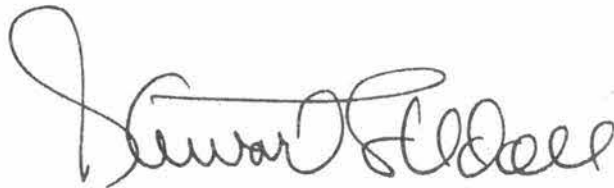


MEMORANDUM FROM SECRETARY UDALL

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*Conservation*  
*Work file -*

Attached is an inventory of legislative and administrative actions accomplished during the 87th Congress in the fields of resources, conservation and other matters of particular importance to this Department. Recognizing that at this particular period, sufficient time probably is not available for a careful study of the report, I am including a brief summary outlining what I feel are the highlights of this fine record. The broad congressional support this program has been accorded is most encouraging, and we look forward next year to working closely with you in a major attempt to achieve even higher objectives in the conservation of our natural resources.



Secretary of the Interior

Attachments

## DEPARTMENT OF THE INTERIOR

### SUMMARY OF MAJOR CONSERVATION ACCOMPLISHMENTS

President Kennedy has called for "a new conservation effort in the 1960's worthy of the two Roosevelts." He focused attention on opportunities for action in this area when in May 1962 he called the first White House Conservation Conference since Theodore Roosevelt's landmark 1907 conference. Earlier, in February President Kennedy delivered the first comprehensive conservation message to Congress in many years. The following represents a quick summary of some standout conservation accomplishments since the inception of the Kennedy Administration in January 1961:

1. National investment in water conservation and development projects has reached an alltime high: in addition, the 87th Congress was the first in history to authorize two major new start reclamation projects (the \$171 million Fryingpan-Arkansas in Colorado and the \$220 million San Juan Chama-Navajo Irrigation Project in New Mexico) in a single session;

2. In unparalleled action for parkland preservation, three new superb national seashores were created--Cape Cod on the Atlantic Coast, Padre Island on the Gulf Coast of Texas, and Point Reyes on the Pacific Coast north of San Francisco. These authorizations represent the first major additions to the National Park System in the continental United



States in sixteen years and will add 285 miles of unspoiled seacoast for outdoor recreation.

3. Following the President's recommendations, the Congress authorized construction of the world's largest atomic electric plant at Hanford, Wash., which will provide new industry-building power equal to that of two major dams at no cost to the Federal Government.

4. Pursuant to the recommendations of the Outdoor Recreation Resources Review Commission, the Administration established a Bureau of Outdoor Recreation. It has also recommended sweeping new programs to assist States planning farsighted outdoor recreation programs and legislation to establish a land conservation fund to meet growing need for outdoor recreation purposes.

5. Congress approved a long-range Wetlands acquisition bill. The new appropriations authorized through this program have made it possible to establish widespread new waterfowl refuges amounting to more than 100,000 acres--more than in any period in recent history;

6. In order to keep American energy competitive, research has been intensified on extra-high-voltage direct current transmission of power, and "pumped-back" storage. The Administration also recommended legislation to facilitate construction of interstate pipelines to transport coal "slurry" to energy markets;

7. An unprecedented program to aid cities in acquiring "open space" was enacted;

8. A vigorous new Water Pollution Control Act is enabling us to mount a full-scale attack on one of our most destructive forms of waste;

9. The Saline Water Conversion Program was greatly accelerated and appropriations for research were more than doubled;

10. Administratively, action was taken to make suitable public lands available to State and local governments at nominal cost for parks and wildlife refuges--and similar action has been taken to make military land available for such conservation purposes;

11. As part of an expanded oceanography program that includes five new seagoing laboratories and four shore installations. The United States is pressing a vigorous research effort to develop a marketable fish protein food supplement that can provide a dramatic new answer to the food deficiency problems of nearly two-thirds of the peoples of the world and provide a stimulus to the fishing industry;

12. In order to calculate and properly assess the dangers caused by indiscriminate use of pesticides, the Administration established the Federal Pesticide Control Review Board to evaluate the consequences of all present and proposed Federal pesticide programs.

13. Departmental policies, aided by heavily increased congressional appropriations, are teaming up to erase decades of neglect in the field of our educational, health and economic responsibilities to our Indian citizens and those of Guam, Samoa, the Virgin Islands and the Trust Territory Islands of the Pacific.

These I feel are unequalled conservation gains affecting every sector of American life. This has been a high water mark and we will press vigorously next year for action on such key conservation items of legislation as the Wilderness Bill, the Land Conservation Fund, the Youth Conservation Corps legislation and the River Basin and Water Resources Bill proposed by the President.

(Signed)  
Stewart L. Udall  
Secretary of the Interior

DEPARTMENT OF THE INTERIOR  
REPORT OF MAJOR CONSERVATION ACCOMPLISHMENTS

THE AMERICAN OUTDOORS

The Threat: In mounting tempo, America's technological progress and population growth have threatened to engulf the very resource that shaped our character as a nation---the outdoors. To meet this threat to fish and wildlife, forest, lake and seashore, and to make open spaces available for outdoor recreational needs to come, the 87th Congress acted with unprecedented vigor.

New Seashores Added: With only 336 miles of the Atlantic coast and 296 miles of the Pacific shorelines previously available as public lands, the 87th Congress established three new National Seashores at Cape Cod, Mass., Point Reyes, Calif., and Padre Island, Tex., adding 285 miles of unspoiled seacoast to our National Park System that this year will have accomodated more than 85 million visitors.

Not only was this addition unparalleled in the 46 year history of the National Park System, it placed a trio of outdoor recreational facilities in areas near expanding metropolitan areas. Cape Cod itself is within one day's driving distance of 30 million persons. Point Reyes will serve the burgeoning Northern California area of eight million, and Padre Island will attract additional millions from its rapidly expanding hinterland in addition to out-of-State visitors.

Other Park Additions: Additionally, the National Park System was further enriched with establishment of Haleakala National Park in Hawaii; City of Refuge National Historic Site, also in Hawaii; Buck Island Reef National Memorial near St. Croix, Virgin Islands; Arkansas Post National Memorial in Arkansas; Russell Cave National Monument in Alabama; St. Thomas National Historic Site in the Virgin Islands; and Theodore Roosevelt Birthplace and Sagamore Hill National Historic Sites, and Alexander Hamilton Grange National Memorial, all in New York.

Public Lands Offered: Expanding demands for outdoor recreation also were met by passage of legislation under which the Department of the Interior will provide facilities at almost 200 Federally operated wildlife refuges and fish hatcheries and in Departmental action that expanded recreational use of public lands by making them available to State and local governments at the nominal fee of \$2.50 per acre. Similar action has been taken to make military land available for such conservation purposes. With the same goal in mind, regulations were revised expanding shoreline acquisitions on Bureau of Reclamation reservoirs.

Outdoor Recreation Bureau Formed: Pursuant to the recommendations of the Outdoor Recreation Resources Review Commission (ORRRC) the Administration established a Bureau of Outdoor Recreation. It has also recommended sweeping new programs to assist the States in planning farsighted outdoor recreation programs, and legislation to establish a Land Conservation Fund to meet the growing need for outdoor recreation opportunities.

## WATER RESOURCES

Water--whether it lies in brackish underground pools, provides a refuge for wildfowl, sluices through canals to succor crops or is checked in flight to provide power sinews for the Nation--is going to work for all of us with unprecedented vigor.

Reclamation's Record Year: The Nation's Reclamation program reached its highest level in history with total expenditures of 343 million for all activities in fiscal year 1962, a giant stride matched only by the unprecedented action of Congress in authorizing the \$170 million Fryingpan-Arkansas project in Colorado and the <sup>220</sup>~~135~~ million San Juan Chama-Navaajo project in New Mexico--two major projects in one year.

Putting Wasted Power to Work: One of the outstanding victories over waste was provided by hard-fought Congressional action authorizing the largest nuclear power plant in the world. Up to 800,000 kilowatts of power will be provided by the Hanford (Wash.) Atomic Works. This legislation permits the Washington Public Power Supply System to harness the wasted steam from the atomic plant. It assures Pacific Northwest industries, farmers and other consumers of a new firm power supply equal to that produced by a major dam, all without cost to the Federal Government, and blunts the danger of a regional power shortage previously anticipated by 1965. The importance of this new supply to the vast growing area served by the Bonneville Power Administration can be immediately seen in the estimate that the new power, converted to employment terms, ultimately can mean from

5,000 to 50,000 new jobs. Until passage of the Hanford Act, Bonneville since 1960 had been unable to offer any substantial amount of firm power to prospective industries.

Transmission Lines Extended: Savings in Federal investment of \$27 million were realized and ultimate gains to consumers of \$77 million were assured by Departmental action that will extend a grid of public and private utility transmission lines extending from Federal dams now under construction in the Upper Colorado River Basin.

Missouri Lines Assured: Additional "cooperative competition" was generated as contracts were signed between the Government and Missouri cooperatives assuring a steady flow of electric power to more than one million customers through pooling of generating and transmission facilities of the Federal Government, rural electric cooperatives, and private utilities.

Lignite To Be Tapped: Another significant action--designed to assist in revitalizing the economy of States in the upper Missouri River Basin--came when Secretary Udall accepted a proposal by the Basin Electric Power Cooperative Association of North Dakota to enter contract pooling arrangements with the Bureau of Reclamation, thereby making possible the establishment of a large generating plant in the lignite coal fields of North Dakota. Similar action in Colorado will provide economic stimulus to that State's coal industry.

Power Lines Pooled: A first step toward achievement, at the direction of the President, of interconnection of areas served by the Department's

hydroelectric power marketing agencies with common carrier transmission lines came when the Bonneville Power Administration, the United States Army Corps of Engineers, and nine private and public owners of hydroelectric generating facilities signed a coordination agreement designed to produce maximum power at powerplants on Pacific Northwest rivers. Following this pioneering arrangement, Secretary Udall approved plans for interconnection of the power transmission systems of the Eastern Division of the Missouri River Basin Project and the Southwestern Power Administration; the Department stepped up its studies of another possible major intertie---between the Missouri River System and the Bonneville Power Administration; and a request was made to Congress for planning funds for an extra high voltage common carrier interconnection between the Pacific Northwest and Pacific Southwest.

High Voltage Research Pushed: Marking the start of intensive research in extra-high-voltage direct-current transmission of power a \$689,000 contract has been awarded to build components necessary to convert regular alternating current from the Dalles Dam, on the Columbia River into direct current and at ultra-high voltages not yet approached in this country.

Pumpedback Storage Next: In order to make American energy further competitive, Congress authorized \$150,000 for studies of pumped-back storage projects at Federal reservoirs. Representing another "new frontier" in the field of power production and marketing, the plan uses cheap off-peak energy to pump water to high elevations for later release to generate hydroelectricity at hours of peak consumption, thus permitting important savings in plant investment for generating capacity.



Water Desalinization Spurred: With national demand for pure water mounting to the danger point, an unequalled drive has been initiated to provide new sources. The world's most intensive study of desalinization of sea and brackish water is being made as millions of gallons of converted fresh water flow daily from new testing plants to consumers in Texas, South Dakota, and California, with other processes to be utilized in demonstration plants in New Mexico and North Carolina. Contract awards, including grants to non-Federal research programs, increased from \$1.2 million for the first half of fiscal 1962 to \$5.6 million in the second half.

Water Compact Formed: A potential billion-dollar investment in water resource developments vital to the economic future of 21 million people in Delaware, New Jersey, New York and Pennsylvania was provided impetus with approval of Federal participation in the Delaware River Basin program.

AEC Research Spurred: The Atomic Energy Commission now is participating through its Oak Ridge Laboratory in basic research phases of the Department's saline water conversion program--marking the first time the AEC has participated in a non-nuclear program.

Water Council Formed: At Presidential direction, the Secretaries of Health, Education and Welfare, Agriculture, Interior, and of the Army, acting as a Water Resources Council, have developed uniform standards for evaluation of water resources projects.

## LAND RESOURCES

Population pressures and years of neglect have sharpened the need for massive restorative programs on public lands.

Ranch Economy Boosted: Typical of the forward-moving programs emerging from the 87th Congress is the unique Vale Project in Oregon, financed by a 2 million dollar appropriation. Completion of this program will revitalize the economy of a six and one half million acre grazing district, supporting production of an additional 38 million pounds of beef above current levels and provide additional income from new outdoor recreation sites.

The Vale Project is in itself a "pilot plant" demonstration of land rehabilitation.

Saving More Land: The Department has developed and submitted to Congress a far-reaching five-year conservation plan for the 467 million acres of public lands administered by the Bureau of Land Management, including the development of additional recreational facilities, reduction of soil erosion, and added protection of forest resources.

Red Tape Cut: An 18-month moratorium on nonmineral applications for public lands, declared early in 1961, reduced the backlog of 40,000 applications, some three and four years old, by more than half; permitted time to launch a comprehensive inventory, evaluation, and classification of public lands; and provided the opportunity for review and revision of

Departmental land regulations as well as development of legislative proposals necessary to modernize and streamline the Nation's land laws.

Timber Harvest Increased: An increase of some 175 million board feet in the annual allowable harvest of western Oregon timber lands administered by the Department has been made possible by improved forestry inventory procedures and techniques.

Inter-Department Cooperation Effected: The Secretaries of Agriculture and Interior have approved a series of land jurisdiction shifts between the two Departments designed to achieve more effective land management; studies of areas to be transferred are underway with beginning of the adjustments scheduled for January 1, 1963.

#### MINERAL AND ENERGY RESOURCES

More than 2400 Bureau of Mines employees today are engaged in research or support programs that extend from finding new uses for coals and minerals to seeking rocketry fuels and space vehicle metals.

Their activities and those of the Office of Coal Research and others illustrate the increased activities of this Administration to protect and expand our mineral and energy fuel resources. They have set new milestones during the past 20 months.

Landmarks Set in Leasing: The first Federal mineral leasing on the Pacific Coast Outer Continental Shelf marked a conservation landmark when some 80,000 acres of submerged lands off the coast of southern California were offered this year for competitive phosphate leasing.

Large blocks of Outer Continental Shelf lands off the Gulf Coast--including nearly 2 million acres off Louisiana and Texas--were leased for oil and gas exploration with bonus bids totaling more than \$445-million--the largest amount ever received in a single Federal lease bid opening.

In another pioneering step, the Department in January 1963 will open bids covering the first lease-sale of Federal oil and gas lands off the coast of California. Development of the oil resources covered by this sale will provide a significant stimulus to the economy of Northern California and will contribute to the national security of the United States.

Helium Waste Halted: In less than 18 months following approval by the Congress, the Department's expanded helium conservation program was in full stride. Contracts totaling \$700-million over the next 22 years had been awarded under which private industry will build and operate 5 plants to extract and thus prevent waste of crude helium from natural gas. The first of these plants has been placed in operation--almost simultaneously with the completion of a 425-mile, \$8.5-million pipeline system built by the Bureau of Mines to carry some 675-million feet of previously wasted helium a year from the new plants to storage in the Government's underground cliff-side gas field near Amarillo, Texas.

Coal Research Spurred: Recognizing the depressed condition of the Nation's coal industry, the Department moved rapidly and effectively in early 1961 to implement the contract program of the newly-created Office of Coal Research. In fiscal year 1962 research contracts with a total value of nearly \$3-million in the fields of coal production, utilization, processing, equipment and transportation were granted to stimulate coal economy.

Coal Via Pipe Urged: Further action aimed at assisting the coal industry came when the President recommended legislation to authorize use of the right of eminent domain to facilitate construction of interstate pipelines to transport coal "slurry" to energy markets.

Other Research Spurred: At the same time, significant progress has been reported by the Department's Bureau of Mines in major coal research projects, including hydraulic mining, conversion of coal to gas, development of a practical coal-burning turbine engine, and conversion of coal to liquid and gaseous fuels.

Mines Aided: A number of significant actions were taken to assist producers of minerals and metals. The procedures of the Office of Minerals Exploration were streamlined and regulations revised to aid gold, silver, iron ore and three other commodities to the list of materials eligible for Federal financial assistance to exploration.

Getting the Lead Out: A pioneering step was taken when the concept of unitization was applied for the first time to metal mining through approval of a unit agreement by the Department. This action will permit efficient mining of a Missouri lead deposit under diverse ownership by a single operator, creating additional employment opportunities and contributing to the Department's objective of wise and efficient use of natural resources.

Helps for Industry: Concrete action to assist the most depressed segments of the domestic lead and zinc industry has taken place following Congressional approval of the Lead-Zinc Stabilization Act of 1961.

Exploration Increased: Fiscal year 1962 applications for minerals exploration assistance increased 175 percent over 1961 following streamlining of the office of Minerals Exploration procedures.

#### INDIAN AFFAIRS

The Department's policies and objectives in the field of Indian affairs have undergone a sharp change of direction. "Termination" as an objective in itself had proved inadequate as a program guide, is fraught with harsh consequences and was regarded with distrust by the Indian people. Based on the findings of a comprehensive task force study, full attention and effort have been focused on creating the tools and institutions through which true self-sufficiency and social amalgamation may be achieved. These efforts are concentrated in two primary programs:

Catching up with the needs in a sadly neglected education program which left thousands of Indian children out of school solely because neither State nor Federal facilities had been provided for them.

Providing a sound and lasting economic base through direct financial assistance and investment of tribal assets in productive enterprises.

Vocational Training Upped: The Bureau of Indian Affairs' adult vocational training program has been accelerated and expanded as the result of action by the 87th Congress increasing appropriations for the program from \$3.5 million to \$7.5 million.

Indian Credit Expanded: Similarly, an increase from \$10 million to \$20 million in authorized appropriations has made possible the expansion of the Bureau's revolving credit program for Indians.

ARA Spurs Tribal Economy: Under the Area Redevelopment Act, 56 reservations and four Alaska areas containing about two-thirds of the total Indian population have been made eligible for special aid to assist in overall economic development. Some 50 Indian tribes have applied for ARA grants for studies of economic development possibilities, and in fiscal year 1962 a total of 19 research contracts were let, involving a commitment of \$720,000, with particular emphasis on the development of new recreational and tourist attractions. Included in the ARA studies now underway is a project to determine improved methods for expanding the Alaskan native arts and crafts market. An additional \$200,000 from other sources was appropriated to provide fishery management assistance to tribes seeking this form of economic rehabilitation.

Reservation Schooling Increased: The program of school construction on reservations has been considerably accelerated, with the provision of facilities for all Indian children needing educational opportunities now appearing certain by the end of fiscal year 1965.

Indian Arts Encouraged: A new milestone in Indian education was reached with the opening in Santa Fe, New Mexico, of the Institute of American Indian Arts. Current enrollment of 330 students in the three-year high school and two-year post-graduate course covering all phases of art includes Indian young people from all parts of the United States.

## MEETING TERRITORIAL RESPONSIBILITIES

Changes of policy and attitude have nowhere been as dramatic or as sharp as in the field of territorial administration. In summary:

A half-century of neglect is being rectified in American Samoa through a massive program of public works and educational improvement, coupled with substantial efforts for economic development.

A complete reversal of approach toward the Trust Territory is in process, bringing positive action to upgrade education, health, self-government and economic activity, as contrasted with the "caretaker" attitude of the past decade and a half.

A fully mature policy of local self-government has been advocated for the organized territories of Guam and the Virgin Islands, including popular election of the Governors.

Military security controls have been lifted in Guam and substantially modified in the Trust Territory.

Schools to Benefit: Citing the need for "accelerated economic and social programs in the territories administered by United States Government, commensurate with the responsibilities of our stewardship," President Kennedy, on July 20, 1962, signed a bill raising the appropriations ceiling for the widely scattered islands of the Trust Territory from \$7.5 million to \$15 million in 1963, and \$17.5 million thereafter. Increased



Trust Territory educational opportunities will receive priority under the new program for the islands made possible by the higher appropriations voted by the 87th Congress.

Shipping and Tourism Encouraged: Following negotiations instituted by Secretary Udall between the Departments of Interior and Defense, security restrictions which have hampered tourism and economic growth have been lifted for Guam and considerably lightened for the Trust Territory. Through Presidential action, Navy security clearances no longer will be required as a condition of entering the Territory of Guam thus providing the same freedom of movement that exists in other parts of the United States. At the same time, the President directed the Secretaries of State, Defense and Interior to develop revised procedures which will facilitate free entry of United States citizens, United States investment and United States flag vessels into the Trust Territory.

