environmental tradeoffs involved with wholesale wilderness acreages in our State—that the acknowledged positive values of wilderness must be considered in balance with the negative values of harm to our longstanding and increasingly successful efforts to restore and maintain habitat for wildlife and plants.

The Forest Service has in the past been able to do this—using the multiple-use approach. While producing regular harvests of timber, they have nurtured the golden eagle habitat in the Shining Rock area through controlled burning, have actively fostered growth of food trees and plants, have protected endangered and threatened species from being engulfed by the rampant growth of our forests—all acts which would be forbidden in wilderness areas.

Many of us have been troubled by the unwillingness of certain national environmental groups to consider the adverse tradeoffs involved in wilderness designation in North Carolina. The only explanation I can make is that they are thinking of our forests as similar to the northern and western national forests they are more familiar with—forests which do not regenerate as fast as ours, and where game openings often occur naturally.

Down in North Carolina, we have to keep cutting back the forests just to stay abreast. The Forest Service itself says that: "Timber stands allowed to mature become choice environments for insects and disease buildup which could spread beyond the wilderness boundaries."

And they also say: "Species requiring early stages of vegetative succession for a part of their habitat such as deer, grouse and turkey, rabbit and many song birds would decline."

They go on to say: "Where fisheries are dependent on stocking * * * to maintain fishable populations, and stocking depends on motorized access, fish populations could decline."

So the approach taken by S. 2861 seems to be extremely wise: the two areas designated wilderness are areas that are deserving: Pocosin is a unique ecosystem which simply must be preserved. About 90 percent has never been disturbed: it would qualify as wilderness in the true sense. The Birkhead Mountains deserve the status for another reason, although that area was operated as an active plantation as recently as 1933, and has been lumbered as recently as 1973, it has the advantage of being the only potential wilderness in the Piedmont Plateau of the entire Southeast.

Of the areas which are to be considered by Congress at a later time under S. 2861, the Linville Gorge extensions, Shining Rock extension, and the Ellicott Rock extension add valuable buffer land to existing, genuine wilderness, while the Craggy Mountain wilderness study area and Craggy Mountain extension have been mandated by the Congress for wilderness consideration under the Eastern Wilderness Act. I am confident that when the Congress does have adequate time to consider these tracts, they will be found worthy of inclusion in the Wilderness Preservation System.

The remainder of the RARE II areas now proposed for wilderness or retained in further planning status, would be released for multiple use—which would permit the Forest Service to protect it from fire and infestation, and improve habitat for fish and game, and protect endangered and threatened species as they have in the past.

Finally, let me urge this committee not to approach the evaluations made by the Forest Service of the individual RARE II tracts with undue reverence.

By this I mean that the original data base cranked into the RARE II computers was assembled in a hurried, almost frantic manner: the Forest Service in North Carolina had less than 1 month to complete the wilderness attribute rating forms, the information from which was in turn inserted into the computer to form a part of the data base from which the entire RARE II evaluation system was extrapolated. The other major insertion into the data base was an evaluation of the mineral and energy potential of each nominated area—something we understand was done largely by telephone conference calls, with no input from local sources.

Thus, in North Carolina, 31 areas comprising more than 200,000 acres had to be evaluated by the hard-pressed Forest Service between November 1977 and the first of January 1978. The actual computer forms had to be completed for WARS in less than a month. The most conscientious efforts could not give an adequate analysis of the tracts in question under these time constraints.

Indeed, in North Carolina there was no onsite geological evaluation, archeological study, biological study, or even endangered or threatened species census: The crucial data base came from such information as was already available in Forest Service files and in the memory of Forest Service employees. There was no input at this stage from the State of North Carolina or from the academic community, they were not even consulted until after the draft environmental statement was already published. And by this time, the computer data base—full of inadequate, even erroneous, guesswork, recollection, and outdated statistics—had been established and was destined to influence the printout each time the computer was employed.

In conclusion, the passage of S. 2861 will be greeted by most North Carolinians as a sensitive and balanced approach to the competing values of habitat and wilderness experience, and will permit our people, in cooperation with the U.S. Forest Service to resume their long time and successful partnership in providing balanced and varied recreation to our people and enhanced habitat for our wildlife of all types.

Senator HELMS. Ham, you are very eloquent.

Do you know anything about this gentleman? He is kind of Mr. Conservationist in North Carolina. He was the one who first got me interested in saving the new river. This was long before I lost my mind and became a candidate for the U.S. Senate. That is about the only campaign promise I made in 1972.

Mr. HORTON. And you kept it.

Senator HELMS. And that was to do what I could to save the new river. But I never could have done it without the help of folks like Ham Horton.

I appreciate you coming up. I am sorry about the delays.

With apologies to the remaining three witnesses who have been so patient, next we will hear from Bob Carpenter, Bill Davis and Charles Woodard.

**STATEMENT OF CHARLES WOODARD, PRESIDENT,
APPALACHIAN MULTIPLE-USE COUNCIL, SYLVA, N.C.**

Mr. WOODARD. I am Charles Woodard. I am president of the Appalachian Multiple-Use Council. The council is made up of about 15 saw mills in western North Carolina with an annual cut of about 75 million board feet. The majority, or the biggest, percentage of this lumber goes into North Carolina furniture factories. So we are using it at home. We are very proud to be a part of that. I believe that North Carolina leads the world in the production of furniture and we are glad to do our part.

We have a problem in this wilderness deal, or whatever you would like to call it, frustration to me. It has been going on for about 5 years and the problem is basically land control. If you will look at this map for just a minute.

The blue part is the Smoky Mountain National Park which is 550,000 acres and is managed as a de facto wilderness. In fact, it is probably the most ideal area in the Eastern United States for wilderness. They have gotten to the point where chain saws are not allowed, vehicles are not allowed on roads. At one point, they

rebuilt their bridges by horse and wagon and hauled the stuff in so it is managed, for all practical purposes, as wilderness.

The green is national forest, U.S. Forest Service management.

The red is Cherokee Indian Reservation.

The yellow is the proposed or were proposed acquisitions by the Forest Service. By now, they are pretty much taken care of.

If you take a wedge shape right in here, I think you would be safe in saying that the U.S. Government owns about 70 percent of the land. In fact, the county I grew up in, they own 80 percent of the land. One of our speakers awhile ago testified about the 20 million acres of forest land in North Carolina. That does not do you much good when you are in this narrow neck. It is mainly in the east. So down east they have very little Federal control now.

So our problem is basically land control. When we really got into this in 1975, our mills were cutting about half the volume that they sawed from Government land. Now they are cutting about 10 percent from Government land. At that point, the Forest Service was producing about 70 million board feet a year. Now they are less than 20 million. If you talk about their biological potential, it is 200 million. So they are functioning at 10 percent.

My friend, Mr. Redeker, compared it to Germany and told you what they are doing over there. It is a vast difference. It is very much different.

So our problem is how to get a natural resource to our mills and it gets more difficult each day with the fuel situation like it is. We used to haul hogs 150 miles. We cannot do that any more. The costs are prohibitive.

Another idea on this land management and land purchasing, in the last 3 years the Forest Service has bought about 50,000 acres in western North Carolina. That is a sizable percentage of the total land right there and there is no end in sight. I believe recently they were criticized by the General Accounting Office for randomly buying of land without any plan as to where, how much to pay, when are you going to stop. It must be pretty bad when one department of Government criticizes another for buying land.

Another thing that has bothered my organization is the percentage of the American people that use the wilderness areas. Now according to the U.S. Forest Service figures, that is less than 1 percent. But they never have told me how much less. But we all have to pay for it.

If you go camping, you pay 4 bucks. But these folks want thousands of acres set aside. We pay for that. It is a single use. There is no other way to look at it. If you camp, you pay. If you are a hunter, you buy a license. If you are a fisherman, you buy a license. If you cut timber, you pay for it.

But you have an organization who wants hundreds of thousands of acres and they do not pay anything. To me this is not good land management. I wonder how much of this we can afford.

Today, we have inflation. We have an energy crisis. Foreign imports are going bad. It looks to me like we need to manage our resources. Probably a greater need now than ever before.

We support your bill very much and we hope that you have success with it and if there is anything we can do, we will be glad to do it.

Senator HELMS. Thank you very much for your very fine statement.

STATEMENT OF BOB CARPENTER, FRANKLIN, N.C.

Mr. CARPENTER. My name is Bob Carpenter. I am a banker from group 6 in North Carolina.

We are here, obviously, in support of your bill. I would like to preface what I have to say by quoting Macbeth. "The player frets and struts his hour upon the stage and then is heard no more. 'Tis a tale told by an idiot full of sound and fury, signifying nothing."