Jet Strip Opened: A new \$4.5 million jet airstrip on Samoa--designed to open the way for tourist development--was dedicated by Secretary Udall during a 25,000-mile inspection tour of Samoa, Guam, and the Trust Territory. Jet service to Samoa will reduce by half the previous eight-hour travel span from Hawaii and is expected to spur development of a tourist hotel.

New Schools and Roads: Three new high schools have been completed on Samoa and preliminary work is underway on five new junior high schools and 20 new elementary schools in an accelerated educational program made possible by a Federal appropriation of \$9.6 million for the island in

fiscal year 1962, more than four times the amount previously available. Eleven miles of modern roads, first on the island, have been completed, new electrical generating equipment has been installed, and additional road, hospital, and sanitation facilities are on the drafting boards.

Guam College Opened: The new College of Guam, providing higher education for Guamanians as well as students from the Trust Territory, is now in operation, and progress is being made toward elimination of a dual wage situation whereby Guamanians have received less than United States employees doing similar work.

Self Government Urged: The people of the territories of Guam and the Virgin Islands are exercising more home rule than ever before, but the Administration is determined to help them win even more self-determination in their territorial affairs. The Administration gave its strongest support to legislation that would give both territories the right to elect their own governors, and to send delegates to Congress to sponsor bills in the territories' interest. Secretary Udall has pledged that the Department will again submit legislation to accomplish these goals in the first days of the next Congress.

#### FISH AND WILDLIFE RESOURCES

Fishing as a United States industry has in many areas lagged competitively behind other nations that are moving ahead in great technological strides. To restore the prosperity of the United States fishing industry and to guarantee consumers ample supplies of this protein-rich food,

long-neglected research projects have been launched, armed with new shoreside and seagoing facilities.

At the same time, equal vigor has been applied to accelerated programs for fish and other wildlife resources that serve the sportsman and meet our responsibilities to protect and conserve this outdoor heritage.

Waterfowl Protection Approved: An initial appropriation of \$7 million, part of \$105 million authorized for a seven year program, has launched an intensive project to acquire wetlands habitat, vital for waterfowl preservation.

New Refuges Created: Since July 1961 four new wildlife refuges have been established in Ohio, Michigan, Mississippi, and Georgia, and the Migratory Bird Conservation Commission has approved creation of three more; enlargement of nine existing wildlife refuges; and acquisition of lands for five additional waterfowl refuge projects. In all, a total of well over 100,000 acres is scheduled to be added to the Nation's wildlife and waterfowl sanctuaries.

Fighting World Hunger: Through research conducted by Bureau of Commercial Fisheries scientists, the United States has taken the lead in an intensified program to develop a marketable fish protein concentrate--using the vast fish populations of the oceans--which not only will provide an important economic stimulation to the domestic fishing industry, but can provide a dramatic new answer to the world's hunger problems.

New Research Centers: A new marine laboratory has been established at Sandy Hook, New Jersey, to study management of salt-water sport fish--the basis of a growing industry, and a national reservoir fishery research program has been launched with establishment of two new research centers in South Dakota and Arkansas.

State-Federal Action: The Department has inaugurated a new type of public land management program with the formal designation of a series of Federal-State cooperative land and wildlife management areas in California--the first such areas in the United States. Through a cooperative program, the Department and the State are developing wildlife, recreational, and other natural resources.

Record Research Projects Launched: Oceanographic research in 1961 and 1962 received long overdue recognition with approval of a major construction program to provide specially-designed ships and laboratories.

In the immediate future it will involve the building of three new ocean-going laboratories, the conversion of two Navy tugs for the same purpose, and the commissioning early in 1963 of the all-season, all-weather Albatross IV. During the coming months work will start on new fisheries research laboratories at La Jolla, California, Ann Arbor, Michigan, Seattle, Washington, and Beaufort, North Carolina.

Meanwhile, the Bureau of Commercial Fisheries has begun important new studies at its ultra-modern Woods Hole Laboratory in Massachusetts, which was dedicated this year.

At President Kennedy's request, a special Interagency Committee on Oceanography has been established to coordinate an expanded long-range program of oceanographic research designed to meet the divergent needs of commerce, defense, atomic energy development, and production of mineral and fishery resources.

Educational grants have been provided oceanographers and other marine scientists; vast areas of the ocean are being surveyed; new programs, both construction and research, are underway to assist salmon migration over dams; more than a million dollars in ARA loans has provided economic stimulus and a fishing vessel construction subsidy program is underway in New England.

Fisheries Center Approved: Recognition of the growing need for knowledge, particularly among young students, of our fishery resources, was provided by Congress in authorizing expenditure of \$10 million to provide the Capital with one of the world's outstanding fishery centers and aquarium.

Colorado Benefits Set: More than \$1,500,000, part of an authorized 11 million dollar program, is being invested in 1962 and 1963 to enhance fish and wildlife in areas abutting Colorado River dam reservoirs and storage areas.

Pesticides Studied: Valuable new progress has been made in studies of diseases and pesticides as a result of the establishment of the new Federal Pest Control Review Board.

Cooperative Action Initiated: The Departments of Agriculture and the Interior have made substantial progress in a joint program for protection of waterfowl production areas threatened by drainage projects. Legislation approved in October 1962 to reduce drainage of wetlands in prime duck breeding areas in North and South Dakota and Minnesota will be of material aid in helping to restore depleted migratory waterfowl.

#### COORDINATION OF SCIENTIFIC ACTIVITIES

In order to help coordinate the increasing impact of modern scientific advances on many vital aspects of the Department's resource activities, Secretary Udall in July 1961 appointed Dr. Roger Revelle, director of the University of California's Scripps Institution of Oceanography, as the first science advisor in the history of the Department. The science advisor represents the Department on the Federal Council for Science and Technology and in other interdepartmental agencies for coordinating scientific activities of the Government.

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## ALTERING NATURE

### Vast Projects Affecting Wildlife In West Stir Controversy

By WALTER SULLIVAN

A revolution is taking place in the land—not political but ecological. Vast engineering projects, in particular the new Western dams, are altering the balance of nature.

In some cases, such as the poisoning of "undesirable" fish or predators, the changes are deliberate. In others the effect on wildlife is a by-product, as with the large-scale drainage of duck-breeding ponds.

In many cases there are angry protests from conservationists, coupled with charges that one arm of the government does not know what the other is doing. There are renewed demands for a new commission, or even a Federal department to watch over the nation's resources.

The problem will confront President Kennedy on every hand this week as he begins his tour of such sites as the Garrison Diversion Project and Flaming Gorge Dam. He will be in time to see the first of the sandhill cranes winging down the Missouri River on their traditional migration from the Canadian Arctic to the southlands.

#### Feeding Grounds Gone

The birds will gaze down in bewilderment, unable to find the bottom lands where, from time immemorial, their ancestors have paused to rest and feed. A succession of dams along 1,127 miles of the river, from the Nebraska - Dakota border into Montana, has impounded the river until all but 260 miles are buried when the reservoirs are full.

This fall, because of dry weather, the water is comparatively low, but nevertheless, when the main migration comes next month, tens of thousands of the great birds will be unable to find the succulent food of the bottom lands. Instead they will land en masse to beat down fields of ripening corn and feast on the grain.

Next spring, when gurgling honks high in the sky herald their return, they will seek out the fields of winter wheat and rye—the only patches of fresh green on the landscape — and pluck out the tender shoots as refreshment for their journey.

The Green River, impounded this year by the new Flaming Gorge Dam, was the scene a year ago of a mass fish kill that unleashed a bitter controversy. Above the dam 445 miles of the river system were treated with rotenone to kill its native fish and clear the way for stocking with rainbow trout before impoundment made such extermination impractical.

Because of protests that the river is the home of rare fish, such as the humpback chub and Colorado squawfish, a station was established below the dam to introduce a chemical that neutralizes rotenone. This was to protect fish further downstream, but the measure proved inadequate and fish died more than 100 miles below the dam.

#### Wandering Rivers

As a result there were cries of indignation from such specialists as Dr. Robert R. Miller, Curator of Fishes at the University of Michigan's Museum of Zoology. A recent check disclosed that all of the rare varieties of fish were still to be found below the dam, but their habitat has been radically curtailed.

The difficulties raised by dams arise in part from the bluff-sided nature of Western river valleys. The river, in its natural state, meanders back and forth from one side of the valley to the other. In between are sand bars, marshes, cottonwoods and willows that play a key role in the life of such arid parts of the world. Flood the

valley and the entire region is affected.

This applies not only to the Missouri system but to the Colorado River and its tributaries, such as the Green River.

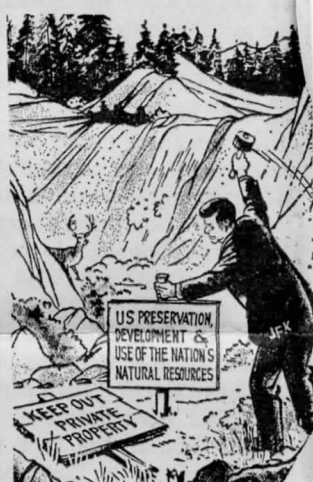
In recent weeks there has been growing agitation in Alaska for the Rampart Dam that would flood an estimated 10,500 square miles of the Yukon Valley. These flats now produce about 8 per cent of the state's furs and more ducks than all of those shot by Eastern hunters in a single year.

#### Ducks Affected

More than half of all North America's ducks are hatched alongside the "potholes" of the western prairies. A large portion of these ponds lie in a region of the Dakotas known as the Coteau du Missouri. When the last great ice sheet crossed the Missouri and then melted, it left a jumbled terrain lacking the drainage valleys of normal, water-formed landscapes.

Hence sauce-like ponds, known locally as potholes, dot the land like raindrops on a pavement. Often there are several in a single field, complicating the use of heavy farm machinery. The Department of Agriculture has been giving farmers financial aid in digging trenches to drain them. Since 1943 more than 1,000,000 acres have been drained. In fact during the past century the area of this country's wetlands has almost been halved.

Congress has approved a program whereby the Department of Interior can buy a pothole tract if it considers important to mid-western "duck factory," the program has reportedly been subjected to pressure from states that did not wish to



Pratt in The Sacramento Bee  
"Claim jumper."

taxable land pass into Federal hands. Similar difficulties affect the plan to acquire newly created marsh lands and ponds along the Missouri as substitute breeding grounds or as way stations for migrators. Such are the Blue Blanket tracts in South Dakota, and the huge Garrison Diversion Project in North Dakota.

The latter would use water impounded by the Garrison Dam and subsidiary dams to irrigate 1,000,000 acres, primarily in North Dakota.

The plan, which requires Congressional approval, also provides for several dozen fish and wildlife development areas to potholes lost to irrigation.

Ever since man began to till the land he has been altering the world about him, but today the changes are moving so rapidly that many species of plant and animal are threatened with extinction. The importance of their preservation is more than esthetic. Evolution has produced a great diversity of species, of organs, of body chemicals and of behavior. Their importance, in any one case, may not become evident for many years, but if they are to be preserved, action in many cases must be taken now.



[1964?]

America has been richly blessed in its physical resources. There is no more prudent nor responsible act of government than to conserve and use these resources wisely. Indeed President Kennedy called this "the highest form of national thrift". He also reminded us that time was of the essence in a wise conservation program. As President Kennedy put it: "Actions deferred are frequently opportunities lost."

President Johnson recently remarked with warm approval, that the 88th Congress just concluded had made great strides in conservation. When he signed into law the Wilderness Act and the Land and Water Conservation Fund, he <sup>said</sup> ~~remarked~~ that only twice before had we had able leadership in conservation. These were the administrations of Theodore Roosevelt and Franklin Roosevelt. But after surveying the work of the Kennedy-Johnson administration of the last four years, he concluded: "Another historic era has begun."

The Administration of Lyndon Johnson will continue a national conservation effort across the whole spectrum of resources. It will be attentive to air, water, and land; to fuels, energy and minerals; to soils, forests and forage; to fish and wildlife. Together these make up the world of nature



which surrounds us. This is equally a gift of God and a vital part of the American heritage.

The very word "conservation" indicates that it is, or should be, at the heart of any "conservative" philosophy. In America however, it has been liberals who have practiced it best. The present is no exception. In this vital area of conservation, Senator Goldwater is neither liberal nor conservative. He is not, in fact, in the mold of any recognizable American philosophy.

Let me illustrate this in terms of his record in the Congress just past, beginning with the Wilderness Bill. I have some personal satisfaction in this bill, since I first introduced it in the Senate.

Warmly supported by both Presidents Kennedy and Johnson, this bill will conserve our <sup>remaining</sup> ~~dwindling~~ wilderness lands. It will provide here a necessary link with the past, preserve some of the great natural beauty of the nation, and be a needed area of recreation for a growing population.

We Democrats always give credit where credit is due. We have felt this to be a bi-partisan measure. Both party platforms in 1960 endorsed it. The majority of Democrats and the majority of the Republicans in the Senate voted for it.

But not Senator Goldwater.

In this vote, Senator Goldwater managed to be as incongruous as he was negative. Bear in mind that this legislation required no single new dollar of expenditure. It required no land to be purchased by the government. It created no additional bureau. Moreover, it transferred the decision to change the size of the wilderness lands, from the Executive branch, where it formerly resided, to the Congress.

The junior Senator from Arizona wants no increase in bureaucracy--which the bill did not provide. He wants to spend no more money--and the bill did not. At the same time he professes to desire a dilution of the Presidential power, which the bill did authorize.

in  
Senator Goldwater's/consistency in regard to this legislation, is of a piece with his reaction on other significant measures. He has but one reflex--to say "No".

In 1960 there were 341 million visits to Federal land and water areas. This number will double by 1970 and increase five-fold by the end of the century. Our people are growing rapidly in numbers and they seek and should have adequate recreational areas.

The Land and Water Conservation Fund would have Congress, not the

Executive, disburse the normal user fees on Federal recreational areas.

Part of the funds would improve the present national parks, forests, and wildlife refuges. The rest would be spent in matching grants to States to acquire, plan, and develop further outdoor recreational facilities.

Senator Goldwater indicated his indifference to this by being absent and never recording a vote.

The progress of America may be written in the history of our great river systems. The water that flows through them is the key to national development. Presently we use 300 billion gallons of water a day--much of it wastefully. By 1980 we will need 600 billion gallons a day. We must learn to use our water efficiently for maximum benefit. ~~The~~ This Administration sponsored and Congress passed a water research program using our land grant colleges and university research centers.

Senator Goldwater voted with a minority for crippling amendments to this bill, which finally passed without him.

Not only must the national water supply be adequate in amount. It must be pure in quality, for the health, and welfare of our people. The pollution of our rivers and streams has been a growing problem and remedial action was necessary. In 1961, the Water Anti-Pollution Control measure was

enacted into law.

But without Senator Goldwater.

One of the major challenges in resource conservation lies in the orderly development and utilization of energy resources to meet the electric power needs of the nation. These needs double every decade. We need a lot of new power--and low-cost power for all consumers rural and urban; industrial and domestic.

Here we must use all sources of fuel. We must develop our hydroelectric capacity, and find cheaper ways to harness atomic energy.

Senator Goldwater stands opposed to any and all measures in this area, where the Federal government is of any assistance to the people of a region, with one exception. He will accept one and a half billion dollars for the State of Arizona.

But the rest of the nation likes to think it is part of the family too.

I could easily extend the record of <sup>Goldwater</sup> opposition to all measures to <sup>help</sup> promote research in oceanography to develop the vast resources of the ocean; to <sup>sustain</sup> agriculture and forestry, to sports fisheries and wildlife. But there is one special aspect of conservation in which men and nature come together, that is dear to my heart.



This is the Youth Conservation Corps.

With Congressman John Blatnik, I introduced a Youth Conservation bill a number of years ago. In 1962, it was expanded to include employment opportunities for youth in other areas than conservation. This passed the Senate, but of course Senator Goldwater voted against it.

The measure finally came to rest as part of the Economic Opportunity Act of 1964--the Anti-Poverty bill. The Senate rejected an effort to eliminate this from the Poverty bill--Senator Goldwater voting with the minority to delete it.

The total bill, with the Youth Conservation Corps in it, was then passed.

But not with the vote of Senator Goldwater.

The resources of this country must serve greater and greater numbers of people. <sup>They</sup> ~~It~~ must serve the ever-growing needs of the people, both in total and in variety. I have mentioned a few of the major items and projects which have been undertaken. They are not however definitive of the total effort at conservation that is being made.

This program of conservation is urgent. Much of it was too long delayed, until the Kennedy-Johnson administration took over. But once more we have

an administration of responsibility to the wonderful blessings of nature with which this nation has been endowed. Once more we have an administration that would be a good and faithful steward--for all of the people--of our natural wealth. Once more we have an administration which understands that we dare not waste, spend, neglect, exploit, or otherwise squander through indifference, the good earth which has nurtured us.

Senator Goldwater does not seem to care.

But you can be sure Lyndon Johnson does.

File Conservation

Conservation:

A Great Beginning - A Great Continuance

Ladies and Gentlemen:

The task accomplished

When President Lyndon B. Johnson recently signed into law the Wilderness Act and the Land and Water Conservation Fund, he stated that these two important conservation measures were not only milestones in an of themselves, but that the entire 88th Congress had become a conservation Congress. He noted further that the history of conservation was clearly marked by two previous eras of able leadership in the management of natural resources. The first was the administration of Theodore Roosevelt, and the second the administration of Franklin Delano Roosevelt. He concluded, "any one that objectively studies the record of the 88th Congress I think would have to conclude that another hitoric era has begun this year . . ."

If there is a conservation leader in this country ~~that~~ <sup>who</sup> has not applauded the great strides forward in the conservation of our natural resources under the Kennedy-Johnson administration, I am not aware of it.. Typifying the reaction of many is the statement of Dr. Ira N. Gabrielson, President of the Wildlife Management Institute and Chairman of the Citizens Committee on Natural Resources, who states -- "In my 50 years as a Conservationist with a deep concern for conservation policy, I cannot recall at any time past such major achievements that have resulted within the last three to four years. Moreover, I seriously doubt that any accomplishments in the field of conservation since the very inception of our nation have been as great and far reaching as this most recent period."

It is not only the quality of land mark legislation in behalf of our natural resources which excites the imagination and stimulates the enthusiasm for the work that has been accomplished, but it is also the quantity of needed legislation some of which may be known primarily to those most closely associated with the events of the last three to four years. Legislation has been enacted dealing with practically all of our most pressing problems. The purity of air and water, the improvement of habitat and other protection for fish and wildlife, the extension and protection of our National Parks System, the amazing accomplishments to expand our efforts in the overall field of recreation at the local, state and national level, the preservation of our wilderness areas, the control and insistence upon the prudent use of pesticides and herbicides, the improvement of our managerial responsibilities of our national forests and public lands, and the utilization of our natural resource heritage -- all, are subjects upon which effective administrative and legislative leadership have been taken.

#### The Wilderness Bill

The successful passage of the Wilderness Bill was the combination of efforts of Administrators, Legislators, and Conservationists working side by side for some 8 years. Few measures have been as widely and carefully considered as has the Wilderness Bill. I confess to you a measure of personal satisfaction in the final passage of this bill, since I first introduced the Wilderness Bill in the Senate.

We Democrats have consistently given credit where credit is due and it should be noted that we have always felt the measure



to be bi-partisan. The Senate passed a Wilderness Bill in the first session of the 87th Congress by a record vote of 78-8. One would think that the temporary leader of the Republican Party would have supported this legislation -- but not Senator Goldwater. Despite the strong support of both the Republicans and Democrats, despite the approval of the Wilderness Bill in both party platforms, and despite the overwhelming support given the measure by Republicans in the Senate, Senator Goldwater was one of 8 that vigorously opposed the enactment of this legislation.

Again in the 88th Congress, when the Senate was called upon to act on the Wilderness Bill introduced at that time, by the able Senator from New Mexico, Clinton B. Anderson, they passed the measure by a vote of 73-12, indicating the continuing bi-partisan support for this proposal. One would assume that any spokesman for the Republican Party would have ridden in the vanguard of this significant conservation legislation -- but not Senator Goldwater. Senator Goldwater joined only 5 of his Republican Colleagues in opposition to the Wilderness Act. It is becoming obvious that Senator Goldwater is not only out of the mainstream of thought of the vast majority of the American public, or out of the mainstream of Republican thinking, but he is apparently out of the stream of thinking on conservation with his Vice-Presidential running-mate. The vote of the House of Representatives favored the Wilderness Bill by 373-1. Thus, out of 535 members of the House and Senate, Senator Goldwater was one of only 13 to vote NO.

The Wilderness Preservation Act is a recognition that in a fast growing country, such as that of the United States, some

you can't reverse  
protection must be afforded a small portion of our country's areas that provide us with the necessary link with the past. This legislation is an awareness that wilderness quality has a fragility not normally found in many other resources. If wilderness is given over to development and it later proves to be an incorrect decision, there is no turning back, no means of recreating the wilderness destroyed -- for once destroyed, the decision is irrevocable.

Why did BG oppose?  
Importantly, this legislation required not one dollar of expenditure to implement, no additional land to be purchased by the government, and no additional bureau to be created. Also, the decision to change existing wilderness, either by increasing or decreasing it's size, must be by Act of Congress. At the present, the wilderness areas are designated, expanded, and/or contracted by the Executive. This measure transfers the authority in regard to wilderness, from the Executive to the Congress.

Good  
With this knowledge in mind it is even more difficult to understand the position of the temporary head of the Republican Party, since we are told he wants no increase in bureaucracy, which this measure does not authorize; he wants no increase in Federal expenditure, which this measure does not authorize -- but he does desire a dilution of Presidential or Executive power, which this bill does authorize. The consistency of Senator Goldwater in regard to this legislation seems about as equal to his reaction on other significant measures.

#### The-Land and Water Conservation Fund

Equally important legislation is the Land and Water Conservation Fund which will expand our recreational opportunities.

The significance of the Land and Water Conservation Fund is the prudent, responsible method of financing the needed land acquisition for recreation, not only at the present time, but in the future. It was recognized by the Kennedy-Johnson administration that a great share of recreation needs must be met by the local and state governments. As a consequence, the importance of mutual cooperation between local and federal governments is well defined and well supported.

The financing of this fund is to be from nominal admission and user fees of federal recreation areas designated by the President, from the net proceeds resulting in the sale of federal real surplus property, and the transfer of existing federal taxes from motor boat fuels to the fund. No funds can be disbursed from the Land and Water Conservation Fund until appropriated in the usual manner by the Congress.

Sixty per cent of the annual appropriations from the Fund will be available to the states on a 50-50 matching basis for the planning, acquisition and development of land and water areas for public outdoor recreation. The remaining 40% is to be allocated to the federal government for the purchase of inholdings within the national parks, national forests, and wildlife refuges.

The overwhelming proof of this imaginative and far reaching legislation is indicated by the voice vote in the House of Representatives and the favorable 92-1 decision in the Senate. (Goldwater not present, did not vote).

If the Congress had acted favorably on only one of these two measures it would have been recorded in History as a most

-5-  
93 senators were able to be there to vote. BG neither present nor took trouble to declare self.

successful one in terms of conservation. Not only were both brought to completion, but the great number of other conservation legislation adds much luster to this already bright record of achievement.

#### Pure Air and Water

The responsibility of the federal government in the health and general welfare of the community perhaps is as acutely evident in the concern for pure air and water as in any other area of life. (Once again this is not to suggest that when the federal government realizes its responsibility that the local and state governments will be relieved of theirs.) On the contrary, it is recognized that much of the activity to insure pure air and water must take place at the local and state levels -- but we should never lapse into the complacency that because local and state governments can do something, they can do everything. Air and water can not be so conveniently divided as are the political boundaries affixed by our several states.

The drawing together of much of our population in the metropolitan areas where one is not too far distant from the other, may result in a situation whereby one community of one state can take the most effective action to purify air but will still suffer the results of air pollution from nearby areas who have not taken or could not take similar action. Many of our rivers and streams with the complex system of tributaries will wind their way through many communities in many states. The obvious limitations of local and state governments to cleanse these rivers and streams from pollution is apparent, since, again, one locality or state may properly control its own pollution, yet the inability of others to do so causes all to suffer.

The administration and Congress recognized the importance of pure air and water. A national air pollution control measure extended and strengthened federal responsibility in an effort to control air pollution in our cities and country sides. For years the record had been replete with the serious damages to health, the economic loss, the deleterious effects upon recreation areas and the impediment to the full enjoyment of the outdoors -- all of which were seriously frustrated by the presence of air pollution. Under the able leadership of Senator Ribicoff, Senator Neuberger and others, the air pollution control bill increased research as to the causes and control and expanded the area of federal responsibility. (S.432-Ribicoff, H.R. 6518-Roberts P.L.206).

The problem of water pollution grew repeatedly since World War II, the original enabling legislation in the late 1940's, though a start, was obviously inadequate, however, in terms of meeting the problem. Despite the constant conferences on the problems of water pollution, the needed legislation to begin the major and remedial efforts in our rivers and streams came to nothing. Though both the House and Senate passed this legislation, President Eisenhower vetoed the measure on the basis that it should be handled by the states, despite the evidence that the localities could not achieve programs that were successful. In 1961, the important Water Anti Pollution Control measure was enacted into law. Congressman John Blatnik, my colleague from the State of Minnesota, has long been recognized as a leader in combating pollution of our waterways. Joined by the late Senator Kerr of Oklahoma, and the then Secretary of HEW, Mr. Ribicoff,



7  
legislation was enacted to increase grants to \$80,000,000 to communities for the construction of sewerage treatment facilities. In addition to which the government control over interstate waterways was significantly increased. Despite the remarkable achievements that we have been able to attain by means of this legislation, it became obvious that our problems had yet to be resolved fully. After careful consideration the Senate passed S. 649 under the competent leadership of Senator Edmund Muskie from Maine. This measure would further increase sewerage treatment grants to the states. The bill also raises the status of water pollution control in the Department of HEW, and further strengthens the role of the federal government in law enforcement. Finally, the bill will accelerate the necessary research needed to fully implement the Water Anti Pollution Control Act. Congressman Blatnik continues to work diligently on the measure which will be before the House of Representatives within a short time. (H.R. 6441-Blatnik, S. 120-Kerr, S. 649-Muskie, HR. 3166-Blatnik).

The recognition of the many uses of water was manifested in the water research program which establishes water resources research centers and land grant colleges, universities, and other centers of competent study. It is the goal of this measure to promote a more adequate national program of water research. The multitudinous uses of water and their many ramifications upon the health and general welfare of people everywhere require both the action programs as well as a long range betterment of technique by which all programs dealing with water will most certainly benefit. (S. 2-Anderson, H.R. 2683-Morris P.L. 88-379, 7/17/64.)

The problem of water utilization has been further complicated by its close connection with other natural resources. To recognize the great interdependence of the many uses on water, a water council would be established in the measure proposed by Senator Anderson, S. 1111. This will provide a mechanism to coordinate planning for water and related land resources through the establishment of a Water Resources Council. In addition to the water council, the measure also provides financial assistance granted to the states and regional river basin planning groups, which rely heavily upon state and local participation. Thus, an orderly procedure is proposed to either reconcile certain competing uses or to establish a priority of use wherein all uses are not compatible.

These policies are of genuine concern to the American people and represent not only remedial legislation to solve our existing problems, but provide a plan and program for the future. This kind of activity, often unnoticed, cannot be developed to a successful conclusion by simply opposing everything that is offered. The legislation offered in this session of Congress forms a pattern -- a pattern of logical contribution with the understanding that no one piece of legislation can solve all our resource problems any more than the federal government or the local and state governments each, acting alone, can find a final answer. This is not an area for those who think superficially, this is not an area for those who like their truths so round and simple that they can be served from a platter at any beckoning. This pattern of legislation represents a many faceted attack upon the overall conservation of our resources. It not only

embraces but establishes the premise that the responsibility for any ultimate solution must be shared among those acting as individuals, private institutions, local and state governing bodies, and the several Natural Resource Departments of the federal government.

#### Pesticides

The role of the federal government in many instances is an effort to arbitrate problems that often arise between conflicting uses or where various groups have conflicting goals. No where is this more apparent than in the problem of pesticides. The need for the control of pests that plague our farmers is obvious. On the other hand, the unrestrained use of such pesticides may have a wide spread and harmful effect upon the health of domestic animals, fish and wildlife and to an extent upon human beings. Under the leadership of Senator Ribicoff, of Connecticut, (P.L. 88-305) legislation to effect better pesticide control has expanded a research program, which may eventually eliminate the need for the use of particular harmful chemicals which are now contained in some pesticides. Also better labeling of certain poisons must be undertaken by the manufacturers and a measure of control upon the use of especially harmful pesticides has been established. Congressman John Dingell of Michigan, also lead a successful effort to provide \$5 million for research to establish the effects of pesticides on fish and wildlife. It has never been the contention of those who seek control of pesticides to eliminate all use thereof, but rather to put forth every effort to achieve prudence and caution in using pesticides in order that the health of the community and its resources are fully protected.



### Fish and Wildlife

In the United States the concern for fish and wildlife has been sustained over many years and has benefited from many champions throughout our history. A healthy and ample supply of fish and wildlife not only provide an important base for recreation of our increasing citizenry but it has often been said that it serves as a barometer as to our overall concern for natural resources. The purity of air and water; the control of pesticides and herbicides; the need for prudence in developing our waterways for irrigation, reclamation and electric power; are all required if the production of fish and wildlife is to flourish. The importance of economic development need not result in a diminution of fish and wildlife supplies, if appropriate action is undertaken to properly plan for their continuance. Two major enactments of this Congress have been giant steps to assure the continued propagation of fish and wildlife.

Legislation giving permanent protection to four wildlife refuges in the Tule Lake Klamath area of California and Oregon represents a signal achievement. (P.L. 88-567 S. 793). This measure is in the heart of the Pacific flyway of American-Canadian ducks. The appropriate protection in this area offers every assurance that these species will continue in at least their present number, with future possibilities of increase.

For years efforts have been made to achieve an appropriate balance of the use of wet lands between water fowl propagation and agricultural use. This balance was achieved some time ago but because of the difficulty of states and localities in sharing of certain revenues from wildlife areas, the program affecting this balance

could not be implemented. This problem affected especially those states of North and South Dakota and Minnesota. The combined efforts of Senator Burdick, Senator McGovern, Senator Metcalf, Senator McCarthy and myself finally came to fruition and enabling legislation (P.L. 88-523, S. 1363), was passed providing for a more equitable sharing of revenues from wildlife refuges among the several states. The ultimate success of this legislation is a proper augury for the protection of wildfowl habitat which will be sufficiently enhanced without adversely affecting the agricultural areas.

#### National Parks and National Monuments

The Kennedy-Johnson administration despite its many accomplishments will certainly be well remembered for its outstanding attention to our national parks and national monuments. Probably no administration has ever made such strides in so short a time in expanding and protecting our national wonders made so by either the beneficence of nature or by great historical significance. These accomplishments, in applauding the efforts of men and nature, go beyond this simple recognition and provide for expanded opportunities of all our people to enjoy and become better acquainted with our natural environment and national heritage.

In the 87th Congress three major seashore recreation areas were authorized; Cape Cod in Massachusetts (P.L. 87-126), Padre Island off the coast of Texas (87-712), and Point Reyes, California (P.L. 87-657). This recognition of the public interest in obtaining access to the beauty of our national seashores received great support throughout the United States. The leadership of the administration

with the support of Congress launched a bold new program to extend recreational opportunities in areas that properly augment existing local, state and federal sites.

The 88th Congress receiving the same momentum from the administration and interested legislators has authorized the Ozark National Riverway in Missouri (P.L. 88-492) and the Fire Island National Seashore in Long Island, New York (P.L. 88-587). These measures offer a responsible program to salvage places of unique beauty and purpose for the enjoyment of all America.

The authorization of Canyon Lands National Park (P.L. 88-590) marked the first addition to our National Parks in 17 years. Canyon Lands represents one of the most uniquely beautiful areas of our country and ranks with Yellowstone and Yosemite. The successful enactment of this historic legislation marked the end of a long and careful campaign by Senator Frank E. Moss of Utah and Senator Alan Bible of Nevada.

A number of areas that connote special and important historical significance have been recognized and protected as national shrines such as the Fort Larned area in Kansas (P.L. 88-541) and Fort Bowie, Arizona (P.L. 88-510), both reflecting important cultural evidences of the hard fight westward. A point of major significance which had heretofore received only partial protection, though long a popular site for visitation is the Alleghany Portage Railroad in Pennsylvania and the area comemmorating the Johnstown Flood..The John Muir National Monument finally received Congressional authorization which had been urged by conservationists and members of the administration for some time as an appropriate memorial to one of the worlds

most outstanding naturalists. (P.L. 88-547). Another area that received long sought recognition is the Roosevelt Campobello International Park (P.L. 88-363). This Act has been one of the most popular of the many accomplishments of this administration. Also the needed expansion of one of the nation's most unique areas was authorized by increasing the size of the Everglades National Park in Florida by 14,420 acres. (P.L. 88-588).

#### Other Important Measures

Time permits us to mention only briefly the important strides made in the Agricultural Act, which enables the government to aid farmers in diverting lands from the production of surplus agricultural commodities to a utilization of these lands for recreation, for which the need is great and the supply limited. The growth of this program has been widely applauded by farmers, sportsmen and recreationists alike. We should also call attention to the open-spaces provision contained within the Housing Act which offers matching grants to localities for the purposes of planning community development and redevelopment in such a manner that open spaces will be attainable. A corollary to our city open spaces and our farm recreation areas is the scenic protection from billboards along interstate highways.

These strides by the administration are ample evidence that the great society toward which we strive must certainly include economic opportunity, prudent development, and increased living standards for all, but it need not preclude the appreciation of beauty, the protection and salvaging of the natural and historic areas within our country.

Economic Opportunity Act - Youth Conservation Corps

Nowhere is this concern for economic opportunity and conservation of natural resources more acutely evidenced than in the Economic Opportunity Act of 1964 sometimes referred to as the Anti-Poverty Bill. Far from being a hastily conceived measure, as some have suggested, the Anti-Poverty Act was an outgrowth of the Youth Conservation Corps, first introduced by Congressman Blatnik and myself a number of years ago. It was expanded in 1962 to include opportunities for youth in addition to those in conservation, and was then designated as The Youth Employment Act. Over a year ago the Senate passed the Youth Employment Act (April 10, 1963 - S. 1) by a vote of 50-34. A number of Republicans joined Democrats in support of this program -- but not Senator Goldwater. Also a number of Republicans aided Democrats in defeating an effort to remove the Youth Conservation Corps -- but not Senator Goldwater. In 1964, it was obvious that while the Youth Employment Act was needed and important the situation of the day required a more bold program in behalf of the youthful unemployed. The total number of youth to be served by such a program had to be increased, thus an outgrowth of the Youth Employment Act, which in turn had been an outgrowth of the Youth Conservation Corps, came to final determination as the Anti-Poverty Bill, or the Economic Opportunity Act of 1964. An effort to strike the Youth Conservation Corps, which is to represent 40% of the total youth job corps, was defeated in the Senate by a vote of 61-33. Again Republicans joined Democrats to preserve this most important conservation measure -- but not Senator Goldwater. On July 23, 1964, the



Senate passed the Anti-Poverty Bill by 61-34, again, the Democrats were supported by a number of their Republican colleagues -- but not Senator Goldwater.

The Youth Conservation Corps concept had been strongly supported by conservation groups throughout the United States. There was an awareness upon the part of these conservationists of the great strides made in adding to our natural resources during the 30's by the Civilian Conservation Corps. The result of the Civilian Conservation Corps was the tangible evidence of better public facilities, better water quality by the cessation of soil erosion, better access roads, and most importantly, better young men.

#### Public Lands

Two significant measures will shortly be authorized to improve the administration of the public lands. One establishes a Public Land Law Review Commission which will make a four year study of the public land laws. This evaluation is needed to determine the variety of uses and to give clear direction to the administration of these areas. By the same token, the multiple use bill directs that the public lands be administered for multiple use purposes until such time as a final report can be presented to the Congress by the Public Land Law Review Commission, and final disposition made thereof.

Both of these measures are important to round out the entire pattern of legislation by which this administration is meeting the general problem of careful management and conservation of our natural resources. The administration is aware that our resources must serve greater and greater numbers of people and their ever increasing wants -- both in total and in variety. Though the significant individual pieces

of legislation that I have suggested to you appear great -- they are in no way definitive of the total conservation effort being made. Certain general measures impinge upon all federal departments charged with the responsibility of administering our natural resources program. It would be impossible within the course of these remarks to inventory completely all of the details of the necessary administration required to provide and improve the management of all our resources for all of our people.

#### Unified Action For All the People

I stress the objective of serving all the people and their many and varied interests. Any objective evaluation of this administration's stewardship in regard to the Natural Resources of this country would have to conclude that policies and programs were proposed and followed on the merit of issue. No political dictates were followed to serve one area of the country and not the other. No one group was harmed by callous and insensitive policies nor were policies administered in such a spirit.

Though no group was cast aside without a hearing by the same token no parochial or special interests were assisted to the detriment of the public interest. Republicans joined Democrats and both Republicans and Democrats have acknowledged the assistance of one to the other. In signing into law the Wilderness Bill and the Land and Water Conservation Fund Bill the President said, "I think it is significant that these steps have broad support not just from the Democratic Party, but the Republican Party, both parties in the Congress."

Congressman John P. Saylor, Republican Congressman from the 22nd district of Pennsylvania and ranking minority member of the House

Interior and Insular Affairs Committee, stated on the floor of the House as recently as August 3, 1964, "I also take this opportunity to commend the Speaker of the House of Representatives in arranging the suspensions that have been arranged for our Committee today.

"I call particular attention to the fact the Speaker has not been partisan in his approach to these bills. He has followed the Chairman of the Subcommittee on National Parks and Monuments, and also the Chairman of the Full Committee on Interior and Insular Affairs and has arranged bills of members on both sides of the aisle and has been considerate of the members here today. This is another example of the eminent fairness and impartiality of our Speaker, the gentleman from Massachusetts, the Honorable John W. McCormack."

Acclaim for the record of this administration and the Congress has been nation wide -- I feel the unity of support for the continuance of these programs is also nationwide.



SPECIAL ISSUE—A HANDBOOK ON THE WILDERNESS ACT

*The Wild - Conservation*

# LIVING WILDERNESS

NUMBER

86

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SPRING-SUMMER

1964



*U. S. Forest Service Photo by Leland J. Prater.*

*A WILDERNESS AREA IN THE EAST. LOOKING INTO THE 5,400-ACRE GREAT GULF WILD AREA IN THE HEART OF THE WHITE MOUNTAIN NATIONAL FOREST IN NEW HAMPSHIRE. THE WILD AREA IS A NARROW RAVINE HIT ONLY BY THE MORNING SUN*

# The LIVING WILDERNESS

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MICHAEL NADEL, Editor

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## "TO MOVE AHEAD"

IF TRIBUTE were not already paid in abundance elsewhere in these current pages to the vision of our wilderness leaders, this surely would be the space to mark editorially the capment of a significant enterprise. We now have an accomplished Wilderness Act, born of sacrifice that few have been privy to. Patience, tolerance, restraint, and the ability to negotiate with reason and respect, were qualities which played a heavier role than will ever be known. The Zahnisers and the Muries will be remembered.

But these leading qualities, ennobling a dedication of high emprise, would not in themselves have availed without the forward support of other leaders and literally thousands of identifying spirits. This support assured wilderness proponents that they were indeed speaking the need of man for unmolested nature, the source of his being.

The Wilderness Act has been called a benchmark in our civilization. Indeed it is. For only in a civilized culture, in a climax period of man's intellectual, social, economic, and forward grace, could a wilderness preservation concept capture the national mind and be made a law of the land.

A responsive Congress, as weavers of the Nation's weal, has given reinforcement to the natural fabric of this various earth—our land. "This reflects," said President Lyndon B. Johnson, "a new and strong National consensus to look ahead, and, more than that, to plan ahead; better still, to move ahead."

The Wilderness Act of today, imperfect but vital, is a beginning only. The national forest wild, wilderness, and canoe areas—"9 million acres of this vast continent in their original and unchanging beauty and wonder"—immediately come into the National Wilderness Preservation System. The extension of the mining and mineral leasing laws until December 31, 1983 in these areas is incompatible with the wilderness concept, but, as Senator Clinton P. Anderson pointed out in his article in these pages, no phasing-out period had been adopted before the Wilderness Act came into being.