My reason for doing that, for mentioning that, is we hear so many claims about what goes on and what the people think. In Macon County, and I am an elected county commissioner in this area, where the southern Nantahalas are located, we do not hear the same story as we have heard here today by some of the other people. When we see lands disappear from our tax base, that takes away from the schools and the children in Macon County. We do not like that. The appetite, you might say, of the Federal Government for accumulating, as Mr. Woodard so ably pointed out, with 46 percent of our county now in Forest Service land and more designated, you can see why we do not want to see any more of this happen. The endangered species we are beginning to feel is not the raven or the snail darter or the gray squirrel. We are beginning to feel that the endangered species is the mountain man.

I would like to urge you, give you our full support of this bill, 2861, simply because of this: We are what we are in this part of the country, this beautiful country, because I feel, of the multiple purposes, proper management, we have seen by the Forest Service.

Thank you.

Senator HELMS. Thank you, sir.

STATEMENT OF WILLIAM G. DAVIS, BRYSON CITY, N.C.

Mr. DAVIS. My name is William G. Davis. I am a professional consultant forester, a former county commissioner of Swain County and a director of the Western North Carolina Development Association.

We have been on this RARE II thing from the beginning, RARE I, RARE II and all the way through. We hope we have come to the point where we do not have a RARE III. We do not believe that there should be any more wilderness in western North Carolina for the simple reason that a multiple use managed forest can serve the purpose of a wilderness.

I come from a county that can speak firsthand of what wilderness managed Federal land can do to you. You see the Great Smokey National Park located in Swain and Haywood Counties. There is 212,000 acres that were taken from us, 66,000 from Haywood, making a total of 278,000 acres managed as wilderness. That leaves Swain County 68,000 acres of private land. When this purchase took place, we moved 1,200 families out of the county and 7,000 people. It completely destroyed a thriving lumber industry. The county has the dubious distinction of being known as the poorest county in the State of North Carolina.

We would not like to see any more wilderness established, any more Federal land acquired, anywhere in North Carolina.

We cannot afford, because of the furniture industry in the State of North Carolina, to tie up all this Federal land in wilderness or in designated wilderness or further study areas which will go on for years and years.

In the attempt that the environmental people have made—they first recommended 170,000 acres to the Forest Service—this would have taken out about 50 million board feet of annual production. That is Appalachian hardwood timber which is scarce all over the United States and is vital to the survival of the furniture industry of North Carolina.

The man from Winston Salem representing the Sierra Club recommended that they take in Snowbird Creek and Deep Creek areas. Deep Creek is already a wilderness area in the Great Smokey National Park. It does not belong to the Forest Service and Snowbird Creek is largely privately owned and does not belong to them. I think they need to do a little homework on what they want designated as wilderness areas.

Most of the wilderness areas, as they are designated, do not qualify under the 1967 Wilderness Act, which says areas considered should not be substantially disturbed by man. There is not a place designated, except in one or two, that has not been railroaded, farmed, timber cut, contains cemeteries, whatever you want to say about man's operations.

I think your bill, Senator Helms, is a compromise here between the environmental people and the people who live in western North Carolina and are opposed to any more wilderness. I believe if this bill were to pass, it would solve this problem of the RARE II business. We are on our way right now to a RARE III if we do not do something about it.

Thank you for your time.

Senator HELMS. I thank each of you. I gather that all three of you are natives of western North Carolina. You know pretty well the attitudes of the people there and certainly you understand the point that I have been trying to make, that nobody discounts environmental concerns but there has got to be some logical, reasonable, sensible way of recognizing a reasonable approach.

I appreciate you coming all the way to Washington. We are going to pursue this legislation as vigorously as we can.

I was asked by a representative of the news media earlier this morning if I thought the prospects of passage this year were good. I do not know. I am going to ask Senator Talmadge to have consideration of it by the full committee. If we can get it on the Senate floor, we may have a shot at it. If it does not pass this year, I guarantee it will next year.

I thank you and I thank all the witnesses for your patience with me this morning.

If there is no further comment, the hearing is adjourned.

[Whereupon, at 12:25 p.m., the subcommittee adjourned, subject to call of the Chair.]

APPENDIX

STATEMENT OF HON. JESSE HELMS, A U.S. SENATOR FROM NORTH CAROLINA

Before we get started this morning, I want to personally thank you for holding this hearing at a time when the Senate is rushing to complete the unfinished business of this session. And, this is an appropriate time to thank you for the continued interest and attention that you have given to the vital issues of the environment, soil conservation and forestry in your duties as Chairman of this subcommittee.

I am particularly pleased this morning to be in the company of a distinguished group of citizens from my own state of North Carolina. With one exception, all of the witnesses today are from North Carolina—and I understand that Associate Chief Leisz has visited our good state. It is quite comforting to me to know that each of these witnesses not only is interested in wilderness designations as they affect our state, but that they have taken the time to examine the issues and are well acquainted with the full range of questions involved in wilderness designations and the management of our National Forests.

Since the hearing this morning is on S. 2861, which I introduced in June, I would like to provide some background on my involvement in these wilderness designations, and to speak very briefly to the merits of the bill.

Back in 1977, before the second Roadless Area Review and Evaluation process was made public, George Olson, Director of the National Forest in North Carolina, graciously visited all of the Congressional Delegation to acquaint us with the issues surrounding RARE II. My staff became involved at that time and subsequently met with Forest Service officials in North Carolina to examine the available information on the proposed RARE II areas. As the Forest Service began RARE II, we began our own study and evaluation process. We requested and received recommendations from state and federal agencies, forestry and conservation groups, preservationist groups, individual citizens and local governing bodies. After compiling this information over a period of three years we put together our own wilderness recommendations. We took into account the Congressional mandate to designate wilderness, input from citizens of North Carolina regarding wilderness, and the increasing pressures placed on our forest resources by inflation and a shrinking world resource base.

With these recommendations we met this year with other members of the North Carolina Congressional Delegation to hammer out an agreement on a compromise bill. Taking into account the wishes of individual Congressmen for the designation of wilderness within their districts—tempered by good common sense and a responsibility to conserve our natural resources—we arrived at the bill now designated S. 2861.

Specifically, the bill designates two areas in North Carolina as additions to the National Wilderness Preservation System—both of which were recommended by the Forest Service. It sets aside six additional areas for further consideration by Congress on the merits of their designation as wilderness. The remainder of the land in North Carolina under study in the RARE II process would be released for management under the multiple-use practices of the Forest Service established in law by Congress.

There is nothing more distressing and frustrating to me on the entire question of forestry management than the tendency of some to imply that multiple-use management automatically means development, timber harvesting, and the like. Nothing could be further from the truth. Multiple-use management is just what the term says it is—a concept of forest management that provides for management practices most suitable to a given tract of land. That can be timber harvesting for sure. But it can also be wildlife enhancement, recreation management, watershed management—and even wilderness set asides.

This bill does provide for single purpose wilderness designation for two tracts of national forest lands totaling some 17,000 acres. And it does provide for defacto wilderness management for six more tracts totaling 14,305 acres until 1983 or permanently if Congress should designate them as wilderness between now and

then. While it does those things, the most significant section of this bill in my mind is Section 3.

Section 3 provides that all other national forest lands in North Carolina shall be released for sound and balanced multiple-use management. To my way of thinking that makes this bill the most single important forestry conservation measure to affect North Carolina since the National Forest Management Act of 1976.

Mr. Chairman, I understand that the testimony we can expect to hear today on S. 2861 will not only bear witness to the specific needs that we have in North Carolina, but also to the particular resource questions that we face in our southeastern forests.

STATEMENT OF HON. LAMAR GUDGER, A REPRESENTATIVE IN CONGRESS FROM THE
11TH DISTRICT OF NORTH CAROLINA

I want to thank Senator Melcher, Chairman of the Subcommittee on Environment, Soil Conservation, and Forestry of the Senate Agriculture Committee, and his colleagues for allowing me this opportunity to make a statement on the proposed wilderness bill for North Carolina (S. 2861).

Although I strongly favor completion and termination of the RARE II process and returning appropriate lands to multiple-use management as I have indicated by co-sponsoring the so-called Foley bill (H.R. 6070), it appears to me that this is not the time for a North Carolina solution. I certainly respect Senator Helms' objective to bring the RARE II process to a conclusion in our native state of North Carolina, but I cannot support his method because I consider it untimely due to pending litigation.

The decision of *California v. Bergland*, handed down by the U.S. District Court of Eastern California earlier this year, and the issues raised in the case of *North Carolina Wildlife Federation et al. v. Bergland*, present serious and fundamental questions concerning the RARE II process under the 1965 Wilderness Act generally and its application to North Carolina particularly. The latter case suggests that the RARE II review is inapplicable to areas east of the 100th Meridian, because the Eastern Wilderness Act specifically requires that only an Act of Congress may designate eastern National Forest land for wilderness study and, thus, that the only legally authorized wilderness study area in Western North Carolina is the 1100-acre Craggy Mountain tract referred to in that Act.