Poised for entry into the Wilderness System, within a ten-year period for study, recommendation, and depending upon approval by Congress, are 34 national forest primitive areas comprising about 5½ million acres; and at least 28 national parks (13,543,007 acres), 23 national monuments (8,939,915 acres), 1 national sea-shore recreational area (28,500 acres), 1 national me-

morial park (70,374 acres), 14 national wildlife refuges (6,545,245 acres), and 9 national wildlife ranges (14,465,964 acres), out of which roadless units could be recommended by the respective Secretaries of Agriculture and Interior for addition to the Wilderness System.

Thus the Nation would have a chain of choice primitive lands, relatively in the condition in which our forbears found them—not only for our own physical and spiritual regeneration, but for those to whom we can be ancestors of custodial responsibility.

For this dedication there will be vigorous, resourceful, and knowledgeable leaders, with abundance of support, who will organize the laity "for the freedom of the wilderness."

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## BERNARD FRANK

As this magazine was being prepared for the printer, word was received of the death of Bernard Frank, a long-time member of the Council of The Wilderness Society, and one of its founders. Details will be presented in the next issue of THE LIVING WILDERNESS.

# The Wilderness Act, A Constructive Measure

BY CLINTON P. ANDERSON

THE GREAT CONSENSUS of the American people that we should have statutory protection of wilderness-type reserves in the nation was reflected in the recent enactment, at long last, of the Wilderness Bill.

I congratulate the Chairman of the House Interior and Insular Affairs Committee, Wayne N. Aspinall, for his conduct of the long deliberations, required by the many real concerns of diverse interests, necessary to develop a bill which met House approval. Credit goes to the Chairman of the Subcommittee on Public Lands, Walter S. Baring, whose conduct of the public hearings was called notable by many. The distinguished Chairman of the Senate Committee on Interior and Insular Affairs, Henry M. Jackson, has given sustaining support and leadership in the passage of this Act by the Senate. Also, I especially appreciate the leadership which Senator Frank Church of Idaho, aided by Senator Lee Metcalf of Montana, provided when I was forced to be away from the Senate temporarily.

The ranking minority member of the House Committee, John P. Saylor, made a great contribution toward understandings, even beyond ordinary agreement, which made passage of the measure possible. Mr. Saylor, a Republican, was the first to introduce in the House, in 1957, a companion to the first major Wilderness Bill, which was introduced by Hubert H. Humphrey, a Democrat, in the Senate.

The history of the Wilderness Bill since that occasion is generally known. The many sponsors who followed the lead of these two pioneers in the Congress have been recognized, and their participation has been documented, in the pages of THE LIVING WILDERNESS, as elsewhere. Most notable, in the long-drawn function of our democratic process, was the patient and moderate approach of wilderness proponents who sought to reach a consensus before our remnants of wilderness heritage succumbed to the advance of civilization.

SENATOR CLINTON P. ANDERSON of New Mexico, himself a determined leader for the Wilderness Bill, has previously expressed his views in THE LIVING WILDERNESS, Autumn-Winter 1960-61, and Autumn-Winter 1961-62. In the latter number he has given credit to others among the many in the Senate who have made contributions to the development of the wilderness preservation measure.

IT HAS BEEN MY PRIVILEGE, and a great source of pride to me, to have been a principal in the historic effort which has led to the establishment of the National Wilderness Preservation System.

My first mentor, as I have said on other occasions, was the late Aldo Leopold, one of the eminent conservationists of our generation, who enlisted me in the cause of wilderness preservation. I found in Howard Zahniser, late executive director and editor of The Wilderness Society, an articulate spirit with similar attributes.

Perhaps it was no ordinary coincidence that on September 12, 1954, when it was my privilege to dedicate a memorial to Aldo Leopold erected by The Wilderness Society in cooperation with the Forest Service, at a windswept site in New Mexico overlooking the Gila Wilderness, which Leopold helped establish—the first national forest area so designated—it was Howard Zahniser who stood at my side and participated in the ceremony.

Zahniser had envisioned, after years of preparatory study and discussion, a national program for wilderness preservation—"a program to serve not only our own human needs but also those of the generations to follow." He gave expression to this philosophy in an address on "The Need For Wilderness Areas" before the American Planning and Civic Association in Washington, D. C., on May 24, 1955. This touched off a train of circumstances which led finally to introduction of the Wilderness Bill.

HIS VISION, shared and sustained by others across the nation, and supported by such others as the Sierra Club, the National Audubon Society, the National Parks Association, the Wildlife Management Institute, the National Wildlife Federation, the Nature Conservancy, the Izaak Walton League of America, Trustees for Conservation, the Citizens Committee on Natural Resources, and many others, in cooperation with The Wilderness Society, has come to pass in its major aspects. It is an Act of the people, vigorously demanded. We now have a statutory national wilderness system unique in the world, peculiarly in the tradition of American people who have sought freedom for the individual. It is a spirit of greatness, molded by rich concepts which elevate the mind.



The Wilderness Act is not perfect. We *can* perfect it with experience. The Wilderness Act is constructive, although many have not been satisfied with a number of its provisions. A chief concern is with the continued applicability of the mining and mineral leasing laws to national forest wilderness areas until December 31, 1983. This also has been a source of concern to those in the Congress who have sponsored this measure. We were assured, however, that the Secretary of Agriculture and the Secretary of the Interior would be able to control mineral exploration and development under strict regulations which will give greater protection to these areas of wilderness than was possible before passage of the Act. We must remember also that before the Wilderness Act there was no cut-off date for mining and mineral leasing in wilderness areas. Thus, the phasing-out period provided by the Act, with new and

more strict administrative regulations designed to protect wilderness, must be regarded as a distinct gain. Other provisions which seem to modify the effectiveness of the Act will doubtless be further reviewed, but a major accomplishment has taken place which no disappointment with particulars can disregard.

Eventually, under the provisions of the Wilderness Act, there will come into the wilderness system, with the primitive areas, such units of the national park and wildlife areas as qualify, after approval by the Congress. The American people will support such additions for an adequate reserve of nature's best samples, which, small as this may be in proportion to our whole land, will, in our characteristic democratic way, fulfill the dictum of Henry David Thoreau: "In wildness is the preservation of the world."



U. S. Forest Service photo, by Dan Todd

VIEW FROM THE BLUE RIDGE PARKWAY INTO THE 13,000-ACRE SHINING ROCK WILD AREA IN THE PISGAH NATIONAL FOREST, NORTH CAROLINA.

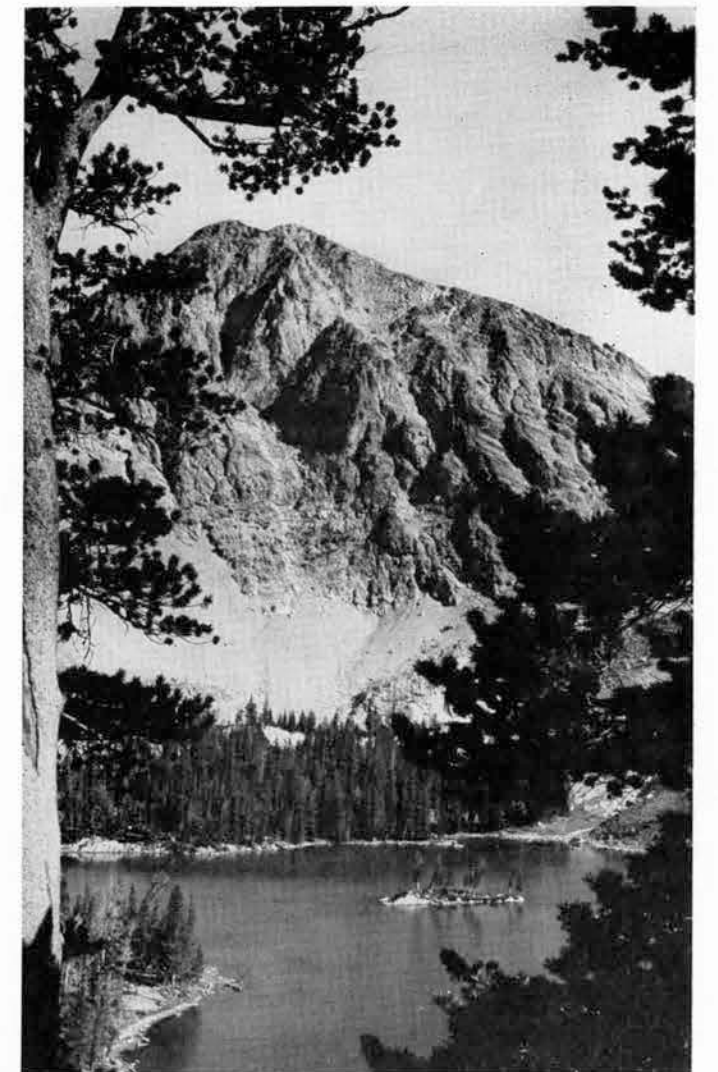
## A Footnote To The Philosophy Of Wilderness

BY PAUL H. OEHSE

IN HIS FAMOUS Leslie Stephen lecture, "The Name and Nature of Poetry," A. E. Housman, English poet and classicist, asserted his opinion that the "most important truth which has ever been uttered, and the greatest discovery ever made in the the moral world" is contained in that passage recurrent in the Gospels: "Whosoever will save his life shall lose it, and whosoever will lose his life shall find it." Hundreds of sermons have been preached on that text, but its profundity has scarcely been plumbed. It was meant to apply to things of the spirit, and hence it applies to wilderness.

When conservationists assemble to discuss the preservation of the wilderness resources of the country, they are inclined to think in concrete terms—in terms of forests, waters, soil, wildlife. These are the corpus of the wilderness. But the ultimate values of wilderness are its spiritual values, and our arguments for wilderness are feeble indeed if they remain merely on the corporeal level. It is true obviously that in order to save the eternal values of wilderness we must first save the physical wilderness. But let us never lose sight of our fundamental concern, which is to "embalm and treasure up," as Milton put it, these wilderness values, not wilderness for its own sake alone, but "for a life beyond life," for wilderness more than wilderness.

Now that we have lost our life, we are ready to find it. Thoreau said: "The improvements of ages have had but little influence on the essential laws of man's existence. . . . Not till we are lost, in other words, not till we have lost the world, do we begin to find ourselves, and realize where we are and the infinite extent of our relations." Few men ever hope or wish to arrest any genuine "improvements" of the ages. Man does not want to revert to the savage. All that is lost and gone forever. What he wants is the same as what John the Baptist and Henry Thoreau wanted: They sought the wilderness not to be less human but to be more human, to simplify their lives in order to see life's purpose more clearly, to be able to return to society freed of the haze and uncertainties that obscured their vision, to identify themselves with the fundaments of creation, to feel themselves a part of all that ever was, is, or will be in the universe.



GLOVER CREEK BASIN, ANACONDA-PINTLAR WILDERNESS AREA, MONTANA. U. S. FOREST SERVICE PHOTO, BY W. H. STILLINGS

No one man can define or predict what the wilderness may yield. Its secrets are inexhaustible, even as creation itself. It is a well of wonder and inspiration, inherent in the tiniest ant and the tallest tree. There is no separating it. Take away the ant and you have violated the wilderness. Take away the tree and you have admitted darkness rather than light. Man for too long has been taking away from the wilderness. Man is a part of it, but man can destroy it too. He has destroyed it. He has learned the hard way: he has lost his life preparatory, we hope, to finding it.



*THE TWO ARTICLES which follow are adaptations, with permission, from statements made on the floor of the House of Representatives on consideration of the Wilderness Bill, as reported in the CONGRESSIONAL RECORD for July 30, 1964.*

## Underlying Principles of Wilderness Legislation as I See Them

By WAYNE N. ASPINALL

THE WILDERNESS BILL as amended by the Committee on Interior and Insular Affairs, is a compromise measure that I feel can be supported by everyone.

I am pleased to acknowledge the cooperation of those who have made it possible for this compromise to have been reached. I want the record to be clear that the Kennedy and Johnson administrations cooperated very closely with the chairman of the House Committee on Interior and Insular Affairs.

President Kennedy was personally interested in the success of the movement for a compromise Wilderness Bill, which was assured just a few days before the tragedy of November 22, 1963.

There has been no statutory authority to set aside and retain areas of federally owned lands in their natural state. However, since 1924 the Chief of the Forest Service and the Secretary of Agriculture have in one way or another set aside areas within the national forests for wilderness preservation. For the past several years we have had a national discussion concerning the need for Congress to set forth legislative guidelines to govern wilderness preservation and also to assure a proper balance in the designation of such areas; that is, control the amount of land set aside for this limited use by making sure on one hand that not too much is so earmarked while making sure on the other hand that some future administrator did not arbitrarily do away with all of these areas.

The interest that Members have in wilderness preservation is demonstrated by the fact that we had before our committee in this Congress 23 bills introduced by 16 Members of the House on this subject.

The majority of those to whom I have talked, the majority of those who appeared at hearings before our committee, and the majority of the members of

the House Committee on Interior and Insular Affairs have felt, and continue to feel, that preservation of areas for their wilderness values is a legitimate and worthwhile objective in the management of public lands and the majority are likewise of the opinion that these designations should have congressional sanction and statutory protection. Many of us have felt—and I feel rather strongly—that Congress does not fulfill its responsibility under the Constitution to make rules and regulations respecting the property of the United States unless the Congress establishes the procedures under which wilderness areas are to be preserved.

The dialog that has continued through the past several years has, accordingly, been directed primarily at the terms and conditions rather than the underlying principle.

As set forth in the committee report that I filed on H.R. 9070 (H. Rept. No. 1538), the committee agreed upon the following underlying principles as the basis for legislation establishing a National Wilderness Preservation System:

1. Areas to be designated as "wilderness" for inclusion in the wilderness system should be so designated by affirmative act of Congress.

(a) Those areas currently designated as "wilderness," "wild," and "canoe" have been defined with precision and could be given statutory designation immediately, if all other criteria are satisfied.

(b) Areas currently designated as "primitive" have not been defined with precision and should not be considered for inclusion in the wilderness system until completion of a thorough review during which all interested parties have an opportunity to be heard.

(c) Areas within units of the national park system and the national wildlife system that might qualify for inclusion in the wilderness system should not be considered for inclu-

sion in the wilderness system until completion of a thorough review during which all interested parties have an opportunity to be heard.

2. Uses not incompatible with wilderness preservation should be permitted in areas included within the wilderness system.

3. Currently authorized uses that are incompatible with wilderness preservation should be phased out over a reasonable period of time.

IN TAKING affirmative action relative to the statutory designation of wilderness areas that have previously been classified administratively as wilderness and wild, the committee, in effect, was reviewing each of these areas individually. Of all the areas so classified, the only objection that was brought to the attention of the committee, other than general objections to the legislation, concerned the restrictions on use in the San Gorgonio Wild Area.

The Forest Service classified the peak of the San Gorgonio mountain in the San Bernardino National Forest, Calif., as the San Gorgonio Primitive Area in 1938 and, reclassified it as a wild area in 1956 on 33,898 acres of national forest land.

The history of two proposals to permit development of commercial ski facilities is detailed in the committee hearings and outlined in the committee report on H.R. 9070. Suffice to take note here that:

First. The community was and remains divided, there being many who favor the skiing development but also there being many who favor retention of the San Gorgonio area in its natural state; and

Second. On October 16, 1963, the Chief of the Forest Service rejected an application to permit the installation of ski lifts and associated facilities. The decision has been appealed to the Secretary of Agriculture and the appeal is pending before the Secretary.

Our Subcommittee on Public Lands in its hearings at Las Vegas on January 13 and 14 this year heard numerous witnesses and received many statements on both sides of the San Gorgonio matter. Subsequently, when we announced the hearings to be held here in Washington the week of April 27, 1964, on this legislation, we took cognizance of the special po-

THE REMARKS made to the United States House of Representatives on July 30, 1964, by Chairman Wayne N. Aspinall of the House Committee on Interior and Insular Affairs are here presented in a slightly adapted form for magazine use. Mr. Aspinall's discussion was in support of the Wilderness Bill as amended and reported out by his committee, and included also support for a committee amendment, later voted down by the House, which would have excluded the San Gorgonio Wild Area from the Wilderness System in order to permit development of commercial ski facilities within the area.

sition that San Gorgonio occupied in the consideration of wilderness legislation and included the following statement in our press release:

In this connection the committee announcement referred specifically to testimony received by the subcommittee at Las Vegas concerning proposals to permit a ski development within the San Gorgonio Wild Area. Inasmuch as all sides of the question had been aired thoroughly at Las Vegas, no further testimony will be taken during the Washington hearings on the San Gorgonio Wild Area ski development alone, except from persons or groups headquartered at or near Washington. In accordance with the general procedure, however, the committee will be pleased to receive any additional written statements that have new views to set forth concerning a proposed ski development in the San Gorgonio area.

Thereafter the committee received two additional statements directed specifically at the San Gorgonio ski development problem: one from a director of the San Gorgonio Ski Lifts, the organization desiring skiing development, and one on behalf of the Defenders of San Gorgonio Wilderness who are opposed to commercial skiing development.

The committee position, as expressed by majority vote and as stated in the committee report, is that the public interest will best be served by devoting a portion of Mount San Gorgonio to development with facilities to permit recreational skiing use by the general public. In order to permit use by the general public the installation of ski lifts is required.

THE FIRST Federal land specifically earmarked for wilderness preservation was an area in the Gila National Forest, New Mexico, which was set aside by the Chief of the Forest Service in 1924. In 1926 roadless areas were designated and given protection in the Superior National Forest in Minnesota leading eventually to the complex of several areas now designated as the Boundary Waters Canoe Area.

The Secretary of Agriculture in 1929 established specific procedures for the designation of primitive areas in national forests when he promulgated regulation L-20 authorizing the Chief of the Forest Service to set aside areas for their primitive values. Regulation L-20 was rescinded in 1939 by regulations then identified as U-1 and U-2 which have since been codified in 36 CFR 251.20 and 251.21 creating new categories to be known as "wilderness" and "wild" areas. Lands designated as either "wilderness" or "wild" have been and are managed under the same procedures and principles—the difference has been that wilderness areas are those in excess of 100,000 acres and may be designated only by the Secretary of Agriculture while wild areas are com-



prised of between 5,000 and 100,000 acres of land and may be so designated by the Chief of the Forest Service.

Between 1929 and 1939, 73 primitive areas had been established within the national forests. In accordance with administrative policy adopted by the Department of Agriculture, the Forest Service has, since 1939, been reviewing these primitive areas to determine which ones should be designated in whole or in part as either wilderness or wild areas. Since 1930 the Secretary of Agriculture and the Chief of the Forest Service have, by administrative action, set aside within the national forests 88 wilderness-type areas designated as either "wilderness," "wild," "primitive" or "canoe" comprised in the aggregate of 14,617,461 acres of land.

Of the millions of acres of land in the national forests classified by the Department of Agriculture and the Forest Service as having wilderness values, only 26,455 acres are in the eastern States of North Carolina and New Hampshire, the boundary waters canoe area with 886,673 acres is in the State of Min-

nesota, and the remaining areas, aggregating 13.7 million acres, are in the national forests carved out of the public domain in the 11 Western States.

Of the total of 14,617,461 acres, 5,477,740 acres are in 34 primitive areas and 9,139,721 acres are designated as "wilderness," "wild," and "canoe."

As a matter of fact, there have been many changes in these areas during consideration of the wilderness legislation by the committee, with the latest one taking place when the Chief of the Forest Service modified the boundaries of the Mount Zirkel-Dome Peak Wild Area and changed its name to the Mount Zirkel Wild Area on 72,180 acres of land in the Routt National Forest, Colorado, resulting in an increase of this wild area by 18,780 acres.