Certainly, it would be difficult to justify any legislation creating additional wilderness, authorizing "further study" areas, or even "releasing" any lands so long as serious questions remain about the validity of the RARE II process in North Carolina. It has been the consensus of many of us in the House representing Southeastern states—particularly in Appalachian mountain districts—that the RARE II issue should be deferred until the legal questions are resolved.

In conclusion, I hope the Subcommittee will defer action on S. 2861 until the Ninety-Seventh Congress in order to allow the legal questions which have been raised in *California v. Bergland*, now on appeal, and *North Carolina Wildlife Federation et al. v. Bergland*, now pending in the United States District Court for the Western District of North Carolina, are settled.

STATEMENT OF JAMES L. GUNDY, EXECUTIVE VICE PRESIDENT, APPALACHIAN
HARDWOOD MANUFACTURERS, INC., HIGH POINT, N.C.

My name is James Gundy; I am from High Point, N.C. I am Executive Vice President of Appalachian Hardwood Manufacturers, Inc., a trade association of lumbermen in a 10-state region. We appreciate this opportunity to present our views on wilderness in North Carolina.

We favor passage of S. 2861 as written without amendment. We believe this bill adds significant new acreage to the established wilderness system in North Carolina. In the national forests of North Carolina, we have 36,000 acres in five areas, not including the 16,759 acres recommended in S. 2861 by Senator Helms. We also have a half million acres managed as wilderness in the Great Smoky Mountains National Park. On top of those areas, there are thousands of additional acres on the national forests that are under "administrative" wilderness management by the forest supervisor of national forests in North Carolina. Our members are among the many in western North Carolina who think that is enough.

We have heard the citizens of western North Carolina speak their minds about wilderness on several occasions. We were present at two consecutive Roadless Area Review and Evaluation sessions when angry citizens shouted down representatives of the U.S. Forest Service. While their actions were not in keeping with traditional

democratic processes, we can understand their frustration. Speaking of democratic process, we found it interesting that the administration found it within reason to *add* more acres of wilderness to those recommended through the RARE II process. Here we found government at its worst. The U.S. Forest Service spent more than \$6 million and two years to discover that there was not enough land that met true wilderness criteria to meet their demands. So, they drew new criteria which allowed old logging roads, railroad lines, buildings, and other evidences of man.

When the citizens of the areas involved spoke out against additional wilderness, the bureaucrats in Washington added MORE land to the inventory. Of course, the bureaucrats do not have to run for office. The man who must seek reelection from the 11th District has heard the people. He knows what the economic impacts will be and he comprehends the political impact. Consequently, he is against one additional acre of wilderness in his district.

Senator Helms took the feelings of the people into account when he wrote S. 2861. He knew he would be open to attack by the liberal press and the vocal preservationist minority, but he placed conscience above political expediency. Both Senator Helms and the U.S. Representative from this district understand that what the people need up there are jobs, payroll, and tax base; NOT more welfare cases and wasteful, wilderness. We think they are absolutely correct.

The concept of wilderness . . . managed as wilderness . . . is relatively new. The idea of using our precious resources for this one single use, in our opinion, is wasteful. The four major benefits of the forest . . . timber, recreation, wildlife, and water . . . are interrelated and inter-dependent disciplines that must be considered together if they are to reach their greatest potential. Timber harvesting is compatible, in fact, is necessary, if we are to reap the greatest benefits available to us from all resources. Timber harvesting is a temporary disruption of the landscape, but it is only temporary, and it does serve several purposes. Wildlife depends upon forest edge for browse and habitat. Opening in the forest canopy provides light and moisture necessary for regeneration of understory plants and trees. And, harvesting of mature timber keeps the forest dynamic and growing. It is a rule of thumb in professional forestry that where there is good timber, all the benefits of the forest are better.

Wilderness, on the other hand, is a single use concept that favors use by only a small percentage of the population. Only those young and strong enough to hike the difficult terrain can use it because the wilderness depends upon the non-intervention of man for its unique character. That means no roads, no motor-driven vehicles, no shelters built by man; in short, no development of any kind. The remote locations of these wilderness areas very often preclude use by the poor, the old, and the infirm. This does not mean that we should not have a representative share of our forests set aside for wilderness; indeed we should. We have reached that share. To go further is not in the best interest of the people.

What most of the public does not realize is that the over-mature forest . . . the wilderness . . . is a gross waste of most of the resources available to us. Few species of wildlife thrive in the wilderness. In fact, if you remember, Daniel Boone and his associates nearly starved to death negotiating the wilderness trail. Timber does not regenerate at normal capacity without some opening in the canopy to permit moisture and sunlight to reach the forest floor. Oxygen, too, is manufactured by a dynamic, growing forest. Where there are healthy trees, oxygen is produced as a by-product of the trees' food manufacturing processes. As a rule, one ton of living tree fiber will produce one ton of oxygen. But, when the tree is in an over-mature stage, when it is no longer growing, it becomes a consumer of oxygen. The one thing you can guarantee with a wilderness is dead, dying, and decaying resources. Timber is wasted. Disease, insects, and pests multiply unabated and wildlife is forced to depart.

Until now, I have not mentioned the loss of jobs, tax base, production and fiber materials we forfeit when large areas are consigned to wilderness. In western North Carolina where the economy is based on forest resources, the wholesale designation of lands to wilderness would result in a staggering economic loss to the people, the counties, the state, and to the small businessmen who depend upon federal timber for their materials.

Make no mistake, the national forests were originally established to guarantee a continuing supply of timber for the people of the United States. These national forests were NOT established to provide large scale wilderness . . . a single use, wasteful form of management.

We find it hard to understand that there would be anyone willing to forego the opportunity to recover precious energy sources believed to be in the area to satisfy the preservationists. We have been guilty of appeasing the preservationists for years. The Congress, aware of the vocal preservationist minority, has bowed to this

faction with wholesale grants of millions of acres of wilderness. The question the public needs to answer is, "Is the price we pay in lost wages, hardships on workers' families, and ruined businesses worth this highly questionable, environmentally costly and absolutely wasteful practice?" It is our opinion that it is NOT.

What most of the public does not understand in this issue is that almost every acre of land they propose for wilderness in this state has been harvested in the past. The very best, most beautiful forest lands today were, at one time, the scene of the worst examples of early timbering. Professional foresters found that the clear cuts of the past, both natural and man-made, resulted in magnificent new stands of the very best species. We learned that trees are renewable, but that forests must be managed for multiple-use. Under modern forest management we can have all the benefits of the forest. That is, again, ALL the benefits of the forest, without detriment to the others. Good forest management promotes more enjoyable recreation. It insures browse and habitat for wildlife, and it guarantees trees for the future. Wilderness on the other hand guarantees death and decay of the forest.

Appalachian Hardwood Manufacturers, Inc., strongly urges the passage of S. 2861 without amendment.

STATEMENT OF JAMES S. DOCKERY, JR., SIERRA CLUB, JOSEPH LE CONTE CHAPTER, WINSTON-SALEM, N.C.*

It is truly an honor for me to appear before this Committee and I appreciate the opportunity to express my views and the view of the Sierra Club which I represent this morning regarding an important topic in North Carolina.

My name is James S. Dockery, Jr. and I am a practicing attorney in Winston-Salem, North Carolina. I am a native of North Carolina, having been born and raised in the western part of the state. My father and his people before him were natives of western North Carolina. I was educated at the University of North Carolina and have spent most of my life in the state. From my boyhood I have loved and enjoyed the mountains of North Carolina and particularly the national forests. I have visited many areas in the national forests, deer hunting, trout fishing, camping, hiking and backpacking.

At the outset, I regret to inform the Committee that I and the Sierra Club and its members which I represent today are disturbed by S2861 and are very opposed to it. In the few moments allotted to me this morning I wish to point out some of the errors and misconceptions that appear to be the rationale for this bill and also to state the objections that I and the Sierra Club have to the terms of the bill.

ERRORS AND MISCONCEPTIONS REGARDING WILDERNESS IN NORTH CAROLINA

There are a number of points made in the text introducing the bill that do not present a complete picture or which appear to be based on misconceptions.

One theme reoccurring in the introduction is that unmanipulated nature is a frightful threat. Wilderness areas are pictured as breeding grounds of insect hordes that jeopardize the surrounding region. Also these unmanaged areas are depicted as tinder boxes threatening the risk of uncontrolled fire. In the first place, I suggest that there is not substantial evidence that the meager wilderness areas existing in North Carolina are characterized by these conditions or that they are worse than general. Also, contrary to the impression in the introductory remarks, I am advised by officials of the U.S. Forest Service that insect and fire control measures can be taken in wilderness areas if conditions warrant. One point in particular concerning fire control measures demonstrates an unfamiliarity with forest management practices in the hardwood forests of western North Carolina. There, unlike the eastern and Piedmont pine plantations, fire is not normally used as an undergrowth control measure. A Forest Service official advised me that fire is used for control purposes in the mountains of North Carolina on very limited occasions for certain very limited purposes: (a) occasionally to help reduce forest incursions on wildlife clearings and on the balds on the top of some mountains in the state; (b) occasionally for site preparation for the planting of white pines; and (c) occasionally to clear brush along roads in certain limited areas where the risk of arson is deemed to be high.

The most serious misconception contained in the introductory statement is the notion that additional wilderness is not supported in North Carolina. At the outset it would be fair to say that in the very immediate areas surrounding some of the proposed wilderness sites, a number of people are opposed. I doubt if it would have ever been possible to establish any national parks, refuges or other protected areas

*Editor's note.—Exhibits 1-12, in Mr. Dockery's statement, due to cost constraints were not reproduced and have been retained in committee files.

if only the views of those immediately surrounding the site were considered. While these views should be taken into account, I would hope that the Forest Service and this Congress will consider the views of all the citizens and not be controlled by opinion polls of a few mountain counties.

To demonstrate the tremendous support for wilderness in North Carolina, one need only to refer to data accumulated in the RARE II process. In that process the Forest Service sought public input and expressly requested people to direct their comments to the specific sites and why these sites should be allocated to wilderness. Many conscientious people responded and I am attaching to my remarks data reflecting this response.¹ For example, there were approximately 12,000 signed responses favoring wilderness for Southern Nantahala versus approximately 200 opposed, a ratio of 98 percent to 2 percent. Other areas receiving substantial wilderness support were Harper Creek and Lost Cove, as well as proposals for extending the existing wilderness areas, Shining Rock, Linville Gorge and Joyce Kilmer/Slickrock Creek. Data of extremist attitude has been cited by the Forest Service indicating a lack of wilderness support. This is based on a tabulation of RARE II "inputs" in which certain people voted for either "all wilderness" or "all non-wilderness."² The numbers involved are 1,433 inputs favoring no more wilderness versus 306 inputs favoring all wilderness. As noted, the numbers here are vastly overshadowed by the tremendous outpouring of support for various wilderness sites in accord with Forest Service instructions. In the decision process, however, the Forest Service used this extremist tabulation and appears to have ignored the much larger response directed at various sites.

Other evidence showing support for more wilderness even includes a survey conducted by Representative Lamar Gudger from the Eleventh District of North Carolina, a summary of which is described in a press release,³ a copy of which is attached to my testimony. The poll was taken only in counties where wilderness areas were proposed. It is well known that most opposition to wilderness is concentrated there. Incredibly, 55 percent favored some additional wilderness. A two-to-one margin favored limited additional wilderness. Only 7 percent opposed additional wilderness!

Another recent survey of considerable interest is one conducted by American Forest Institute in December, 1977. It was sponsored by the forest industry and very significantly showed that people favored preservation of the forests in their natural state by 62 percent.

A perverse argument against designation of wilderness areas is contained in the introduction along the lines that these beautiful and special places should not be designated as wilderness since this tends to result in people flocking to them and ruining them. Admittedly, areas set aside for wilderness attract people, but it seems to me that the straightforward interpretation of this phenomenon is that there is a great demand and desire of our people for these places to visit and use. One reason they are overcrowded is because there are not enough wilderness areas and the ones we have are too small.

A body of data that reflects the tremendous growing demand for wilderness experience comes from studies of the Great Smoky Mountain National Park in connection with its planning process. For a recent ten-year period, the increase in total visitors was approximately 50 percent while there was an approximate 200 percent increase in registrations for backcountry campsites in the remote areas of the Park.⁴ The Great Smoky Mountain National Park data documents what any informed observer can perceive, namely, that there is a booming increase in the number of people interested in using the National Parks and forests for recreation purposes and in particular visiting the wilderness and backcountry areas. Admittedly some areas designated for multiple use provide certain recreation opportunities, but it is absurd to suggest that the same quality of experience is found in forest land cut up with logging roads and sites that is found in wild and undisturbed land.

The forest products industry is, of course, an important industry in North Carolina and the needs of this industry as well as the public needs, including recreation and wilderness, should be balanced. Commercial forest land in North Carolina makes up approximately 20 million acres of land out of the state's 31 million acres.⁵ Of this 20 million acres of commercial forest land, national forests represent about 1.1 million acres. All of this land is fully available for multiple uses except approximately 31,000 acres presently set aside as wilderness and an additional 90,000 acres

¹ See Exhibit 1.

² See Exhibit 2.

³ See Exhibit 3.

⁴ See Exhibit 4.

⁵ RARE II Southern Appalachian and Atlantic Coast States, Supplement to Draft Environment Statement, p. 8.

representing the meager recommendations for wilderness and further planning made by the Forest Service in the RARE II study. It is of special interest also that the RARE II studies showed that there is little or no net value of timber in the areas proposed for wilderness. A copy of the Forest Service data concerning the net economic resource values of the various sites is attached to my remarks.⁶ Accordingly, when all of these facts are taken into consideration, it is seen that the forest product industry in North Carolina cannot be adversely impacted by the RARE II wilderness recommendations. Any allegations that the wilderness issue is adversely affecting the timber industry may be a smokescreen for other problems. One problem in the forest industry is inefficiency. Even industry ads acknowledge that on average tree growth on all commercial land is only about 60 percent of potential and less than 50 percent in the case of the national forest land.⁷ Another hint at why the timber industry is interested in every standing tree in the national forests is suggested by studies showing that the U.S. Forest Service is selling tremendous quantities of timber at even less than the cost of managing the forests.⁸ This operates as an indirect taxpayer subsidy to some members of the industry and obviously depresses prices of timber that farmers and other private timber owners might get in the absence of this cheap Government timber on the market.

Although the forest products industry is a major industry in North Carolina, a closer look at statistics is interesting. Attached to my remarks is a table of statistics by industry groups from the 1977 Census of Manufacturers.^{8A} There are a number of industries larger than lumber and wood products in North Carolina. A breakdown of the industry shows only 3,500 employees are involved directly in logging and sawmill operations (Industry Group 2411). By comparison, there are approximately 2,500 Sierra Club members in the State. Also the forest products industry is by no means the major industry of the western four-county region consisting of Cherokee, Swain, Graham and Macon counties. A draft environmental impact statement compiled by the North Carolina Department of Transportation states that by far the dominant industry is manufacturing with the two leading industries being textiles and fabricated products, and nondurable goods. The furniture, woodwork and lumber industries are reported to be a weak third in manufacturing employment.⁹

OBJECTIONS TO S. 2861

Now, I would like to enumerate three principal objections to S. 2861.

First, the proposed wilderness acreage is totally inadequate. It would create only one wilderness area in eastern North Carolina where several have been proposed that are generally regarded as noncontroversial, and none in western North Carolina where the most tremendous need exists. The position of the Sierra Club is as follows: the areas recommended by the Forest Service for wilderness in RARE II should be classified as such. These total 66,000 acres. In addition, in the final recommendations, the Forest Service chopped off significant acreage that should be restored to some of the areas recommended for wilderness primarily Southern Nantahala, as well as Middle Prong and Shining Rock. Finally, the Sierra Club wants wilderness designation of Harper Creek/Lost Cove, Snowbird Creek, Big Creek and parts of Cheoah Bald and Balsam Cone. The total wilderness designations requested by the Sierra Club for the North Carolina national forests, in all parts of the state would be about 150,000 acres. This is a modest position in comparison to the acreage left over for multiple use as well as 19 million or more acres of private commercial forest land in North Carolina.

In particular I want to comment about two areas. Southern Nantahala, sometimes known as the Standing Indian area in the Nantahala National Forest, should be the crown jewel in the wilderness system in North Carolina. It could be the largest National Forest wilderness in the state with 23,000 acres. It is crossed by the Appalachian Trail and adjoins forest land in Georgia that is also being considered for wilderness. Harper Creek-Lost Cove are two adjoining valleys near Grandfather Mountain. These two areas are especially suitable for wilderness, not only for the number of beautiful waterfalls and other features they contain, but because they lie close to the populous Piedmont part of the state including Charlotte, Winston-Salem

⁶ See Exhibit 6.

⁷ See Exhibit 7.

⁸ See Barlow, "The Giveaway in the National Forests", "The Living Wilderness," p. 29, December 1979, and study of the National Resources Defense Council cited therein.

^{8A} See Exhibit 8A.