In order to bring the record up to date, I include revised tabulations setting forth a summary of national forest areas administratively designated as having wilderness characteristics, one tabulation setting forth a summary by type of designation and the other tabulation setting forth a summary by States:

Summary of existing national forest wilderness-type areas

1. BY TYPE OF AREA

	Acres
Wilderness areas (18)	6,898,014
Wild areas (35)	1,355,034
Canoe areas (1)	886,673
Subtotal (54 areas)	9,139,721
Primitive areas (34)	5,477,740
Total wilderness-type areas (88)	14,617,461

2. BY STATES

State	Wilderness	Acres (net)		Canoe	Net
		Wild	Primitive		
Arizona	329,140	93,850	250,936		673,926
California	934,796	322,088	563,152		1,820,036
Colorado		274,859	554,283		829,142
Idaho	987,910		1,642,388		2,630,298
Minnesota				886,673	886,673
Montana	1,359,733	122,834	417,140		1,899,707
Nevada		64,667			64,667
New Hampshire		5,400			5,400
New Mexico	603,360	75,301	335,424		1,014,085
North Carolina		21,055			21,055
Oregon	412,958	249,889	86,700		749,547
Utah			240,717		240,717
Washington	458,105	125,091	801,000		1,384,196
Wyoming	1,812,012		586,000		2,398,012
Total	6,898,014	1,355,034	5,477,740	886,673	14,617,461
Total number of areas	18	35	34	1	88

UNDER THE BILL, the 5,477,740 acres of primitive areas will be reviewed over a 10-year period, as will all units of the national park system and the national wildlife refuge system. After review by the executive branch, reports will be made to Congress; but none of these added areas can be classified as wilderness and incorporated into the wilderness system except by act of Congress.

The bill as reported by the committee provides that, unless otherwise specifically authorized, no commercial enterprise and no permanent roads are to be allowed in the wilderness areas designated therein. Provision is, however, made for commercial services necessary "for activities which are proper for realizing the recreational or other wilderness purposes" of the areas involved.

Hunting and fishing would be permitted, and the jurisdiction of the States over hunting and fishing is specifically preserved.

In order to permit evaluation of the mineral potential in the wilderness areas designated by H.R. 9070, the committee has made these specific provisions:

First. Prospecting will be allowed at all times if conducted so as to be compatible with the preservation of the wilderness environment.

Second. The Secretary of the Interior is directed to develop a program for recurring surveys by the Geological Survey and the Bureau of Mines to determine whether there are any mineral values present.

Third. New mining activity, including all forms

of prospecting and staking of claims, will be permitted for a 25-year period ending December 31, 1989, after which the lands involved will be withdrawn from appropriation under the mining laws. During the same period the lands will be open to mineral leasing.

*Changed in Senate-House conference to 19-year period ending December 31, 1983—Editor.*

In making these provisions for mineral exploration and development we have provided the necessary caution for the protection of the wilderness values in the areas. The bill provides that claims located during the said period will entitle the claimant to only such use of the surface as is reasonably required in connection with mining operations, restoration of the surface would be required to the extent practicable after prospecting, location, and discovery work, and in those cases where claims go to patent, the Government would grant title only to the mineral deposits. In order to make these provisions meaningful to the mining industry we have provided that the Secretary of Agriculture, while controlling ingress and egress must, where essential, permit the use of mechanized ground or air equipment.

I submit that we have established a reasonable balance in this bill, assured the long-range preservation of wilderness areas while at the same time permitting the continuance of essential uses and an inventorying of the mineral resources that may be present.

# What the Wilderness Act Does

By JOHN P. SAYLOR

WILDERNESS LEGISLATION has been before the committees of the House and the Senate for a period of some 8 years. To the best of my ability to calculate there have been a total of 18 hearings; the first in the House was before the Subcommittee on Public Lands of the Interior and Insular Affairs Committee in 1957. In addition thereto, field hearings were held in Phoenix, Arizona; Sacramento, California; San Francisco, California; Denver, Colorado; Montrose, Colorado; McCall, Idaho; Albuquerque, New Mexico; Las Vegas, Nevada; Bend, Oregon; Olympia, Washington; Seattle, Washington; and Salt Lake City, Utah.

From this citation of the long deliberation on this legislation, it may seem odd to begin my comments

by stating what the measure does not do prior to describing the important positive proposals contained in the Wilderness Bill. Despite the long period of concern and study the Congress has given to the proposed wilderness legislation, I am surprised to find that there are still misunderstandings.

First. The measure contains no authorization for appropriations to acquire any land and waters that are not now owned by the Federal Government.

Second. The measure establishes no new bureau, committee, and/or council.

Third. The bill does not disturb the jurisdiction of the various bureaus of Government such as the Forest Service, National Park Service, Bureau of Land Management, and the Fish and Wildlife Serv-



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Saturday, August 22, 1964

Give Light and the People Will Find Their Own Way

## Congress Preserves Our Wilderness

Congress has acted to make America's heritage of wilderness secure.

The Senate and House have reconciled their differences and sent the Wilderness Bill to President Johnson, sure that he would promptly approve it, for he had asked them to pass this legislation.

If it is not a perfect bill, certainly it is far better than conservationists had reason to hope for at the beginning of the session and they proudly regard it as a landmark achievement in conservation history.

It means that nine million acres administered by the U. S. Forest Service and now classified as "wilderness, wild, and canoe" areas must remain such unless some future Congress should change their status, and that is not likely to happen. Until this wilderness act was passed, there was nothing to prevent some Secretary of Agriculture from giving away "with the stroke of a pen" the people's irreplaceable resources of unspoiled nature. It was the purpose of this legislation to make that impossible.

This is just the start of our wilderness preservation system. The law provides that, within the next 10 years, on recommendation of the Secretary of Agriculture and the President, Congress can add to it, tract by tract, national forest lands now classed as "primitive," up to a total of more than five million acres.

Similarly, many millions of wilderness acres in the national parks and monuments and wild life refuges can be given permanence in the system on recommendation of the Secretary of the Interior and the President. Gifts of land from private sources also may be accepted.

When the system is completed we will be assured that 2 per cent of the lands of the United States will remain as all of it was when the Indians roamed its vast

spaces—a land of green forests, clear streams, blue lakes and pure air—

- Where plants and animals can reproduce themselves unaided and no species will be lost.

- Unmarred by automobile roads and the litter that cars bring, but open to all to explore by foot trail and horseback.

- For hunters of big and small game, for those who would fish in fast water or calm lake, for birders, for the myriads who shoot only with cameras.

- As the outdoor laboratories for scientists who must have primitive nature to study if they are to find out how we must live in civilization.

- For those who want to "get away from it all," from the neon, the smell of gas and chemicals, the noise and odors of cities, and hear only the sound of the wind, the songs of birds and the cries of animals, smell only the fragrance of pine and cedar, and be alone with nature, and, as most would add, with nature's God.

The wilderness preserved means much to the stay-at-homes, just to know that it is there, and to see its refreshing scenes in pictures in newspapers and magazines, and in movies and on tv, both in travelog and the background of stirring or romantic drama.

To Senator Clinton Anderson and Rep. John Saylor, the authors of the bill, and to all, in and out of Congress who had a part in this great conservation victory, our thanks and congratulations.

Like Moses, Howard Zahniser, executive director of the Wilderness Society, who died fighting for the cause, was not here to enter the promised land of wilderness preserved. We wish he could have seen how we have answered his plea that we project the wild "that has come to us from the eternity of the past into the eternity of the future."

ice. They will continue to have the same responsibility of administration under this proposal as they have at the present time.

Fourth. The bill does not lock up 1 billion acres, 776 million acres, and all of the national forests. While such allegations may be absurd to some, a number of people have from time to time mentioned each of these items as being a consequence of the present legislation.

The present legislation starts from the fundamental premise that there is a need to preserve some wilderness in the United States and that this should not disappear from our culture, as would seem to be inexorable without specific and special provisions for its maintenance. There is the general feeling that all land must be designated to some purpose or use. Supporters of wilderness legislation have never denied this but on the contrary have sought to emphasize that the enjoyment of wilderness areas is an important and significant use in our culture.

The country is endowed with the good fortune of having, now in Federal ownership, areas that meet the criteria for wilderness. In addition, we are genuinely indebted to the Forest Service for the special designation of wilderness areas and the careful manner in which administrative procedures have been worked out to protect these areas. It is only natural, therefore, that the measure starts at this point.

THE QUESTION of course has been raised that if the Forest Service has been able to designate and maintain wilderness areas, what purpose can be achieved by this legislation? The immediate answer is that such areas prior to enactment of the Wilderness Bill enjoy only the protection of the executive or more specifically the Secretary of Agriculture, who could by the stroke of the pen remove all or part of such areas from wilderness.

Wilderness is not only fragile but also perishable. The United States continues to be a fast growing Nation. The centers of population appear to be moving; development of every conceivable type possible, both public and private, races forward at breakneck speed. Therefore, it appears logical to presume that in the near future the administrators, whomever they may be or of whatever political persuasion, will find themselves beleaguered indeed to continue the same type of protection that they have historically been able to give. Once the stroke of the pen is made to change a wilderness area to one of development the act has a finality that enables few comparisons. This is not a construction mistake that can be changed after consultation with architect and engineer. This is not a case of wasting money on a private or public venture

that did not result in the planned-for event. This is an act that once done is done forever. No amount of exhortation, soul searching, self-criticism, or scientific application can turn the area back to wilderness. Therefore, it is deemed advisable that these remaining areas be given the statutory protection that can only be afforded by the act of law.

THERE ARE THOSE who contend that this constitutes locking up resources for time immemorial, which might well operate to a serious disadvantage for the entire country. This is not possible under our form of government. If an emergency arises based on a need that seems greater than that specified in this bill, then of course the procedure for enacting subsequent legislation is always the prerogative and responsibility of the Congress. There can be no secret covenants that might result in wilderness losses. There must be instead a public record and a full debate of the merits of acceding to the wishes of those who would urge us to use wilderness for other purposes and those who might insist upon the maintenance of the wilderness. Upon such issues the Congress will work its will. This procedure seems more than fitting in this instance because the abuses of wilderness have the finality of which I referred to previously and the change in its character must give the Congress, as representatives of the American people, the full opportunity to consider carefully any changes.

I would not be truthful if I said that H.R. 9070 is all that I would hope a Wilderness Bill to be. I hasten to add, however, that the debates upon the details of this measure have not been primarily over whether legislation should be enacted but more often than not it has been centered on the procedure of achieving wilderness protection and in what manner uses generally not compatible with wilderness can be handled. By and large, it is my firm conviction that the measure will mean a significant step forward in protecting wilderness areas.

It is important to indicate precisely what is meant by wilderness areas. At the present time the national forests have four classifications in which the term wilderness is usually applied — wilderness areas as such, the wild areas, the boundary waters canoe areas, and the primitive areas. Wilderness areas involve areas of 100,000 acres or over. Wild areas are considered exactly the same with the exception that the total area would be less than 100,000 acres. The boundary waters canoe area is unique because of its specific location and which in part was arrived at by cooperation with the Canadian Government. The primitive areas are now administered exactly as the other areas to which I have just referred. The dis-



inction between the primitive areas and the other three is that primitive areas have not been carefully studied as to specific boundary and complete identification.

With the enactment of this legislation the wilderness, wild, and canoe areas can be immediately protected by the force of this act from any changes except by an act of Congress. The primitive areas do not come under the protection of this legislation until a recommendation from the President for designation as wilderness is presented to the Congress and the Congress acts affirmatively. The measure specifies that the classification of areas now in primitive status will be classified within 10 years after the enactment of this act. Primitive areas shall continue to be administered under the present rules and regulations until Congress has determined otherwise, with the exception that the Secretary of Agriculture, with the approval of the President, can declassify or increase in size primitive areas. The increase is further modified

in that it is limited to areas of less than 5,000 acres.

This act also seeks to preserve and designate those areas under the jurisdiction of the Secretary of Interior which meet the criteria for wilderness. Such areas would include roadless portions of the national park system and appropriate areas of fish and game refuges. These areas will not become a part of the wilderness system until they are so designated by the Secretary of Interior with the approval of the President and Congress acts affirmatively thereon. The bill provides such a determination be made within 10 years of the date of enactment of this act.

AS RANKING MINORITY MEMBER of the House Committee on Interior and Insular Affairs, Representative John P. Saylor—himself the author of the Wilderness Bill, H.R. 9070, which ultimately was considered by the Committee and reported out with amendments—presented his views on the amended bill to the United States House of Representatives. As in the preceding article, Mr. Saylor's statement, as reported in the CONGRESSIONAL RECORD for July 30, 1964, is here slightly adapted for magazine use.

Mr. Saylor was the first to introduce the Wilderness Bill in the House of Representatives, and has been one of its most ardent advocates in that body.

*The exception giving the Secretary of Agriculture authority to declassify a primitive area without Congressional approval was removed in the Act as finally passed—Editor.*

## OUT OF THE WILDERNESS

BY STANTON A. COBLENTZ

*The lonely, unregarded stars and peaks,  
The clouds, the traveling wind, the lids of space  
Look down on all man does, and all he seeks,  
Alone, indifferent as an oracle's face.  
And we, amid the droning thoroughfare,  
The market's buzz, the motor's gruff routine,  
And babble of reeling taverns, little care  
What might may watch us from the high unseen.*

*But now and then, out of the solitude  
Of gorge and piny cliff and snow-ridged skies,  
A wanderer comes, with witchery in his mood  
And other-worldly sparkles in his eyes.  
Briefly he's known the universe that towers,  
Ridge upon ridge, above our grit and grime,  
And been bemused by those down-looking powers  
That stare above mortality and time.*

# The Job Ahead Under the Wilderness Act

BY STEWART M. BRANDBORG

*Executive Director  
The Wilderness Society*

WHEN PRESIDENT JOHNSON signed the Wilderness Act, S. 4, at special ceremonies in the White House rose garden on the afternoon of September 3, 1964, he brought to a successful culmination one of the Nation's longest and most hard-fought conservation battles. After more than eight years of study and public hearings, debate and controversy, the Wilderness Bill became a law of the land (Public Law 88-577).

Through the Wilderness Act, wilderness within the federally-owned public estate can be given protection under a national policy. This policy is clear in its purpose: "to secure for the American people of present and future generations the benefits of an enduring resource of wilderness."

The Congressional mandate is firm and its requirement is clear that the "wilderness areas" of the National Wilderness Preservation System established by the Act, "shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and . . . to provide for the protection of these areas, the preservation of their wilderness character." Thus, the Wilderness Act provides a statutory base for preserving the remainder of the American wilderness as we know it today within our national forests, the national parks and monuments, and the national wildlife refuges and ranges.

For the first time there is a National Wilderness Preservation System with statutory protection for areas of wilderness that are designated by Congress. The Act provides clear-cut and well-defined procedures which will permit public understanding of and participation in the development of proposals for additions, deletions, or changes in the National Wilderness Preservation System. In each case there

must be provision for due notice, public hearings, and full consideration by both the Congress and the public. Implicit in the Act is the recognition that wilderness is a public resource—an ownership in which every citizen in every state and community holds a share.

The interested public—particularly those with a special concern for wilderness preservation—must assume a broad and continuing responsibility for working under the procedures of the Act to bring additional units into the National Wilderness Preservation System, for making changes in the System, or removing areas from it. They also must give effective support to those agency programs that will provide enduring protection for areas of wilderness.

The Act furnishes the backdrop for the fulfillment of this custodial responsibility by conservation-minded citizens and the Federal public land agencies. This is partially provided in the statement of policy which calls for the protection of wilderness areas in a manner that will leave them "unimpaired" and requires "the preservation of their wilderness character." It is also found in the Act's definition of wilderness which describes wilderness as an undeveloped area where the earth and its community of life "are untrammelled by man" and where the land retains "its primeval character and influence" and "is protected and managed so as to preserve its natural conditions."

The Wilderness Act gives clear direction and a firm legal foundation for those in the Federal agencies who manage areas of wilderness for the "preservation of their wilderness character" so that they are "affected primarily by the forces of nature." The administrators of these agencies are now in a much stronger position to protect wilderness than they were before passage of the Act. As they proceed to implement its policies, they now have—for the first time—a full opportunity to develop long-range programs which will assure adequate protection of the wilderness resource. An important part of these programs will be development of plans which will provide for various uses of wilderness areas without impairing the natural environment or wild character of the lands involved.

PRESENTED AS A PAPER before the Eleventh Annual Conference on National Conservation Issues in Washington, D. C., sponsored by the National Wildlife Federation, Mr. Brandborg's article suggests the need for public and cooperative effort in completing the opportunities for wilderness preservation. It is followed with his section-by-section interpretation of the Wilderness Act.



Under the orderly procedures for public participation in hearings and review of proposals for additions to the National Wilderness Preservation System, the Wilderness Act places an unprecedented opportunity before conservationists who have been most directly concerned with wilderness preservation. These procedures offer a great opportunity for intensive educational work to gain public support for programs to preserve wilderness lands. This support must be effectively mobilized for the local hearings which are required under the Act.

All 54 of the existing national forest wilderness, wild, and canoe areas are placed in the National Wilderness Preservation System under the Act, but it leaves the 34 primitive areas of the national forests to be brought into the System during the next ten years after public hearings and reviews by the Secretary of Agriculture. These same procedures would apply to roadless portions of over 70 national parks, national monuments, wildlife refuges, and wildlife ranges. These are to be reviewed by the Secretary of the Interior during the same ten-year period.

The Act requires that hearings be held following public notice, in the state or states in which each area lies. The appropriate Secretary is then to submit to the President his proposals for adding each such area to the National Wilderness Preservation System after which the President will make recommendations to the Congress. These recommendations will be referred to the respective House and Senate Committees on Interior and Insular Affairs, which are responsible for reporting authorizing bills for additions to the Wilderness System to the House and Senate for their consideration.

The Act sets a time schedule under which recommendations for one-third of these areas are to be presented to Congress by the President within three years; two-thirds of the areas are subject to his

recommendations within seven years; and on the remaining areas by the end of the tenth year.

Passage of authorizing bills by both houses of the Congress is required under the Act for the inclusion of each one of these units (numbering more than 100) in the National Wilderness Preservation System. Committee hearings will thus have to be held. Altogether, this procedure can apply to between 40 and 50 million acres of wilderness lands which are subject to review within the primitive areas, within the units of the national park system, and within the wildlife refuges and ranges. It is also required for proposals that can add to the System units of the so-called "de facto" wilderness of the national forests and other public lands which are not presently designated as wilderness.

In bringing these wild land areas into the Wilderness System the basic need will be public support. This can develop only with studies of each area by conservation groups at local and state levels in cooperation with the agencies responsible for administering the areas. Field reconnaissance coverages will be necessary for the definition of boundary proposals and development of protection programs that meet the wilderness preservation needs of each area. Following the completion of the recommendations from these studies an educational job must be done, both within the local communities and states, and on a broad national scale.

At the local hearings, and later in the hearings of the Congressional Committees when the President's recommendations are being considered, informed citizen leaders—particularly those at the local level—must show strong support for effective wilderness recommendations. Their success will be measured by the depth of public sentiment favoring proposals for adding areas to the Wilderness System. The job to be done places a heavy burden of responsibility upon the local citizen leader.

## Interpretation of the Wilderness Act

### One

Section 1 states the title as the "Wilderness Act."

### Two

Section 2 is a statement of policy including a definition of wilderness. It establishes the National Wilderness Preservation System.

Section 2(a) is a statement of the belief of Congress that increasing population and human developments will occupy or modify all areas of the Nation except those set aside for preservation in their natural condition. It is accordingly declared to be the policy

of Congress to assure the Nation an enduring resource of wilderness, and for this purpose a National Wilderness Preservation System is established to be composed of appropriate federally-owned areas which are designated by Congress as wilderness areas. The Act states that these areas shall be administered for the American people "in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, [and] the preservation of their wilderness character . . ."

Section 2(b) specifies that each Federal Depart-

ment and agency having jurisdiction over areas of wilderness shall continue to manage these areas after their inclusion in the National Wilderness Preservation System. This section also contains a prohibition against appropriations for payment of expenses or salaries for the administration of the National Wilderness Preservation System as a separate unit or for additional personnel required solely for the management of areas because they are included in the wilderness system.

Section 2(c) defines wilderness. The first sentence of this definition states in an ideal concept the nature of wilderness areas where the natural community of life is untrammelled by man, who visits but does not remain. The second sentence describes an area of wilderness as it is to be considered for the purposes of the Act—an area of undeveloped Federal land retaining its primeval character and influence without permanent improvements or human habitation and managed so as to preserve its natural conditions. Wilderness is further defined as an area generally appearing to have been affected primarily by the forces of nature with the imprint of Man's work substantially unnoticeable, which offers outstanding opportunity for solitude or a primitive or unconfined type of recreation, and ecological, geological, or other features of scientific, educational, scenic, or historical value.

The Act specifies that an area of wilderness must include at least 5,000 acres or be of sufficient size to make practicable its preservation. This latter provision will permit preservation of areas of less than 5,000 acres, such as islands and other areas which can be adequately protected as wilderness "in an unimpaired condition."