⁹ Project A-8 and A-9 at p. 95. The report also says: "Because of the potential viability of tourist trade, the environmental quality of the region must be improved in some areas and preserved in others. There can be little doubt that as the region becomes more accessible through highway improvement, tourism will be an increasingly significant element of the area economic base." p. 95.

and Greensboro and would provide convenient opportunities for day hiking, backpacking, fishing and the like by many people. These areas are well served by Forest Service roads making access easy. Uranium prospecting has gone on in these areas for nearly 30 years and apparently there are some lowgrade traces not of commercial value but the interest of other prospectors should not prohibit the designation of these areas for wilderness since prospecting is not outlawed in wilderness areas.

Time will not permit discussing all the proposed wilderness areas, but I would like to point out to the Committee that North Carolina is a state with a population of over 5 million people. Millions visit the state to enjoy its mountains and forests. According to a U.S. Forest Service publication, the national forests in western North Carolina hosted over 14 million visitors in 1978.¹⁰ In this state there is less than 1/100th of an acre of wilderness for each resident; whereas, for comparison, in Montana there is about 4 acres of wilderness for each resident of the state. In a word, North Carolina desperately needs more wilderness acreage. By personal observation and by report of many Sierra Club members, our wilderness areas are under much pressure and greatly need to be expanded.

The second objection to the proposed bill regards the further planning provisions. On the same grounds mentioned previously the areas proposed for further planning are inadequate. All the areas mentioned previously for wilderness that may not get this protection in the near future should be designated for further planning.

Another unacceptable aspect of the further planning provision of the bill is the two-year time limit. In the first place, it does not give the Forest Service adequate time to complete the planning necessary to make prudent decisions regarding the lands in that category. Furthermore, the two-year time limit is unrealistic politically. It is unreasonable to believe that the entire wilderness issue in North Carolina can be wrapped up in two years time. It is unnecessary and unfair for Congress to place itself and the people of North Carolina in this kind of a short time frame to make important decisions affecting the resources of this state. Also there is really no need for Congress to act regarding the further planning areas. The Forest Service mentioned only 24,000 acres in this category and leaving these few acres in abeyance a while cannot reasonably be thought to prejudice anyone.

Our third and strenuous objection to S. 2861 relates to the release language in the bill. To start with, it simply is not necessary. The exploitive industries in this state have unfettered access to all 20 million acres of commercial forest land except the minuscule areas now existing and proposed for wilderness which simply could not have a material adverse impact on any industries in the state. Also I find it amazing that after all the kind remarks about multiple use made in the introduction to the bill, the release language would consign North Carolina's roadless areas to a fate worse than multiple use. The bill directs the Forest Service that wilderness cannot be considered in the management plans for these areas. This is in derogation of the Multiple-Use-Sustain-Yield Act, which expressly provides that one of the multiple uses to be considered in forest planning is wilderness.¹¹ Accordingly, it is seen that S. 2861 would permanently consign some of North Carolina's most lovely and diverse wild areas to such a low estate that even the Forest Service in its planning process cannot protect them from development activities. The people of North Carolina deserve better than that.

CONCLUSION

It was a wise Senator from Montana who saw that the exploitive and extractive industries would put such pressure on the Forest Service that it could not resist their demands unless some areas were protected by law. Disturbed by Forest Service and industry practices the late Senator Lee Metcalf said, "Many communities in our state may wake up 15 or 20 years from now to find the timber gone, the mills closed, small trout streams barren and silt laden, tourists repelled by visually disturbing clearcuts, and erosion and flooding heightened by damage to the watershed."¹² Perhaps there was an extreme situation in Montana, but as a result of his efforts that state is now blessed by literally millions of acres of wilderness that protect its resources and bring thousands of people to visit the state and these natural wonders. Why isn't North Carolina with its natural beauty and wonders entitled to the protection of its National Forest resources like Montana and many other states. The people of North Carolina love its mountains, free flowing streams, beautiful forests and abundant fish and wildlife resources and other wilderness values. I urge this Committee to defeat the anti-wilderness bill known as S2861 and

¹⁰ "National Forests in North Carolina News", June, 1979

¹¹ 16 U.S.C.A. § 529.

¹² Burk, "The Legacy of Lee Metcalf," "The Living Wilderness," June, 1979, p. 36.

in due course to pass appropriate legislation to establish adequate and representative wilderness areas in North Carolina's National Forests as I have outlined today. Thank you for your concern and attention.

STATEMENT OF JOHN RUNKLE, EXECUTIVE COORDINATOR, CONSERVATION COUNCIL
OF NORTH CAROLINA, CHAPEL HILL, N.C.

Chairman, Senators, members of the panel, my name is John Runkle and I am the Executive Coordinator of the Conservation Council of North Carolina. The Conservation Council is an organization consisting of 35 member groups and some 500 individual members across North Carolina. Among our member groups are the North Carolina League of Women Voters, the Carolina Canoe Club, the Carolina Mountain Club, several birder groups, wildflower societies, energy groups, garden clubs, the Cleveland League on Conservation, river protection groups, the Bartram Trail Society, and other groups that are concerned about North Carolina and want to keep it healthy and beautiful. Our individual members are not only active in many environmental issues, but are also active campers, hikers, birders, sightseers, and lovers of Nature.

Although I am not an expert on the wilderness *issue*, I do know wilderness. I have camped, hiked, and canoed in many parts of North Carolina. In every place I have gone, I have met many others on the trails or on the rivers who are enjoying the out-of-doors, thrilled to be away from civilization for a while.

In Shining Rock, part of the Pisgah Forest, a group of us camped out on an open meadow, our water coming from a spring-fed stream, ice cold. It was autumn and the leaves were still green down in the valleys and higher up they exploded in colors of red and yellow, and at the tops of the mountains they were already brown and falling to the ground. In the morning, I got up early and bathed myself in the stream, laughing out loud because the water was so cold. We climbed a mile straight up to the ridge, forced to use both hands and feet in some tight spots, and walked through miles of stunted oaks and maples to a spot called Dog's Bane Bald where we ate lunch. The sun was in the west when we finally reached Shining Rock and we were tired but the sun lit up the white quartz of the rock and warmed us up with it.

North of there, in the late fall, the temperature got down to the 20's at night but there was no snow yet. We hiked up and up breathing hard, past buckeyes and birches. Quiet during rest stops, we saw chattering squirrels run along branches, doing last-minute errands before the snows come. At the top the sun and a warm breeze made us take off several layers of clothing. Other hikers passed, those from the east were in short sleeves, while another group that had camped on the peak in an ice storm walked fast in their parkas to keep warm. The shadows were cold and foretold the coming winter.

Springtime comes early to the Uwharrie Forest, wildflowers peer through the fallen leaves in late March. On one trip through a river valley, we counted and photographed over 20 different types of wildflowers, blue bonnets and phlox, violets and lilies. Some of the trees were budding and the whole earth was waking up. Down in a protected hollow was a stand of bamboo, a foreign grass beginning to grow along our rivers. A bamboo grove is a place to rest and meditate, you can watch it grow. We saw a deer cautiously go to the river and drink, never keeping its head down for long, looking for danger. A wild turkey gobbled in the distance but we were unlucky and did not see it. The day passed quickly and it is the sounds, and lack of others, that make it so different from the city. No cars, no lawn mowers, but birds calling and water bubbling over rocks. The smells of spring are mud and sap.

On the coast, the alligator never moved when we passed it. His eyes were open but who can tell what an alligator is focussing on. The river oaks were covered with long beards of Spanish moss and the ground was underwater, littered with limbs. A hurricane had passed over several days before and the river was still higher than normal. Moving slowly, we rounded a bend and startled a great blue heron and it squawked and flew down the river, wings almost touching the trees on the sides of the river. Around the next bend we startled it up again, and it flew, and around the next bend, there it was again, and around the next until it tired of the game and flew back to where it had started. The insects hummed and a bald eagle soared high in the sky.

About this time last year, we camped on the side of a mountain and climbed to the top to watch the Persides meteor shower. The sky kept clouding up but when the mist cleared we saw red and white streamers. The northern sky was bright from the lights of a small town and the floodlights from its airport were strong enough to erase the meteors from the sky. In the morning we hiked to a large rock outcropping, with sheer 100-foot cliffs. Looking out over the forest and mountains we could see forever. Hearing an odd croak—croak in the sky, we looked up and saw a

raven gliding into its nest in the cliffs, a piece of carrion meat in its beak. Later that afternoon, on my way back from getting water, I stepped on a gray fox who jumped up with a yelp and ran down the hill to disappear among the trees.

Wilderness places must be kept from roads and development to preserve the forests and mountains. Ravens will move from a mountain if people get too close, lumbering cuts down the homes of the squirrels, off-the-road vehicles create gullies and destroy wildflowers, the gray fox cannot live easily in a housing development. Draining the swamps makes the alligator move out, the great blue heron cannot live on a river where speed boats race by, and eagles die when civilization encroaches on their territories. Wilderness is important.