### Three

Section 3 designates the 54 wilderness, wild, and canoe areas of the national forests which the Act places in the National Wilderness Preservation System. It also sets out the areas of Federal lands in national forest primitive areas and in the national park system and the wildlife refuges and game ranges which are to be considered for such designation during the next ten years. Procedures are established for review of these areas by the executive agency with public notice and hearings to be held by the Secretary of Agriculture (on proposals relating to the primitive areas) or the Secretary of the Interior (on proposals for park and wildlife lands) before the President makes his recommendations to the Congress for the designation of these areas as wilderness areas or for other reclassification. The recommendations of the President for designation of an area as wilderness becomes effective only if so provided through Act of Congress. Consideration of

any future proposals to change boundaries or modify any existing wilderness area within the National Wilderness Preservation System will require the same public notice, hearings, review procedures, and Congressional approval. Addition of areas of wilderness, not specified in the Act for review and possible addition to the System, must also be carried out under the same procedures.

### NATIONAL FOREST LANDS

Subsections 3(a) and (b) deal with national forest areas which have been administratively classified for wilderness protection. There are 88 of these areas, totaling some 14.6 million acres.

Section 3(a) designates as "wilderness areas" and for inclusion in the National Wilderness Preservation System the 54 presently existing wilderness, wild, and canoe areas (representing 9.1 million acres) of the national forests, and sets forth requirements that maps and descriptions of the areas and regulations regarding them be available to the public. These areas have already been carefully reviewed and classified for wilderness protection by the Forest Service after having been subjected to public notice and public hearing procedures.

Section 3(b) deals with the 34 now existing primitive areas in the national forests, comprising some 5.4 million acres. These areas are made subject to review during the next ten years by the Secretary of Agriculture to determine their suitability or unsuitability for preservation as wilderness. Following public notice, hearings, and the completion of his review, the Secretary is to report his findings to the President. The President is then to make recommendations regarding each area to the Senate and the House of Representatives.

The recommendations of the President may include a proposed elimination and declassification of portions not found to be predominantly of wilderness value, or proposed additions of contiguous national forest land predominantly of wilderness value. The Act states that a primitive area "may be increased in size by the President at the time he submits his recommendations to the Congress by not more than 5,000 acres with not more than 1,280 acres of such increase in any one compact unit." However, the Act does not limit the President in proposing the addition of any contiguous area of national forest land that is predominantly of wilderness value. Neither does it limit his recommendations for altering existing boundaries.

Each recommendation of the President to Congress will become effective only if so provided by an Act of Congress. The primitive areas are to continue in their present status, protected as wilderness under existing regulations of the Forest Service and the



Secretary of Agriculture until Congress has acted on a presidential recommendation or has otherwise determined the use that will be made of them. A time schedule calls for Presidential recommendations on one-third of the primitive areas within three years, not less than two-thirds in seven years and on the remainder within ten years after passage of the Wilderness Act.

Other national forest areas that are in fact wilderness but have never been so classified for protection as such could also be added to the National Wilderness Preservation System. Nothing in the Wilderness Act would prevent the Secretary of Agriculture from considering such areas for preservation. Each area, however, must be the subject of legislation in the future to authorize its inclusion in the National Wilderness Preservation System.

The Act authorizes the exclusion of up to 7,000 acres from the Gore Range-Eagle Nest Primitive Area through a provision added by the House-Senate Conference Committee. This states that the Secretary of Agriculture "may complete his review and delete such area as may be necessary, but not to exceed 7,000 acres, from the southern tip of the Gore Range-Eagles Nest Primitive Area, Colorado," if he "determines that such action is in the public interest." The exclusion would provide for the possible construction of Highway 70 and a water tunnel across the southern end of this 61,000 acre unit of national forest wilderness. In the Conference Report the House Conferees (H.R. Report No. 1829, August 19, 1964) noted that, "if the President recommends that the Gore Range-Eagles Nest Primitive Area be designated as a wilderness area for inclusion in the Wilderness System, he may recommend the addition of other lands, not now within the primitive area, to replace the 7,000 acres that may be deleted."

#### PARK AND REFUGE LANDS

Section 3(c) makes a provision for wilderness within national park system areas and national wildlife refuges and ranges which is like that made with regard to primitive areas.

The Secretary of the Interior in this instance is to review during a ten-year period the roadless portions comprising 5,000 or more contiguous acres in the parks and monuments, and national wildlife refuges and game ranges (including roadless islands), and to report to the President his recommendations as to their suitability or unsuitability for preservation as wilderness. One-third of these areas are to be reviewed and subject to Presidential recommendation within three years, not less than two-thirds within seven years, and the remainder within ten years following enactment of the Wilderness Act.

The President is to advise the House and the Senate of his recommendations on areas and islands for which reviews have been completed. An area will be given wilderness protection on a permanent basis as part of the National Wilderness Preservation System only when Congress so provides through passage of authorizing legislation. The Act requires that "nothing . . . shall, by implication or otherwise, be construed to lessen the present statutory authority of the Secretary of the Interior with respect to the maintenance of roadless areas within units of the national park system."

Section 3(d) requires the Secretary of the Interior or of Agriculture, before submitting recommendations to the President regarding areas in their respective jurisdictions to give public notice in the Federal Register and the local press, hold public hearings, and invite the Governor, county officials, and Federal agencies concerned to submit their views. Any views submitted by these officials and agencies must be included with any recommendations to the President and to Congress.

Section 3(e) provides that any boundary changes or modifications to be made in the future are to be subjected to public notice and hearings, recommended to the President by the appropriate Secretary with maps and descriptions, and are to be effective only through affirmative action of Congress. This requirement applies also in the case of proposals for the elimination of parts or all of an area that is included in the National Wilderness Preservation System. Additions to the System of areas of so-called "de facto" wilderness, areas which have never been designated for protection, would be subjected to these same requirements, public notice, and hearing procedures.

#### USES OF WILDERNESS AREAS

Section 4 deals with uses of wilderness areas.

Section 4(a) declares with specific legislative references, that the Wilderness Act shall be within and supplemental to and not in interference with the purposes for which the national forests, parks, and refuges have been established. Section 4(a)(3) states that, "Nothing in this Act shall modify the statutory authority under which units of the national park system are created." This language is followed by the provision that "the designation of any area of any park, monument, or other unit of the national park system as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, . . ."

An important wilderness-protective provision in Section 4(b) requires that "Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character." The wilderness areas are to be devoted, with the exceptions specified in the legislation, to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use.

Section 4(c) prohibits certain uses except as specifically provided elsewhere in the Act. These prohibited uses are those inconsistent with wilderness preservation, such as commercial enterprises, motor vehicles and motorized equipment, roads, and structures and installations. With the exception of the minimum required for administration and emergency measures for health and safety, the Act prohibits temporary roads, motor vehicle use, motorized equipment or motor boats, landing of aircraft, mechanical transport and structures and installations.

Section 4(d) sets forth special provisions permitting certain nonconforming wilderness uses. Under 4(d)(1), aircraft and motorboat use may continue where already established, and measures to control fire, insects, and disease may be taken subject to conditions deemed desirable by the Secretary of Agriculture.

Section 4(d)(2) permits prospecting and gathering of information on minerals in national forest wilderness in a manner compatible with the preservation of the wilderness environment. The Secretary of the Interior is directed to develop and conduct, in consultation with the Secretary of Agriculture, recurring surveys by the Bureau of Mines and the Geological Survey to determine the mineral values present in the national forest wilderness areas, and to make the results available and submit them to the President and Congress. The Act states that such surveys shall be conducted in a manner "consistent with the concept of wilderness preservation."

Mining, prospecting, and oil and gas development would be permitted under mining laws and in accordance with regulations to protect wilderness values for 19 years in wilderness lands of the national forests under language of Section 4(d)(3). During this period these lands would continue to be open, subject to regulations, to mining development and to mining intrusions. The Act provides a cutoff date of January 1, 1984, after which no patents within a national forest wilderness area would be issued except for valid claims existing on this date. Pre-

viously there was no mandatory termination date.

Under the Act national forest wilderness, wild, canoe, and primitive areas, which are placed in the National Wilderness Preservation System or designated by Congress for review and inclusion during the next ten years, are subject under regulation to the mining and mineral leasing laws and mineral location and development activities, as they were before the Act was passed. A provision in this section requires that "mineral leases, permits, and licenses covering lands within national forest wilderness areas designated by the Act shall contain such reasonable stipulations as may be prescribed by the Secretary of Agriculture for the protection of the wilderness character of the land consistent with the use of the land for the purposes for which they are leased, permitted, or licensed."

The Act requires restoration as near as practicable of the surface of the land disturbed by mining activities. It specifies also that mining locations within the boundaries of wilderness areas shall be held and used solely for mining or processing operations and uses reasonably incident thereto. The Secretary of Agriculture is given authority to develop reasonable regulations governing ingress and egress consistent with the use for mineral location, development, and exploration. Patents issued under the mining laws affecting national forest wilderness areas "shall convey title to the mineral deposits within the claim, together with the right to cut and use so much of the mature timber therefrom as may be needed in the extraction, removal and beneficiation of the mineral deposits." Each such patent, however, shall reserve to the United States all title in or to the surface of the land and products thereof. No use of the surface of a claim or its resources not reasonably required for carrying on mining or prospecting shall be allowed except as otherwise provided by the Act.

Congressional sponsors of the Wilderness Act have indicated that the administrative regulations governing mineral exploration and development activities can be made sufficiently restrictive under the requirements of the Act to afford greater protection for national forest wilderness than has been possible previously.

Other provisions in Section 4 would: permit the President to allow the construction of reservoirs, transmission lines, or other facilities within wilderness areas of the national forests if he deems them more in the public interest than the preservation of wilderness; authorize the continuation of grazing within national forest wilderness where an established practice; continue special Forest Service regulations on the Boundary Waters Canoe Area in Minnesota; permit appropriate commercial services for wilder-



ness recreation and other wilderness purposes, such as recording scientific data; recognize State water laws and their application to lands affected by the Act; and provide for hunting and fishing on national forest areas under state regulations.

Five

Section 5 provides that where State or private "inholdings" exist in national forest wilderness areas, the state or private owner shall be afforded access or shall be given Federal lands of equal value in exchange. Private owners of lands and holders of valid mining claims within national forest wilderness areas are assured ingress and egress under "reasonable regulations" of the Secretary of Agriculture that are "consistent with the preservation of the areas as wilderness" and by means "which have been or are being customarily enjoyed with respect to other such areas similarly situated."

The Secretary of Agriculture is authorized to acquire private landholdings within national forest wilderness areas, subject to the concurrence of the owner, the approval of necessary appropriations and specific authorizations by the Congress.

Six

Section 6 authorizes the Secretary of Agriculture to accept gifts or bequests of land within wilderness areas designated by the Act for preservation as wilderness. It also permits him to accept gifts or bequests of land adjacent to wilderness areas designated by the Act if he has given 60 days' advance notice to the Congress. Such areas would be added to the wilderness areas involved.

The Secretary of Agriculture and the Secretary of the Interior are each authorized to accept private contributions and gifts to be used to further the purposes of the Act.

Seven

Section 7 provides for an annual report to be submitted jointly by the Secretaries of Agriculture and Interior for transmission by the President to the Congress. This will contain information on the status of the National Wilderness Preservation System, with descriptions of areas, regulations in effect, and other pertinent information, together with any recommendations they wish to make.



VIEW OF LOST MINE PEAK FROM GREEN GULCH, BIG BEND NATIONAL PARK. NATIONAL PARK SERVICE PHOTO BY PETER KOCH.

# The National Wilderness Preservation System

HERE LISTED, ALPHABETICALLY BY STATES, ARE THE NATIONAL FOREST WILDERNESS AND WILD AREAS, AND THE BOUNDARY WATERS CANOE AREA, INCLUDED IN THE NATIONAL WILDERNESS PRESERVATION SYSTEM ON THE EFFECTIVE DATE OF THE WILDERNESS ACT, SIGNED BY THE PRESIDENT ON SEPTEMBER 3, 1964. THE DESCRIPTION OF THE AREAS, WITH SLIGHT ADAPTATION, ARE THOSE PREPARED BY THE U.S. FOREST SERVICE IN ITS PERIODIC SUMMARY OF WILDERNESS-TYPE AREAS IN THE NATIONAL FORESTS. (GROSS ACREAGES INCLUDE STATE OR PRIVATE INHOLDINGS.)

Region	Name and Date of Establishment	National Forest	Forest Headquarters	Area (Acres)		SPECIAL FEATURES
				Gross	Net	
ARIZONA						
3.	<i>Chiricahua</i> Wild Area 1933—9/18/40	Coronado	Tucson	18,000	18,000	On the crest of Chiricahua Mtn. Range with precipitous scenic canyons radiating from the summit. Among the game species is the rare chiricahua squirrel, found only in this vicinity.
3.	<i>Galiuro</i> Wild Area 1932—6/19/40	Coronado	Tucson	55,000	55,000	Knifelike mountains jutting out of the Arizona plain. Extremely steep slopes limit travel to constructed trails. Game.
3.	<i>Mazatzal</i> Wilderness Area 1932—6/13/40	Tonto	Phoenix	205,346	205,000	Precipitous topography containing many geological formations.
3.	<i>Sierra Ancha</i> Wild Area 1933—2/13/51	Tonto	Phoenix	20,850	20,850	Precipitous mountains. Prehistoric cliff dwellings. Big game abundant.
3.	<i>Superstition</i> Wilderness Area 1939—4/17/40	Tonto	Phoenix	124,140	124,140	Extremely rough with occasional prominent peaks. Replete with the folklore of the Southwest, particularly from the prospecting days.
TOTAL—Arizona (Wilderness and Wild Areas)				423,336	422,990	
CALIFORNIA						
5.	<i>Caribou</i> Wild Area 1931—5/15/61	Lassen	Susanville	19,080	19,080	Gentle, rolling, forested plateau adjoining Silver Lake in northern California.
5.	<i>Cucamonga</i> Wild Area 1931—5/29/56	San Bernardino	San Bernardino	9,022	9,022	Gentle to rugged topography reaching maximum altitude of 9,000 feet.
5.	<i>Dome Land</i> Wild Area 7/5/63	Sequoia	Porterville	62,561	62,121	Towering domes and spires of bare rock. Elevations from 300 to 9529 feet. Traversed by the precipitous South Fork of Kern River Canyon.
5.	<i>John Muir</i> Wilderness Area 1931—4/27/64	Inyo Sierra	Bishop Fresno	230,217 274,046	228,932 274,046	Extends to an elevation of 12,200 feet on Goat Mountain with timber ranging from Jeffrey pine to alpine types.
5.	<i>Hoover</i> Wild Area 1931—1/17/57	Toiyabe Inyo	Reno, Nevada Bishop	33,800 9,000	33,800 9,000	Rugged canyons and jagged peaks approaching 13,000 feet. Mountain lakes and cascading streams. Abundant wildlife, fishing and remnants of 5 glaciers.
5.	<i>Marble Mountain</i> Wilderness Area 1931—12/28/53	Klamath	Yreka	214,543	213,283	Supports a wide variety of timber types and species, including the Brewer's spruce, a rare tree.
5.	<i>Mokelumne</i> Wild Area 9/30/63	Eldorado Stanislaus	Placerville Sonora	41,560 8,840	41,560 8,840	High granite crest zone. Rugged and sparsely timbered. Abundant wildlife.
				50,400	50,400	

NOTE Wherever there are two dates in the first column, the first date indicates the date the area was established as a Primitive Area. The second indicates the date of reclassification as a Wilderness or Wild Area.

Region	Name and Date of Establishment	National Forest	Forest Headquarters	Area (Acres)		SPECIAL FEATURES
				Gross	Net	
CALIFORNIA (Continued)						
5.	<i>Minarets Wilderness Area</i> 1931—8/20/63	Inyo Sierra	Bishop Fresno	61,508 48,051	61,433 48,051	Highest mountain range in southern California. Spire-like rock formations. Many alpine lakes in glaciated basins.
				109,559	109,484	
5.	<i>San Gorgonio Wild Area</i> 1931—11/15/56	San Bernardino	San Bernardino	34,718	33,898	San Gorgonio Peak, 11,485 feet; desert to alpine scenery and vegetation.
5.	<i>San Jacinto Wild Area</i> 1931—1/12/60	San Bernardino	San Bernardino	21,955	20,565	Level flats to precipitous cliffs high above Palm Springs.
5.	<i>South Warner Wild Area</i> 1931—6/8/64	Modoc	Alturas	69,547	68,507	Contains 15-mile ridge mostly over 9,000 feet in elevation, numerous noted peaks, small meadows and lakes.
5.	<i>Thousand Lakes Wild Area</i> 1931—11/4/55	Lassen	Susanville	16,335	15,695	Varying topography, including the level 1,000 Lake Valley of about 200 acres.
5.	<i>Yolla-Bolly-Middle Eel Wilderness Area</i> 1931—6/29/56	Mendocino Shasta-Trinity	Willows Redding	73,876 37,215	72,916 36,135	Variety of natural rugged scenery. Abundant wildlife. Good fishing in early part of season.
				111,091	109,051	
TOTAL—California (Wilderness and Wild Areas)				1,265,874	1,256,884	
COLORADO						
2.	<i>La Garita Wild Area</i> 1932—11/22/61	Gunnison Rio Grande	Gunnison Monte Vista	26,300 22,700	26,300 22,700	Along the Continental Divide. Provides summer range for wildlife in an alpine and subalpine setting.
				49,000	49,000	
2.	<i>Maroon Bells-Snowmass Wild Area</i> 1933—5/3/56	White River	Glenwood Springs	66,280	66,100	Awe-inspiring. Snowmass Lake, Maroon Bells, and Pyramid Peak. Mountain sheep summer and winter at Conundrum Hot Springs.
2.	<i>Mt. Zirkel Wild Area</i> 1931—12/16/49 Enlarged 7/28/64	Routt	Steamboat Springs	72,180	72,180	Astride the Continental Divide; 20 named lakes and many unnamed lakes. Highest is Mt. Zirkel, elevation 12,200 feet.
2.	<i>Rawah Wild Area</i> 1932—2/9/53	Roosevelt	Fort Collins	26,797	25,579	In Medicine Bow Range. Includes a small glacier and numerous glacial lakes. Part of area is exceptionally rugged.
2.	<i>West Elk Wild Area</i> 1932—4/2/57	Gunnison	Gunnison	62,000	62,000	Embraces portions of several high mountain ranges, open park ranges, lakes and rushing streams. Part of a game refuge.
TOTAL—Colorado (Wild Areas)				276,257	274,859	
IDAHO						
1.	<i>Selway-Bitterroot<sup>1</sup> Wilderness Area</i> 1936—1/11/63	Clearwater Nezperce Bitterroot	Orofino Grangeville Hamilton, Mont.	265,580 558,431 165,168	265,580 557,384 164,946	Mountainous, wooded area lying mostly west of the Bitterroot Range. Wildlife of great variety and abundance.
				989,179	987,910	
TOTAL—Idaho (Wilderness Area)				989,179	987,910	

<sup>1</sup>Area is also in Montana—Total Area: 1,243,659 acres gross  
1,239,840 acres net

Region	Name and Date of Establishment	National Forest	Forest Headquarters	Area (Acres)		SPECIAL FEATURES
				Gross	Net	
MINNESOTA						
9.	<i>Boundary Waters Canoe Area</i>					
	Superior Div., 1936	Superior	Duluth	887,739	786,497	The finest canoe country in America with hundreds of lakes ideal for canoeing. Excellent fishing in more remote regions. Largest wilderness east of the Rockies.
	Little Indian					
	Sioux Div., 1939	Superior	Duluth	104,908	64,117	
	Caribou Div., 1948	Superior	Duluth	42,205	36,059	
				1,034,852	886,673	
TOTAL—Minnesota (Boundary Waters Canoe Area)				1,034,852	886,673	
MONTANA						
1.	<i>Anaconda-Pintlar Wilderness Area</i>	Beaverhead	Dillon	72,526	72,526	Rough mountain territory distinguished by a chain of barren, precipitous peaks, from which drop long forested slopes.
	1937—12/13/62	Bitterroot	Hamilton	41,162	41,162	
		Deerlodge	Butte	45,398	44,115	
				159,086	157,803	
1.	<i>Bob Marshall Wilderness Area</i>	Flathead	Kalispell	710,000	710,000	High mountainous area. Noted for fish and remoteness, historic and geologic interest.
	1931—8/16/40	Lewis & Clark	Great Falls	240,000	240,000	
				950,000	950,000	
1.	<i>Cabinet Mountains Wild Area</i>	Kootenai	Libby	54,609	54,609	A lofty, peak-studded area of scenic grandeur. Big game and wild flowers in abundance.
	1935—6/26/64	Kaniksu	Sandpoint, Idaho	39,663	39,663	
				94,272	94,272	
1.	<i>Gates of the Mountains Wild Area</i>	Helena	Helena	28,562	28,562	Spectacular limestone cliffs. Indian writings.
	3/25/48					
1.	<i>Selway-Bitterroot<sup>2</sup> Wilderness Area</i>	Bitterroot	Hamilton	244,470	244,150	(See Idaho.)
	1936—1/11/63	Lolo	Missoula	10,010	7,780	
				254,480	251,930	
TOTAL—Montana (Wilderness and Wild Areas)				1,486,400	1,482,567	
<sup>2</sup> Area is also in Idaho—See Note 1.						
NEVADA						
4.	<i>Jarvis Wild Area</i>	Humboldt	Elko	64,827	64,667	Rugged mountainous terrain with 8 peaks over 10,000 feet. Deer plentiful, small game and birds numerous. Good fishing in streams and one lake.
	4/9/58					
TOTAL—Nevada (Wild Area)				64,827	64,667	
NEW HAMPSHIRE						
7.	<i>Great Gulf Wild Area</i>	White Mountain	Laconia	5,400	5,400	A rough, rugged mountain basin on the slopes of Mt. Washington. Accessible by trail. Elevations from 1,700 to 5,800 feet.
	10/30/59					
TOTAL—New Hampshire (Wild Area)				5,400	5,400	
NEW MEXICO						
3.	<i>Gila Wilderness Area</i>	Gila	Silver City	438,626	438,360	Topography rough to precipitous. Many deep box canyons. Fish and game.
	1933—1/15/53					



Region	Name and Date of Establishment	National Forest	Forest Headquarters	Area (Acres)		SPECIAL FEATURES
				Gross	Net	
NEW MEXICO (Continued)						
3.	<i>Pecos Wilderness Area</i> 1933—3/11/55	Santa Fe Carson	Santa Fe Taos	140,000 25,000	140,000 25,000	High back country with trout lakes and streams; elk and deer.
				165,000	165,000	
3.	<i>San Pedro Parks Wild Area</i> 1931—9/16/40	Santa Fe	Santa Fe	41,132	41,132	A high mountain plateau. Dense stands of spruce and open meadows with small trout streams.
3.	<i>Wheeler Peak Wild Area</i> 3/17/60	Carson	Taos	6,051	6,051	Outstanding scenery. Includes Wheeler Peak, elevation 13,160 feet—highest in New Mexico.
3.	<i>White Mountain Wild Area</i> 1933—3/1/57	Lincoln	Alamogordo	28,230	28,118	A variety of mountain scenery and forest cover types. Elevation 6,000 to 11,000 feet.
TOTAL—New Mexico (Wilderness and Wild Areas)				679,039	678,661	
NORTH CAROLINA						
8.	<i>Linville Gorge Wild Area</i> 2/7/51	Pisgah	Asheville	7,655	7,655	Deep, rough gorge with cascades, virgin timber and flowering shrubs. Elevation 2,500 feet.
8.	<i>Shining Rock Wild Area</i> 5/7/64	Pisgah	Asheville	13,400	13,400	Rugged country north of the Pisgah Ridge on headwaters of Pigeon River. Heavily used for hiking. Outstanding population of deer and bear. Native brook trout streams of exceptional quality.
TOTAL—North Carolina (Wild Areas)				21,055	21,055	
OREGON						
6.	<i>Diamond Peak Wild Area</i> 2/5/57	Deschutes Willamette	Bend Eugene	19,240 16,200	19,240 16,200	Straddles the summit of the Cascade Mts. In- cludes snow-capped Diamond Peak, 8,750 feet elevation and 33 lakes. Occasional small mountain meadows adjacent to the lakes.
				35,440	35,440	
6.	<i>Eagle Cap Wilderness Area</i> 1930—10/7/40	Wallowa- Whitman	Baker	220,280	216,250	Embraces some of the highest peaks (to 10,000 feet) and includes some of the best fishing waters in eastern Oregon.
6.	<i>Gearhart Mountain Wild Area</i> 11/11/43	Fremont	Lakeview	18,709	18,709	Spectacular "Gearhart Notch", rock palisades. Fish and game.
6.	<i>Kalmiopsis Wild Area</i> 9/10/46	Siskiyou	Grants Pass	78,850	78,850	Noted for several rare and unusual plants and trees, including Kalmiopsis leachiana, Port- Orford cedar and Brewer spruce. Seventeen species of conifers. Of interest geologically.
6.	<i>Mt. Hood Wild Area</i> 1931—6/27/40	Mt. Hood	Portland	14,160	14,160	Occupies the high country north and west of the summit of famous Mt. Hood. Two out- standing examples of alpine meadows.
6.	<i>Mt. Washington Wild Area</i> 2/5/57	Deschutes Willamette	Bend Eugene	8,625 38,030	8,625 38,030	Straddles the summit of the Cascade Moun- tains. Includes snow-capped Mt. Washington, Little Belknap and Belknap Craters. Vast fields of lava beds of recent origin, open glades and varied alpine timber types.
				46,655	46,655	

Region	Name and Date of Establishment	National Forest	Forest Headquarters	Area (Acres)		SPECIAL FEATURES
				Gross	Net	
OREGON (Continued)						
6.	<i>Mountain Lakes Wild Area</i> 1930—7/19/40	Winema	Klamath Falls	23,071	23,071	A rugged area, 87% of which lies above 6,000 feet elevation. Many attractive fishing lakes. Largest is Lake Harriette, 40 acres.
6.	<i>Strawberry Mountain Wild Area</i> 2/9/42	Malheur	John Day	33,653	33,004	Centered around Strawberry Mt. and Strawberry Lake. Occupies the most rugged area in John Day country. Seven high mountain lakes, alpine meadows, unique rock formations and varied timber types.
6.	<i>Three Sisters Wilderness Area</i> 1937—2/6/57	Deschutes Willamette	Bend Eugene	59,875 136,833	59,875 136,833	Includes the Three Sisters Mountains. Numerous peaks and glaciers, among them Collier glacier, Oregon's largest, on North Sister. Area contains 111 lakes.
				196,708	196,708	
TOTAL—Oregon (Wilderness and Wild Areas)				667,526	662,847	
WASHINGTON						
6.	<i>Glacier Peak Wilderness Area</i> 9/6/60	Mt. Baker Wenatchee	Bellingham Wenatchee	213,100 245,405	212,850 245,255	Outstanding for its many glaciers, numerous lakes, alpine scenery. More than 30 peaks rise up to 8,800 feet above intervening valleys.
				458,505	458,105	
6.	<i>Goat Rocks Wild Area</i> 1931—7/30/40	Gifford Pinchot Snoqualmie	Vancouver Seattle	59,740 22,940	59,740 22,940	Extremely precipitous peaks. Glaciers, several large lakes and great profusion of mountain flora. Mountain goats abundant.
				82,680	82,680	
6.	<i>Mount Adams Wild Area</i> 9/2/42	Gifford Pinchot	Vancouver	42,411	42,411	Largely above timberline; spectacular "Around the Mountain" trail.
TOTAL—Washington (Wilderness and Wild Areas)				583,596	583,196	
WYOMING						
4.	<i>Bridger Wilderness Area</i> 1931—8/19/60	Bridger	Kemmerer	383,300	383,300	In the Wind River Range. Elevations from 9,500 to 13,785 feet on Gannett Peak, the highest in Wyoming. Area characterized by massive granite outcrops. Hundreds of lakes and picturesque streams, excellent fishing. Noted for mountain climbing and live glaciers.
2.	<i>North Absaroka Wilderness Area</i> 1932—4/6/51	Shoshone	Cody	359,700	359,700	Includes glaciers, natural bridge, standing petrified trees. Fish and game.
2.	<i>South Absaroka Wilderness Area</i> 1932—4/6/51	Shoshone	Cody	506,300	505,552	Fishhawk Glacier, deep, straight-walled canyons. Back-country pack horse trips.
4.	<i>Teton Wilderness Area</i> 1934—10/10/55	Teton	Jackson	563,500	563,460	Region of high plateaus, large valleys and mountain meadows that can be easily traversed. Includes Two Ocean Pass, where Two Ocean Creek divides, sending one stream to the Pacific, one to the Atlantic. Noted for elk, fishing. Summer range for Jackson Hole elk herd.
TOTAL—Wyoming (Wilderness Areas)				1,812,800	1,812,012	
GRAND TOTAL in 53 Wilderness and Wild Areas and 1 Boundary Waters Canoe Area				9,310,141	9,139,721	

# THE WILDERNESS ACT'S...

## National Wilderness Preservation System



MAP SHOWS AREAS INCLUDED IN THE NATIONAL WILDERNESS SYSTEM IN ACCORDANCE WITH THE WILDERNESS ACT OF SEPTEMBER 3, 1964, TOGETHER WITH AREAS WITHIN WHICH ROADLESS UNITS CAN BE ADDED TO THE SYSTEM FOLLOWING RECOMMENDATION BY THE PRESIDENT TO CONGRESS, BUT ONLY BY ACT OF CONGRESS.



# Areas subject to study within next ten years for possible inclusion in the National Wilderness Preservation System

BY MICHAEL NADEL  
Assistant Executive Director  
The Wilderness Society

PURSUANT TO THE Wilderness Act of the 88th Congress, the areas of the national forests classified as primitive are to be reviewed by the Secretary of Agriculture within the next ten years for inclusion in the National Wilderness Preservation System; and similarly the Secretary of the Interior will study the national parks and monuments, and the national wildlife refuges and ranges, within which roadless units may be designated for inclusion in the Wilderness System.

Following local public hearings, the respective Secretaries of Agriculture and Interior are to report their recommendations to the President, who will then make his recommendations to the Congress. Such recommendations are to be made with respect to one-third of the areas within 3 years, not less than two-thirds within 7 years, and the remaining areas within 10 years. Each Presidential recommendation for

designation as wilderness can become effective only if so provided by an Act of Congress.

Here listed, by states, are the national forest primitive areas, and areas named to date by the Secretary of the Interior for projected review. Included are areas, marked with an asterisk (\*), which are considered in the unofficial interpretation of The Wilderness Society as providing additional opportunities for study and possible designation for inclusion in the National Wilderness Preservation System.

Both gross and net acreages are given for the primitive areas (the difference being accounted for in state and private inholdings). Gross acreages are given for the park, monument, refuge, and range areas; these represent the total area, and not the amount which will be added to the Wilderness System.

State and Area	National forest Primitive Areas (Subject to review)		National Park System areas (within which wilderness areas may be designated after review)			National wildlife refuges and ranges (within which wilderness areas may be designated after review)	
	Gross Acreage	Net Acreage	Parks	Monu- ments	Other	Refuges	Ranges
ALASKA							
Mount McKinley National Park			1,939,493				
Glacier Bay National Monument				2,274,595			
Katmai National Monument				2,697,590			
Aleutian Islands National Wildlife Refuge						2,720,235	
*Bogoslof National Wildlife Refuge (island)						390	
Kodiak National Wildlife Refuge						1,815,000	
Nunivak National Wildlife Refuge						1,109,384	
Arctic National Wildlife Range							8,900,000
Clarence Rhode National Wildlife Range							1,890,000
Izembek National Wildlife Range							415,000
Kenai National Moose Range							2,057,197
Total			1,939,493	4,972,185		5,645,009	13,262,197

State and Area	National forest Primitive Areas (Subject to review)		National Park System areas (within which wilderness areas may be designated after review)			National wildlife refuges and ranges (within which wilderness areas may be designated after review)	
	Gross Acreage	Net Acreage	Parks	Monu- ments	Other	Refuges	Ranges
ARIZONA							
Blue Range Primitive Area (1933) (see acreage in New Mexico)	181,566	180,139					
Mount Baldy Primitive Area (1932)	7,400	7,400					
Pine Mountain Primitive Area (1933)	17,500	17,445					
Sycamore Canyon Primitive Area (1935)	47,230	45,952					
Grand Canyon National Park			673,575				
Petrified Forest National Park			94,161				
Grand Canyon National Monument				198,280			
Canyon de Chelly National Monument				83,840			
Chiricahua National Monument				10,645			
Organ Pipe Cactus National Monument				330,874			
Saguaro National Monument				78,644			
Wupatki National Monument				35,545			
Cabeza Prieta Game Range							860,000
Kofa Game Range							660,000
Total	253,696	250,936	767,736	737,828			1,520,000
CALIFORNIA							
Agua Tibia Primitive Area (1931)	26,760	25,995					
Desolation Valley Primitive Area (1931)	41,383	41,343					
Devil Canyon-Bear Canyon Primitive Area (1932)	35,267	35,267					
Emigrant Basin Primitive Area (1931)	98,043	97,020					
High Sierra Primitive Area (1931-1964) (remnant in Tehipite Valley-Cedar Grove)	13,000	13,000					
Salmon Trinity Alps Primitive Area (1932)	285,756	223,300					
San Rafael Primitive Area (1932)	74,990	74,458					
Ventana Primitive Area (1931)	54,857	52,769					
Kings Canyon National Park			454,650				
Lassen Volcanic National Park			106,934				
Sequoia National Park			386,550				
Yosemite National Park			760,951				
*Channel Islands National Monument				18,167			
Death Valley National Monument (see acreage in Nevada)				1,792,520			
Joshua Tree National Monument				557,992			
Lava Beds National Monument				46,238			
Pinnacles National Monument				14,497			
Total	630,056	563,152	1,709,085	2,429,414			
COLORADO							
Flat Tops Primitive Area (1932)	117,800	117,800					
Gore Range-Eagle Nest Primitive Area (1933)	61,275	61,204					
San Juan Primitive Area (1932)	240,000	238,080					
Uncompahgre Primitive Area (1932)	69,253	53,252					
Upper Rio Grande Primitive Area (1932)	56,600	56,600					
Wilson Mountains Primitive Area (1932)	27,347	27,347					
Mesa Verde National Park				51,333			
Rocky Mountain National Park				260,018			
Black Canyon of the Gunnison National Monument				13,547			
Colorado National Monument				17,692			
Dinosaur National Monument				152,159			
(see acreage in Utah)							
Great Sand Dunes National Monument				36,740			
Total	572,275	554,283	311,351	220,138			

State and Area	National forest Primitive Areas (Subject to review)		National Park System areas (within which wilderness areas may be designated after review)			National wildlife refuges and ranges (within which wilderness areas may be designated after review)	
	Gross Acreage	Net Acreage	Parks	Monu- ments	Other	Refuges	Ranges
FLORIDA							
Everglades National Park			1,400,533				
GEORGIA							
*Blackbeard Island National Wildlife Refuge						5,618	
Okefenokee National Wildlife Refuge						330,973	
Total						336,591	
HAWAII							
Hawaii Volcanoes National Park			220,345				
Haleakala National Park			26,403				
Total			246,748				
IDAHO							
Idaho Primitive Area (1931)	1,232,744	1,224,576					
Salmon River Breaks Primitive Area (1936-1963)	217,185	216,870					
Sawtooth Primitive Area (1937)	200,942	200,942					
Yellowstone National Park (see acreage in Montana and Wyoming)			31,488				
Craters of the Moon National Monument				48,183			
Total	1,650,871	1,642,388	31,488	48,183			
KENTUCKY							
*Mammoth Cave National Park			51,354				
LOUISIANA							
*Delta National Wildlife Refuge						48,834	
MAINE							
*Acadia National Park			41,634				
*Moosehorn National Wildlife Refuge						22,565	
Total			41,634			22,565	
MICHIGAN							
Isle Royale National Park			539,338				
*Seney National Wildlife Refuge						95,531	
Total			539,338			95,531	

State and Area	National forest Primitive Areas (Subject to review)		National Park System areas (within which wilderness areas may be designated after review)			National wildlife refuges and ranges (within which wilderness areas may be designated after review)	
	Gross Acreage	Net Acreage	Parks	Monu- ments	Other	Refuges	Ranges
MONTANA							
Absaroka Primitive Area (1932)	64,000	64,000					
Beartooth Primitive Area (1932)	230,000	230,000					
Mission Mountains Primitive Area (1931)	75,500	73,340					
Spanish Peaks Primitive Area (1932)	50,000	49,800					
Glacier National Park			1,013,129				
Yellowstone National Park (see acreage in Idaho and Wyoming)			151,068				
*Red Rock Lakes Migratory Waterfowl Refuge						39,943	
Charles M. Russell National Wildlife Range							950,827
Total	419,500	417,140	1,164,197			39,943	950,827
NEVADA							
Death Valley National Monument (see acreage in California)				115,240			
*Sheldon National Antelope Refuge						34,131	
Charles Sheldon Antelope Range							544,525
Desert Game Range							2,188,415
Total				115,240		34,131	2,732,940
NEW MEXICO							
Black Range Primitive Area (1933)	169,984	169,196					
Blue Range Primitive Area (1933) (see acreage in Arizona)	36,598	36,598					
Gila Primitive Area (1933)	132,788	129,630					
Carlsbad Caverns National Park			49,448				
Bandelier National Monument				30,703			
White Sands National Monument				146,535			
Total	339,370	335,424	49,448	177,238			
NORTH CAROLINA							
Great Smoky Mountains National Park (see acreage in Tennessee)			275,332				
*Cape Hatteras National Seashore Recrea- tional Area					28,500		
Total			275,332		28,500		
NORTH DAKOTA							
*Theodore Roosevelt National Memorial Park					70,374		
OREGON							
Mt. Jefferson Primitive Area (1933)	86,700	86,700					
Crater Lake National Park			160,290				
*Hart Mountain National Antelope Refuge						240,664	
Total	86,700	86,700	160,290			240,664	
SOUTH CAROLINA							
*Cape Romain National Wildlife Refuge						34,716	



State and Area	National forest Primitive Areas (Subject to review)		National Park System areas (within which wilderness areas may be designated after review)			National wildlife refuges and ranges (within which wilderness areas may be designated after review)	
	Gross Acreage	Net Acreage	Parks	Monu- ments	Other	Refuges	Ranges
SOUTH DAKOTA							
Wind Cave National Park			28,059				
Badlands National Monument				111,530			
Total			28,059	111,530			
TENNESSEE							
Great Smoky Mountains National Park (see acreage in North Carolina)			236,383				
TEXAS							
Big Bend National Park			708,221				
* Aransas National Wildlife Refuge						47,261	
Total			708,221			47,261	
UTAH							
High Uintas Primitive Area (1931)	240,717	240,717					
Bryce Canyon National Park			36,010				
Zion National Park			147,034				
Arches National Monument				34,010			
Capitol Reef National Monument				39,172			
Dinosaur National Monument (see acreage in Colorado)				52,977			
Total	240,717	240,717	183,044	126,159			
VIRGINIA							
*Shenandoah National Park			211,325				
WASHINGTON							
North Cascade Primitive Area (1935)	801,000	801,000					
Mount Ranier National Park			241,782				
Olympic National Park			896,599				
Total	801,000	801,000	1,138,381				
WYOMING							
Cloud Peak Primitive Area (1932)	137,000	137,000					
Glacier Primitive Area (1937)	177,000	177,000					
Popo Agie Primitive Area (1937)	70,000	70,000					
Stratified Primitive Area (1932)	202,000	202,000					
Grand Teton National Park			310,350				
Yellowstone National Park (see acreage in Idaho and Montana)			2,039,217				
Total	586,000	586,000	2,349,567				
GRAND TOTAL	5,580,185	5,477,730	13,543,007	8,937,915	98,74	6,545,245	14,465,964



Public Law 88-577  
88th Congress, S. 4  
September 3, 1964

An Act

To establish a National Wilderness Preservation System for the permanent good of the whole people, and for other purposes.

Complete Text of The Wilderness Act

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SHORT TITLE

SECTION 1. This Act may be cited as the "Wilderness Act".