That wilderness is important to us in North Carolina can best be seen in our use of existing wilderness areas. In Linville Gorge, which is visited yearly by approximately 25,000 people, the Forest Service has been forced to initiate a permit system so that the sheer number of hikers and backpackers does not exceed the capacity of the area. Walter Rule, Jr., information specialist with the National Forests in North Carolina, stated that a problem the Forest Service might face with the new wilderness areas is that too many people would come to them and additional management would be needed for those areas. The influx of campers and hikers would benefit the counties near the wilderness areas—money would be spent for supplies, helping local economies.

When the two-year process called RARE II was in operation in our state, the Conservation Council and many other groups were active in working with the Forest Service assessing which areas of the National Forests were to remain roadless and wilderness and which were to be opened for multiple uses—lumbering, mining, as well as recreational uses. All of the roadless areas—some 207,000 acres—were reviewed. Of these 67,000 acres or 33% of the total were designated by the Forest Service to remain wilderness, 23,000 acres or 11% of the total was set aside for further study, while the remaining 117,000 acres or almost 57% of the total was recommended for multiple use. When compared to the 2 million acres of forests in North Carolina, only 67,000 acres of new wilderness is distressingly inadequate.

The RARE II process as undertaken in our state consisted of environmental statements that elicited reams of public comment. Almost 12,000 signatures were received to keep the Standing Indian section of the Nantahala Forest as wilderness with only 200 to open it up. 28 out of the original 40 areas reviewed had over 90 percent in favor of wilderness, and only in 4 of the areas did the majority desire it to become non-wilderness. In addition, a series of public meetings were undertaken and although initially begun as information sessions were soon modified into public hearings. The dialogue between wilderness advocates, environmentalists, and the proponents of multiple use, the timber interests, resulted in a compromise; some areas that organizations like the Conservation Council felt strongly should be included, like the Nolichucky Gorge and Snowbird, were not included while others were designated Future Planning Areas instead of wilderness. However, each group was given the opportunity to have itself heard and the resulting recommendations were truly the result of public involvement.

The Forest Service recommendations for RARE II Wilderness Areas are the absolute minimum that is acceptable to many North Carolina residents, our organization and its members included. To disregard the results of the RARE II process, as Senate Bill 2861 does, makes a sham of the efforts undertaken by many individuals and groups in North Carolina. As an environmentalist, I feel there should have been many additional areas included, but as a citizen I recognize the result as a democratic decision with input from all sectors of the population. The RARE II process showed clearly that the majority of the people here want to live in North Carolina because of its beautiful forest and mountains, with its scenery and wildlife.

To us, and I am speaking not only for the Conservation Council and our members, but for all lovers of the wilderness in the state of North Carolina who use the forests to camp, hike, and look at the wildlife, who stand in awe of the glories that only wilderness can provide, it is a sin to destroy the few places left in our state where one can get away from civilization and be alone with Nature, with God.

STATEMENT OF HAMILTON C. HORTON, JR., WINSTON-SALEM, N.C.

North Carolinians love the land of their state, perhaps more than most Americans. They want it preserved and passed down to their children and grandchildren unspoiled. And I think the evidence will show that they have not been laggards in the conservation of it.

We have more forest cover today in our state than we had in 1880. Our state parks have doubled and the acreage has increased in the past six years by a whopping 63.7 percent compared to the National park increase of only 5.7 percent.

We have more deer than when the white man came to our shores in 1588. And as Congress learned in the New River bill, Tarheels are willing to fight to keep their land and their waters from exploitation.

Why, then, given this desire to preserve their inheritance, did 82 percent of the general responses to RARE II in North Carolina oppose wilderness designation? I suggest that perhaps it was because they realized that in our state, with national forests and national parks covering approximately 7 percent of the area, with private forests covering more than 60 percent of our land, with five components of the Wilderness system already,¹ we had more pressing needs for our National Forest land.

Let me be specific. "Wilderness" is a fetching word—conjuring images of the forest primeval, of Walt Disney and Bambi. It is hard to argue against that sort of image.

But the actuality is that, far from preserving existing wilderness, RARE II in North Carolina is in the business of manufacturing wilderness. I say this because there is hardly an acre of our forest land that has not been logged over at least once. These previously cut over acres are candidates for RARE II designation today simply because the United States Forest Service has proven to be a good steward.

We would do well to remember that the Wilderness Preservation System is just one of the tools available to those of us interested in the environment. And its usefulness in particular cases is a question on which conservationists can honestly differ.

Because the evidence will show that there are definite tradeoffs involved: indeed, the evidence will show that such environmental values as habitat, wildlife conservation, reestablishment of near extinct species, can be jeopardized by "Wilderness" designation in North Carolina.

Largely this is because the Southeastern and Appalachian Forest regenerates itself more quickly than forests in most other sections of the nation, since we have the heaviest rainfall of any major section of the country, and our climate permits a longer growing season—more than 200 days—than the northern and far western forests.

This means that the many food plots and game openings which the Forest Service in cooperation with the State of North Carolina has established in any areas established for Wilderness, will immediately begin the inexorable process of closing up. In two or three years, they will disappear. With grave consequences to the wildlife population which requires them for food.

The tradeoff then, is between the value of having roadless acreages available for "Wilderness" experiences, and the value of habitat for our wildlife.

You see, under Forest Service regulations, once an area is declared "Wilderness," there can be no manipulation of habitat for wildlife. The most useful tool for deer and wild turkey conservation that we have found in North Carolina, for example is the food plots and game openings I have mentioned, which provide browse and fruits and berries along the forest edge. We need more of these openings.

Let me dwell on just one concrete example: In the Wilson Creek watershed before RARE II, the Forest Service in cooperation with the North Carolina Wildlife Commission, had achieved a deer population of 1 per 40 to 50 acres. The turkey population was 1 per 500 acres.

Before RARE II there were 64 acres of openings for wildlife, and the plans were to create 52 additional game openings totaling 150 acres, to expand and protect the grape thickets and other food sources, and to improve the browse and forage available to deer by thinning the trees on 5,592 acres.

The result would have been a deer population of 1 per 25 to 30 acres. And a turkey population of 1 per 50 acres. This plan, then, in Wilson Creek would have increased the turkey population ten fold, and almost doubled the deer population.

But today, the largest part of the Wilson Creek watershed is frozen in Further Planning status under RARE II. More accurately, not frozen—degenerating. Because nothing is more true than that nature does not stand still. Forest Service figures underscore this: In that watershed, deer food production, in thousands of pounds, was 15.8 million in 1973. If thinning of the forest had been permitted, the forest would be yielding 21.4 million pounds of deer food by 1983. But without thinning, by 1983 the forest food yield would be only 14.9 million pounds.

The point is that while the deer comeback under enlightened game management has been spectacular in Wilson Creek, we still want more. And our turkey population is still scarce. With the bulk of the Wilson Creek watershed now in Further Planning, the status quo there is being maintained. But those of us who want

¹ Swanquarter, Ellicott Rock, Joyce Kilmer-Slickrock, Linville Gorge and Shining Rock.

improved habitat and a real comeback for America's noblest bird, feel the status quo is not enough.

This bill by releasing the Lost Cove and Harper Creek RARE II areas in the Wilson Creek watershed would let North Carolina and the Forest Service get about the business of wildlife management, protection, and increase, and would permit those improved and more productive habitats for which plans had been finalized before RARE II.

The situation I have cited above is repeated throughout the RARE II areas which have not been designated for non-wilderness: it is not just that the game and wildlife openings would be obliterated if areas became "Wilderness," but that our plans for more and better wildlife habitat are at a standstill in both Wilderness-nominated and Further Planning areas.

But wildlife openings are not the only habitat improvement techniques that are jeopardized or stalemated as long as RARE II hangs fire in North Carolina.

Under Forest Service Regulations once an area is declared "Wilderness," there can be no thinning of the forests to increase browse for deer, no prescribed burning (another technique to foster the growth of food producing plants). There would be no protection of nuts or mast bearing trees.

Here let me insert that those familiar with the subject are unanimous that most birds and animals manifestly benefit from properly supervised, systematic harvesting of the timber of the national forest—something that, of course, is forbidden in Wilderness. Indeed, mature, virgin forests have been described as the "silent forests"—because of the absence of bird and animal life.

Moreover, under Forest Service regulations, once an area is declared wilderness, there can be no stocking of exotic species—that is to say non-native species—within its boundaries. Among other species, this would include the rainbow and brown trout—stocked by our state fish hatcheries under a program more than 50 years in operation.

Harper's Creek and Lost Cove Creek—now held under Further Planning—are considered the best trout waters in North Carolina.

But should these ultimately become Wilderness, under the terms of Forest Service regulations it would seem that only the Eastern Brook Trout—our only native trout species—would be permitted. While eagerly sought as game fish, the average size of the brook trout is only about 8" in length and a mere 4 oz. in weight.

The rainbow and brown trout, which would be excluded after half a century, average twice the size of the brook trout in streams, and in lakes and pools can weigh as much as 8 to 12 pounds.

I have tried to make the point that there are serious environmental tradeoffs involved with wholesale "Wilderness" acreage in our state—that the acknowledged positive values of "Wilderness" must be considered in balance with the negative values of harm to our longstanding and increasingly successful efforts to restore and maintain habitat for wildlife and plants.

The Forest Service has in the past been able to do this—using the Multiple Use approach. While producing regular harvests of timber, they have nurtured the golden eagle habitat in the Shining Rock area through controlled burning, have actively fostered growth of food trees and plants, have protected endangered and threatened species from being engulfed by the rampant growth of our forests—all acts which would be forbidden in "Wilderness" areas.

Many of us have been troubled by the unwillingness of certain national environmental groups to consider the adverse tradeoffs involved in Wilderness Designation in North Carolina. The only explanation I can make is that they are thinking of our forests as similar to the northern and western National Forests they are more familiar with—forests which do not regenerate as fast as ours, and where game openings often occur naturally.

Down in North Carolina, we have to keep cutting back the forests just to stay abreast. Indeed, decades of cooperative efforts of our state and federal government can be obliterated within two or three years of neglect.

Certainly the Forest Service has conceded in its Southern Appalachian and Atlantic Coast States Draft Environmental Statement that:

"Timber stands allowed to mature become choice environments for insects and disease buildup which could spread beyond the wilderness boundaries."²

"The opportunity for a catastrophic fire because of heavy fuel buildup will be greater in wilderness areas than in a managed forest."²

² Page 46, Draft Environmental Statement, RARE II Southern Appalachian and Atlantic Coast States, June, 1978.

"Species requiring early stages of vegetative succession for a part of their habitat such as deer, grouse and turkey, rabbit and many song birds would decline."³

"Where fisheries are dependent on stocking . . . to maintain fishable populations, and stocking depends on motorized access, fish populations could decline."³

"Some increase in hunting of small animals such as squirrels can be expected, but big game hunting will probably decline."⁴

"Roadless areas currently used by individuals for hunting, firewood gathering or fishing, where vehicle use is necessary will become unavailable if the roadless area is designated wilderness. Recreational use in roadless areas by handicapped people will virtually be eliminated."⁵

So the approach taken by S. 2861 seems to be extremely wise: the two areas designated wilderness are areas that are deserving: Pocosin is a unique ecosystem which simply must be preserved. About 90% has never been disturbed: It would qualify as wilderness in the true sense. The Birkhead Mountains deserve the status for another reason: although that area was operated as an active plantation as recently as 1933, and has been lumbered as recently as 1973, it has the advantage of being the only potential wilderness in the piedmont plateau of the entire Southeast.

Of the areas which are to be considered by Congress at a later time under S. 2861, the Linville Gorge Extensions, Shining Rock Extension, and the Ellicott Rock Extension a valuable buffer land to existing, genuine "Wilderness," while the Craggy Mountain Wilderness Study Area and Craggy Mountain Extension have been mandated by the Congress for Wilderness consideration under the Eastern Wilderness Act. I am confident that when the Congress does have adequate time to consider these tracts, they will be found worthy of inclusion in the Wilderness Preservation System.

The remainder of the RARE II areas now proposed for "Wilderness" or retained in Further Planning status, would be released for Multiple Use—which would permit the Forest Service to protect it from fire and infestation, and improve habitat for fish and game, and protect endangered and threatened species as they have in the past.

Finally, let me urge this committee not to approach the evaluations made by the Forest Service of the individual RARE II tracts with undue reverence.

By this I mean that the original data base cranked into the RARE II computers was assembled in a hurried, almost frantic manner: the Forest Service in North Carolina had less than one month to complete the Wilderness Attribute Rating forms, the information from which was in turn inserted into the computer to form a part of the data base from which the entire RARE II evaluation system was extrapolated. The other major insertion into the data base was an evaluation of the mineral and energy potential of each nominated area—something we understand was done largely by telephone conference calls, with no input from local sources.

Thus, in North Carolina, 31 areas comprising more than 200,000 acres had to be evaluated by the hard-pressed Forest Service between November 1977 and the first of January 1978. The actual computer forms had to be completed for WARS in less than a month. The most conscientious efforts could not give an adequate analysis of the tracts in question under these time constraints. Indeed, in North Carolina there was no on-site geological evaluation, archaeological study, biological study, or even endangered or threatened species census: the crucial data base came from such information as was already available in Forest Service files and in the memory of Forest Service employees. There was no input at this stage from the State of North Carolina or from the academic community: they were not even consulted until after the Draft Environmental Statement was already published. And by this time the computer data base—full of inadequate, even erroneous, guesswork, recollection, and outdated statistics—had been established and was destined to influence the printout each time the computer was employed.

In conclusion, the passage of S. 2861 will be greeted by most North Carolinians as a sensitive and balanced approach to the competing values of habitat and wilderness experience, and will permit our people, in cooperation with the United States Forest Service to resume their long time and successful partnership in providing balanced and varied recreation to our people and enhanced habitat for our wildlife of all types.

³ Page 47, Draft Environmental Statement, RARE II Southern Appalachian and Atlantic Coast States, June, 1978.

⁴ Page 50, Draft Environmental Statement, RARE II Southern Appalachian and Atlantic Coast States, June, 1978.

⁵ Page 53, Draft Environmental Statement, RARE II Southern Appalachian and Atlantic Coast States, June, 1978.

STATEMENT OF THE AMERICAN MINING CONGRESS

The American Mining Congress, an industry association encompassing producers of most of America's metals, coal, and industrial and agricultural minerals, submits the following statement of its position on the legislation under consideration by the Senate Subcommittee on Environment, Soil Conservation, and Forestry.

The American Mining Congress supports enactment of S. 2861 as introduced by Senator Jesse Helms (R-NC). This legislation would designate approximately 16,000 acres of North Carolina national forest lands studied under the RARE II program as wilderness. The measure would release other North Carolina national forest lands studied under RARE II for multiple-use management and would designate 14,405 acres to be managed to protect wilderness suitability until 1983.

The American Mining Congress is concerned that the production of minerals is prohibited or seriously restricted on a large and increasing proportion of public lands at a time when dependency upon foreign supply of certain minerals has increased. The public lands should be used in as many beneficial ways as their resources permit. The American Mining Congress continues to endorse the principal of multiple use. We support legislation that would contribute to the better and more efficient uses of all the values and resources of the public lands and facilitate access to such lands for determination of minerals values and development of mineral resources.

The AMC strongly supports Section 3 of the bill, which would release National forest lands not designated as wilderness, and reaffirms the sufficiency of the environmental impact statement prepared in relation to RARE II with respect to National forest lands in North Carolina. This measure will prevent any court action similar to that initiated in California.

The AMC affirms its support of Section 4, which sets the 1983 deadline for congressional consideration of areas left in further planning by this bill.

More than two-thirds of the nation's 760 million acres of public lands are now closed to mineral exploration and development. Utmost caution should be exercised in making decisions to withdraw additional areas from mineral exploration and development. The United States has become overly dependent on insecure and unstable foreign sources for many of its critical and strategic minerals, and both governmental and private sectors should be working at this point more than ever toward developing a healthy domestic minerals and mining processing industry.

If the continuing withdrawal of public lands is not ended, virtually no such lands will be open for mineral exploration required to assess what must be a vast reservoir of strategic metals and minerals. The restrictive withdrawals also negate the principle of multiple-use management that would benefit many, rather than few.

The American Mining Congress would like to see S. 2861 enacted as introduced and the return of land to multiple use to allow the development of natural resources in North Carolina and to preclude a "RARE III." We believe that S. 2861 strikes a balance between wilderness designation and the desire of those who want to develop North Carolina resources.

96TH CONGRESS
2D SESSION

S. 2861

To designate certain National Forest System lands in the State of North Carolina for inclusion in the National Wilderness Preservation System, to release other national forest lands within the State of North Carolina from further consideration for wilderness designation, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JUNE 23 (legislative day, JUNE 12), 1980

Mr. HELMS introduced the following bill; which was read twice and referred to the Committee on Agriculture, Nutrition, and Forestry

A BILL

To designate certain National Forest System lands in the State of North Carolina for inclusion in the National Wilderness Preservation System, to release other national forest lands within the State of North Carolina from further consideration for wilderness designation, and for other purposes.

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

3 SECTION 1. (a) The Congress finds that—

4 (1) certain areas of undeveloped public lands in
5 North Carolina possess outstanding natural characteris-
6 tics giving them high values as wilderness and will, if

1 properly preserved, contribute as an enduring resource
2 of wilderness for the benefit of the American people;

3 (2) review and evaluation of roadless and undevel-
4 oped lands in the National Forest System in North
5 Carolina have identified those areas which, on the
6 basis of their landform ecosystem, associated wildlife,
7 and location, will help to fulfill the National Forest
8 System's share of a quality National Wilderness Pres-
9 ervation System;

10 (3) review and evaluation of roadless and undevel-
11 oped lands in the National Forest System in North
12 Carolina have identified those areas which should be
13 available for multiple uses other than wilderness; and

14 (4) review and evaluation of roadless and undevel-
15 oped lands in the National Forest System in North
16 Carolina have also identified those areas which should
17 be managed as wilderness until designated as such by
18 Congress or returned to uses other than wilderness as
19 provided by this Act.

20 (b) The purposes of this Act are to—

21 (1) designate certain other National Forest
22 System lands in North Carolina for inclusion in the
23 National Wilderness Preservation System in order to
24 promote, perpetuate, and preserve the wilderness char-
25 acter of the land and to protect watersheds and wildlife

1 habitat, preserve scenic and historic resources, and to
2 promote scientific research, primitive recreation, soli-
3 tude, physical and mental challenge, and inspiration for
4 the benefit of all the American people; and

5 (2) insure that other National Forest System lands
6 in North Carolina be promptly available for nonwilder-
7 ness uses including, but not limited to, campground
8 and other recreation site development, timber harvest-
9 ing, intensive range management, nonrenewable re-
10 source exploration and extraction, vegetative manipula-
11 tion for watershed and wildlife habitat management
12 purposes.

13 SEC. 2. In furtherance of the purpose of the Wilderness
14 Act of 1964 and in accord with the Forest and Rangeland
15 Renewable Resources Planning Act of 1974, as amended by
16 the National Forest Management Act of 1976, the following
17 lands in the State of North Carolina comprising approximate-
18 ly sixteen thousand seven hundred and fifty-nine acres and as
19 generally depicted on maps appropriately referenced, dated
20 January 1979, are hereby designated as wilderness and,
21 therefore, as components of the National Wilderness Preser-
22 vation System—

23 (1) certain lands in the Croatan National Forest,
24 which comprise approximately eleven thousand acres,
25 are generally designated by the Roadless Area Review

1 and Evaluation II Final Environmental Statement,
2 January 1979, as area A8015, and shall be known as
3 the Pocosin Wilderness.

4 (2) certain lands in the Uwharrie National Forest,
5 which comprise approximately five thousand seven
6 hundred and fifty-nine acres, are generally designated
7 by the Roadless Area Review and Evaluation II Final
8 Environmental Statement, January 1979, as area
9 08203, and shall be known as the Birkhead Mountains
10 Wilderness.

11 SEC. 3. (a) All lands within the National Forest System
12 in North Carolina not designated for wilderness by this Act
13 or not heretofore designated as wilderness, or designated for
14 further congressional consideration by this Act, shall—

15 (1) notwithstanding any other provision of law,
16 not be studied nor considered by any agency for wil-
17 derness potential or recommendation as wilderness;

18 (2) be managed for uses other than wilderness in
19 accordance with the Forest and Rangeland Renewable
20 Resources Planning Act of 1974, as amended: *Pro-*
21 *vided, however, That—*

22 (A) any requirement of that Act inconsistent
23 with subsection (1) above shall not apply; and

24 (B) an area may not be managed for the pur-
25 pose of preserving any wilderness attributes: *Pro-*

1 *vided, however,* That the incidental preservation
2 of any wilderness attributes pursuant to manage-
3 ment for uses other than wilderness is not prohib-
4 ited by this subparagraph; and

5 (C) pending final adoption of a plan devel-
6 oped under section 6 of the Forest and Rangeland
7 Renewable Resources Planning Act of 1974, as
8 amended, for the national forest of which the area
9 is a part, the area shall be managed pursuant to
10 any existing unit plan covering the area.

11 (b) The enactment of this legislation shall be conclusive
12 as to the legal and factual sufficiency of the environmental
13 impact statement prepared relative to the Second Roadless
14 Area Review and Evaluation with respect to National Forest
15 System lands in the the State of North Carolina and no court
16 shall have jurisdiction to consider questions respecting the
17 sufficiency of such statement under the National Environ-
18 mental Policy Act of 1969 (42 U.S.C. 4321-61).

19 SEC. 4. (a) In order that Congress might have a suffi-
20 cient amount of time to consider the inclusion of certain lands
21 in the Wilderness Preservation System, the following lands
22 in the State of North Carolina comprising approximately
23 fourteen thousand three hundred and five acres shall be man-
24 aged in a manner not to preclude their eventual designation
25 by Congress into the National Wilderness Preservation

1 System until such time as these lands would be included in
2 the National Wilderness Preservation System or designated
3 to be managed for uses other than wilderness under section
4 3(a):

5 (1) Certain lands in the Pisgah National Forest,
6 which comprise approximately eight hundred and sev-
7 enty-six acres, are generally designated by the Road-
8 less Area Review and Evaluation II Final Environ-
9 mental Statement, January 1979, as area A8058, ref-
10 erenced Linville Gorge Extension.

11 (2) Certain lands in the Pisgah National Forest,
12 which comprise approximately two thousand nine hun-
13 dred and twenty-five acres, are generally designated by
14 the Roadless Area Review and Evaluation II Final
15 Environmental Statement, January 1979, as area
16 L8058, referenced Linville Gorge Extension.

17 (3) Certain lands in the Pisgah National Forest,
18 which comprise approximately one thousand two hun-
19 dred and eighty acres, are generally designated by the
20 Roadless Area Review and Evaluation II Final Envi-
21 ronmental Statement, January 1979, as area 08056,
22 referenced Craggy Mountain Extension.

23 (4) Certain lands in the Pisgah National Forest,
24 which comprise approximately one thousand one hun-
25 dred acres, are generally designated by the Roadless

1 Area Review and Evaluation II Final Environmental
2 Statement, January 1979, as area 08193, referenced
3 Craggy Mountain WSA.

4 (5) Certain lands in the Nantahala National
5 Forest, which comprise approximately five thousand
6 one hundred and twenty-four acres, are generally des-
7 ignated by the Roadless Area Review and Evaluation
8 II Final Environmental Statement, January 1979, as
9 area A8057, referenced Shining Rock Extension.

10 (6) Certain lands in the Nantahala National
11 Forest, which comprise approximately three thousand
12 acres, are generally designated by the Roadless Area
13 Review and Evaluation II Final Environmental State-
14 ment as Area A8031, referenced Ellicott Rock
15 Extension.

16 (b) Lands within the National Forest System in North
17 Carolina which have been reserved for congressional consid-
18 eration, but which have not been included in the National
19 Wilderness Preservation System prior to January 1, 1983,
20 shall be managed beginning on such date in the same manner
21 as prescribed for lands described in section 3(a).

22 SEC. 5. Subject to valid existing rights, each wilderness
23 area designated by this Act shall be administered by the Sec-
24 retary in accordance with the provisions of the Wilderness
25 Act of 1964: *Provided*, That any reference in such provisions

1 to the effective date of the Wilderness Act of 1964 shall be
2 deemed to be a reference to the effective date of this Act.

3 SEC. 6. As soon as practicable after enactment of this
4 Act, a map and a legal description of each wilderness area
5 designated by this Act shall be filed with the Committee on
6 Agriculture, Nutrition, and Forestry and the Committee on
7 Energy and Natural Resources of the United States Senate,
8 and the Committee on Agriculture and the Committee on
9 Interior and Insular Affairs of the United States House of
10 Representatives, and each such map and description shall
11 have the same force and effect as if included in this Act:
12 *Provided*, That correction of clerical and typographical errors
13 in each such legal description shall be on file and available
14 for public inspection in the Office of the Chief of the Forest
15 Service, United States Department of Agriculture.

STAFF EXPLANATION OF S. 2861

S. 2861 would—

(1) provide that all National Forest System lands in North Carolina that are not designated for wilderness by the bill or heretofore designated as wilderness, or designated for further congressional consideration by the bill, will be managed for uses other than wilderness under multiple-use management concepts;

(2) designate two additional wilderness areas in North Carolina, the Pocosin Wilderness on the Croatan National Forest and the Birkhead Mountain Wilderness on the Uwharrie National Forest (totaling approximately 16,759 acres);

(3) designate six additional areas in North Carolina for further congressional consideration as to their suitability for wilderness designation (totaling approximately 14,305 acres);

(4) provide that if the areas designated for further congressional study by the bill are not included in the National Wilderness Preservation System before January 1, 1983, they will thereafter be managed for uses other than wilderness under multiple-use forestry management concepts; and

(5) provide that enactment of the bill will be conclusive regarding the legal and factual sufficiency of the RARE II environmental impact statement with respect to North Carolina and preclude judicial review of the sufficiency of that statement.