WILDERNESS SYSTEM ESTABLISHED STATEMENT OF POLICY

SEC. 2. (a) In order to assure that an increasing population, accompanied by expanding settlement and growing mechanization, does not occupy and modify all areas within the United States and its possessions, leaving no lands designated for preservation and protection in their natural condition, it is hereby declared to be the policy of the Congress to secure for the American people of present and future generations the benefits of an enduring resource of wilderness. For this purpose there is hereby established a National Wilderness Preservation System to be composed of federally owned areas designated by Congress as "wilderness areas", and these shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness, and so as to provide for the protection of these areas, the preservation of their wilderness character, and for the gathering and dissemination of information regarding their use and enjoyment as wilderness; and no Federal lands shall be designated as "wilderness areas" except as provided for in this Act or by a subsequent Act.

(b) The inclusion of an area in the National Wilderness Preservation System notwithstanding, the area shall continue to be managed by the Department and agency having jurisdiction thereover immediately before its inclusion in the National Wilderness Preservation System unless otherwise provided by Act of Congress. No appropriation shall be available for the payment of expenses or salaries for the administration of the National Wilderness Preservation System as a separate unit nor shall any appropriations be available for additional personnel stated as being required solely for the purpose of managing or administering areas solely because they are included within the National Wilderness Preservation System.

DEFINITION OF WILDERNESS

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

itation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

NATIONAL WILDERNESS PRESERVATION SYSTEM—  
EXTENT OF SYSTEM

SEC. 3. (a) All areas within the national forests classified at least 30 days before the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as "wilderness", "wild", or "canoe" are hereby designated as wilderness areas. The Secretary of Agriculture shall—

(1) Within one year after the effective date of this Act, file a map and legal description of each wilderness area with the Interior and Insular Affairs Committees of the United States Senate and the House of Representatives, and such descriptions shall have the same force and effect as if included in this Act: *Provided, however*, That correction of clerical and typographical errors in such legal descriptions and maps may be made.

(2) Maintain, available to the public, records pertaining to said wilderness areas, including maps and legal descriptions, copies of regulations governing them, copies of public notices of, and reports submitted to Congress regarding pending additions, eliminations, or modifications. Maps, legal descriptions, and regulations pertaining to wilderness areas within their respective jurisdictions also shall be available to the public in the offices of regional foresters, national forest supervisors, and forest rangers.

*Classification.* (b) The Secretary of Agriculture shall, within ten years after the enactment of this Act, review, as to its suitability or nonsuitability for preservation as wilderness, each area in the national forests classified on the effective date of this Act by the Secretary of Agriculture or the Chief of the Forest Service as "primitive" and report his findings to the President.

*Presidential recommendation to Congress.* The President shall advise the United States Senate and House of Representatives of his recommendations with respect to the designation as "wilderness" or other reclassification of each area on which review has been completed, together



with maps and a definition of boundaries. Such advice shall be given with respect to not less than one-third of all the areas now classified as "primitive" within three years after the enactment of this Act, not less than two-thirds within seven years after the enactment of this Act, and the remaining areas within ten years after the enactment of this Act.

**Congressional approval.** Each recommendation of the President for designation as "wilderness" shall become effective only if so provided by an Act of Congress. Areas classified as "primitive" on the effective date of this Act shall continue to be administered under the rules and regulations affecting such areas on the effective date of this Act until Congress has determined otherwise. Any such area may be increased in size by the President at the time he submits his recommendations to the Congress by not more than five thousand acres with no more than one thousand two hundred and eighty acres of such increase in any one compact unit; if it is proposed to increase the size of any such area by more than five thousand acres or by more than one thousand two hundred and eighty acres in any one compact unit the increase in size shall not become effective until acted upon by Congress. Nothing herein contained shall limit the President in proposing, as part of his recommendations to Congress, the alteration of existing boundaries of primitive areas or recommending the addition of any contiguous area of national forest lands predominantly of wilderness value. Notwithstanding any other provisions of this Act, the Secretary of Agriculture may complete his review and delete such area as may be necessary, but not to exceed seven thousand acres, from the southern tip of the Gore Range-Eagles Nest Primitive Area, Colorado, if the Secretary determines that such action is in the public interest.

**Report to President.** (c) Within ten years after the effective date of this Act the Secretary of the Interior shall review every roadless area of five thousand contiguous acres or more in the national parks, monuments and other units of the national park system and every such area of, and every roadless island within, the national wildlife refuges and game ranges, under his jurisdiction on the effective date of this Act and shall report to the President his recommendation as to the suitability or unsuitability of each such area or island for preservation as wilderness.

**Presidential recommendation to Congress.** The President shall advise the President of the Senate and the Speaker of the House of Representatives of his recommendation with respect to the designation as wilderness of each such area or island on which review has been completed, together with a map thereof and a definition of its boundaries. Such advice shall be given with respect to not less than one-third of the areas and islands to be reviewed under this subsection within three years after enactment of this Act, not less than two-thirds within seven years of enactment of this Act, and the remainder within ten years of enactment of this Act.

**Congressional approval.** A recommendation of the President for designation as wilderness shall become effective only if so provided by an Act of Congress. Nothing

contained herein shall, by implication or otherwise, be construed to lessen the present statutory authority of the Secretary of the Interior with respect to the maintenance of roadless areas within units of the national park system.

**Suitability.** (d) (1) The Secretary of Agriculture and the Secretary of the Interior shall, prior to submitting any recommendations to the President with respect to the suitability of any area for preservation as wilderness—

**Publication in Federal Register.** (A) give such public notice of the proposed action as they deem appropriate, including publication in the Federal Register and in a newspaper having general circulation in the area or areas in the vicinity of the affected land;

**Hearings.** (B) hold a public hearing or hearings at a location or locations convenient to the area affected. The hearings shall be announced through such means as the respective Secretaries involved deem appropriate, including notices in the Federal Register and in newspapers of general circulation in the area: *Provided*, That if the lands involved are located in more than one State, at least one hearing shall be held in each State in which a portion of the land lies;

(C) at least thirty days before the date of a hearing advise the Governor of each State and the governing board of each county, or in Alaska the borough, in which the lands are located, and Federal departments and agencies concerned, and invite such officials and Federal agencies to submit their views on the proposed action at the hearing or by no later than thirty days following the date of the hearing.

(2) Any views submitted to the appropriate Secretary under the provisions of (1) of this subsection with respect to any area shall be included with any recommendations to the President and to Congress with respect to such area.

**Proposed modification.** (e) Any modification or adjustment of boundaries of any wilderness area shall be recommended by the appropriate Secretary after public notice of such proposal and public hearing or hearings as provided in subsection (d) of this section. The proposed modification or adjustment shall then be recommended with map and description thereof to the President. The President shall advise the United States Senate and the House of Representatives of his recommendations with respect to such modification or adjustment and such recommendations shall become effective only in the same manner as provided for in subsections (b) and (c) of this section.

#### USE OF WILDERNESS AREAS

SEC. 4. (a) The purposes of this Act are hereby declared to be within and supplemental to the purposes for which national forests and units of the national park and wildlife refuge systems are established and administered and—

(1) Nothing in this Act shall be deemed to be in interference with the purpose for which national forests are established as set forth in the Act of June 4, 1897 (30 Stat. 11), and the Multiple-Use Sustained-Yield Act of June 12, 1960 (74 Stat. 215).

(2) Nothing in this Act shall modify the restrictions and provisions of the Shipstead-Nolan Act (Public

Law 539, Seventy-first Congress, July 10, 1930; 46 Stat. 1020), the Thye-Blatnik Act (Public Law 733, Eightieth Congress, June 22, 1948; 62 Stat. 568), and the Humphrey-Thye-Blatnik-Andresen Act (Public Law 607, Eighty-fourth Congress, June 22, 1956; 70 Stat. 326), as applying to the Superior National Forest or the regulations of the Secretary of Agriculture.

(3) Nothing in this Act shall modify the statutory authority under which units of the national park system are created. Further, the designation of any area of any park, monument, or other unit of the national park system as a wilderness area pursuant to this Act shall in no manner lower the standards evolved for the use and preservation of such park, monument, or other unit of the national park system in accordance with the Act of August 25, 1916, the statutory authority under which the area was created, or any other Act of Congress which might pertain to or affect such area, including, but not limited to, the Act of June 8, 1906 (34 Stat. 225; 16 U.S.C. 432 et seq.); section 3(2) of the Federal Power Act (16 U.S.C. 796(2)); and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461 et seq.).

(b) Except as otherwise provided in this Act, each agency administering any area designated as wilderness shall be responsible for preserving the wilderness character of the area and shall so administer such area for such other purposes for which it may have been established as also to preserve its wilderness character. Except as otherwise provided in this Act, wilderness areas shall be devoted to the public purposes of recreational, scenic, scientific, educational, conservation, and historical use.

#### PROHIBITION OF CERTAIN USES

(c) Except as specifically provided for in this Act, and subject to existing private rights, there shall be no commercial enterprise and no permanent road within any wilderness area designated by this Act and, except as necessary to meet minimum requirements for the administration of the area for the purpose of this Act (including measures required in emergencies involving the health and safety of persons within the area), there shall be no temporary road, no use of motor vehicles, motorized equipment or motorboats, no landing of aircraft, no other form of mechanical transport, and no structure or installation within any such area.

#### SPECIAL PROVISIONS

(d) The following special provisions are hereby made:

(1) Within wilderness areas designated by this Act the use of aircraft or motorboats, where these uses have already become established, may be permitted to continue subject to such restrictions as the Secretary of Agriculture deems desirable. In addition, such measures may be taken as may be necessary in the control of fire, insects, and diseases, subject to such conditions as the Secretary deems desirable.

(2) Nothing in this Act shall prevent within national forest wilderness areas any activity, including prospecting, for the purpose of gathering information about mineral or other resources, if such activity is carried on in a manner compatible with the preservation of the wilderness environ-

ment. Furthermore, in accordance with such program as the Secretary of the Interior shall develop and conduct in consultation with the Secretary of Agriculture, such areas shall be surveyed on a planned, recurring basis consistent with the concept of wilderness preservation by the Geological Survey and the Bureau of Mines to determine the mineral values, if any, that may be present; and the results of such surveys shall be made available to the public and submitted to the President and Congress.

**Mineral leases, claims, etc.** (3) Notwithstanding any other provisions of this Act, until midnight December 31, 1983, the United States mining laws and all laws pertaining to mineral leasing shall, to the same extent as applicable prior to the effective date of this Act, extend to those national forest lands designated by this Act as "wilderness areas"; subject, however, to such reasonable regulations governing ingress and egress as may be prescribed by the Secretary of Agriculture consistent with the use of the land for mineral location and development and exploration, drilling, and production, and use of land for transmission lines, waterlines, telephone lines, or facilities necessary in exploring, drilling, producing, mining, and processing operations, including where essential the use of mechanized ground or air equipment and restoration as near as practicable of the surface of the land disturbed in performing prospecting, location, and, in oil and gas leasing, discovery work, exploration, drilling, and production, as soon as they have served their purpose. Mining locations lying within the boundaries of said wilderness areas shall be held and used solely for mining or processing operations and uses reasonably incident thereto; and hereafter, subject to valid existing rights, all patents issued under the mining laws of the United States affecting national forest lands designated by this Act as wilderness areas shall convey title to the mineral deposits within the claim, together with the right to cut and use so much of the mature timber therefrom as may be needed in the extraction, removal, and beneficiation of the mineral deposits, and if the timber is cut under sound principles of forest management as defined by the national forest rules and regulations, but each such patent shall reserve to the United States all title in or to the surface of the lands and products thereof, and no use of the surface of the claim or the resources therefrom not reasonably required for carrying on mining or prospecting shall be allowed except as otherwise expressly provided in this Act: *Provided*, That, unless hereafter specifically authorized, no patent within wilderness areas designated by this Act shall issue after December 31, 1983, except for the valid claims existing on or before December 31, 1983. Mining claims located after the effective date of this Act within the boundaries of wilderness areas designated by this Act shall create no rights in excess of those rights which may be patented under the provisions of this subsection. Mineral leases, permits, and licenses covering lands within national forest wilderness areas designated by this Act shall contain such reasonable stipulations as may be prescribed by the Secretary of Agriculture for the protection of the wilderness character of the land consistent with the use of the land for the purposes for which they are leased, permitted, or licensed. Subject to valid rights then existing, effective



January 1, 1984, the minerals in lands designated by this Act as wilderness areas are withdrawn from all forms of appropriation under the mining laws and from disposition under all laws pertaining to mineral leasing and all amendments thereto.

**Water resources.** (4) Within wilderness areas in the national forests designated by this Act, (1) the President may, within a specific area and in accordance with such regulations as he may deem desirable, authorize prospecting for water resources, the establishment and maintenance of reservoirs, water-conservation works, power projects, transmission lines, and other facilities needed in the public interest, including the road construction and maintenance essential to development and use thereof, upon his determination that such use or uses in the specific area will better serve the interests of the United States and the people thereof than will its denial; and (2) the grazing of livestock, where established prior to the effective date of this Act, shall be permitted to continue subject to such reasonable regulations as are deemed necessary by the Secretary of Agriculture.

(5) Other provisions of this Act to the contrary notwithstanding, the management of the Boundary Waters Canoe Area, formerly designated as the Superior, Little Indian Sioux, and Caribou Roadless Areas, in the Superior National Forest, Minnesota, shall be in accordance with regulations established by the Secretary of Agriculture in accordance with the general purpose of maintaining, without unnecessary restrictions on other uses, including that of timber, the primitive character of the area, particularly in the vicinity of lakes, streams, and portages: *Provided*, That nothing in this Act shall preclude the continuance within the area of any already established use of motorboats.

(6) Commercial services may be performed within the wilderness areas designated by this Act to the extent necessary for activities which are proper for realizing the recreational or other wilderness purposes of the areas.

(7) Nothing in this Act shall constitute an express or implied claim or denial on the part of the Federal Government as to exemption from State water laws.

(8) Nothing in this Act shall be construed as affecting the jurisdiction or responsibilities of the several States with respect to wildlife and fish in the national forests.

#### STATE AND PRIVATE LANDS WITHIN WILDERNESS AREAS

**SEC. 5. (a)** In any case where State-owned or privately owned land is completely surrounded by national forest lands within areas designated by this Act as wilderness, such State or private owner shall be given such rights as may be necessary to assure adequate access to such State-owned or privately owned land by such State or private owner and their successors in interest, or the State-owned land or privately owned land shall be exchanged for federally owned land in the same State of approximately equal value under authorities available to the Secretary of Agriculture:

*Transfers, restriction. Provided, however,* That the United States shall not transfer to a State or private owner any mineral interests unless the State or private owner relinquishes or causes to be relinquished to the United States the mineral interest in the surrounded land.

(b) In any case where valid mining claims or other valid occupancies are wholly within a designated national forest wilderness area, the Secretary of Agriculture shall, by reasonable regulations consistent with the preservation of the area as wilderness, permit ingress and egress to such surrounded areas by means which have been or are being customarily enjoyed with respect to other such areas similarly situated.

**Acquisition.** (c) Subject to the appropriation of funds by Congress, the Secretary of Agriculture is authorized to acquire privately owned land within the perimeter of any area designated by this Act as wilderness if (1) the owner concurs in such acquisition or (2) the acquisition is specifically authorized by Congress.

#### GIFTS, BEQUESTS, AND CONTRIBUTIONS

**SEC. 6. (a)** The Secretary of Agriculture may accept gifts or bequests of land within wilderness areas designated by this Act for preservation as wilderness. The Secretary of Agriculture may also accept gifts or bequests of land adjacent to wilderness areas designated by this Act for preservation as wilderness if he has given sixty days advance notice thereof to the President of the Senate and the Speaker of the House of Representatives. Land accepted by the Secretary of Agriculture under this section shall become part of the wilderness area involved. Regulations with regard to any such land may be in accordance with such agreements, consistent with the policy of this Act, as are made at the time of such gift, or such conditions, consistent with such policy, as may be included in, and accepted with, such bequest.

(b) The Secretary of Agriculture or the Secretary of the Interior is authorized to accept private contributions and gifts to be used to further the purposes of this Act.

#### ANNUAL REPORTS

**SEC. 7.** At the opening of each session of Congress, the Secretaries of Agriculture and Interior shall jointly report to the President for transmission to Congress on the status of the wilderness system, including a list and descriptions of the areas in the system, regulations in effect, and other pertinent information, together with any recommendations they may care to make.

Approved September 3, 1964.

#### LEGISLATIVE HISTORY:

**HOUSE REPORTS:** No. 1538 accompanying H. R. 9070 (Committee on Interior & Insular Affairs) and No. 1829 (Committee of Conference).

**SENATE REPORT:** No. 109 (Committee on Interior & Insular Affairs).

#### CONGRESSIONAL RECORD:

Vol. 109 (1963): April 4, 8, considered in Senate.  
April 9, considered and passed Senate.  
Vol. 110 (1964): July 28, considered in House.  
July 30, considered and passed House,  
amended, in lieu of H. R. 9070.  
August 20, House and Senate agreed to  
conference report.



ON THE CHARLES SHELDON ANTELOPE RANGE, NEVADA. U. S. FISH AND WILDLIFE SERVICE PHOTO, BY E. J. GREENWALT

RECORD OF THE WILDERNESS BILL as introduced in the 88th Congress, based on the final report in the Legislative Calendar of the House Committee on Interior and Insular Affairs:

April 3, 1963—S.4 reported in Senate. (Senate Report 109.)  
April 9, 1963—S.4 passed Senate, amended. (Vote: 73 to 12.)  
November 22, 1963—Reports requested from the Bureau of the Budget; Departments of Defense, Interior, Agriculture; and the Federal Power Commission.  
December 6, 1963—Bureau of the Budget. Favorable if amended as recommended by Department of Agriculture.  
December 9, 1963—Department of Agriculture. Favorable, if amended.  
December 12, 1963—Department of Interior. Favorable, if amended.  
December 16, 1963—Federal Power Commission comments.  
January 9, 1964—Department of the Army. Defers to views of Agriculture and Interior.  
January 9, 1964—Field hearing in Olympia, Washington.  
January 10 and 11, 1964—Field hearing, Denver, Colorado.  
January 13 and 14, 1964—Field hearing, Las Vegas, Nevada.

April 27, 1964—Subcommittee meeting.  
April 28, 1964—Subcommittee meeting.  
April 29, 1964—Subcommittee meeting.  
April 30, 1964—Subcommittee meeting.  
May 1, 1964—Subcommittee meeting.  
June 1, 1964—Subcommittee meeting.  
June 2, 1964—Subcommittee reported to full committee, amended.  
June 10, 1964—Full committee meeting.  
June 17, 1964—Full committee meeting.  
June 18, 1964—Full committee ordered reported to House, amended. (Vote: 27-0; 1 voting "Present"—5 not voting.)  
July 2, 1964—Reported to House.  
July 20, 1964—Rule requested.  
July 28, 1964—Rule granted. (House Resolution 804; House Report 1603.)  
July 30, 1964—S.4 passed House in lieu of H.R. 9070, amended. (Vote: 373 to 1.)

Printed Hearings: H.R. 9070 (Serial No. 15 Part I, Field hearing, Olympia, Washington, January 9, 1964; Part II, Field hearing, Denver, Colorado, January 10 and 11, 1964; Part III, Field hearing, Las Vegas, Nevada, January 13 and 14, 1964; Part IV, Washington, D. C., April 27 to 30 and May 1, 1964.) [Printed hearings on S.4 by Senate Committee on Interior and Insular Affairs, Washington, D. C., February 28 and March 1, 1963.]



# THE HOUSE WARMING

*Excerpts from Statements Made During  
the Floor Debate of the Wilderness Bill  
Second Session of the 88th Congress*

BY CLIFTON R. MERRITT

PASSAGE OF THE WILDERNESS BILL by the House of Representatives on July 30 was the occasion for many excellent statements by the bill's sponsors and other House members who supported the measure in the floor debate.

Following the introductory statement and summation of information from the Committee's report (Number 1538) by Chairman Wayne N. Aspinall of the House Committee on Interior and Insular Affairs, and a statement by John P. Saylor, ranking minority member of the Committee, over 35 members of the House spoke for passage of H. R. 9070, the measure that had been reported by the Committee and which won House approval 373 to 1.

Many House members spoke for the two amendments which were widely supported by the bipartisan conservation leadership of the House to strengthen the bill. Several of these expressed their opposition to the mining provision that had been added by the House Committee during its markup of the measure.

Excerpts from this discussion and debate are shown below as a partial representation of the many substantive statements offered by House members.

JOHN DINGELL of Michigan: I shall not take time to emphasize the vital importance of this legislation which many of us regard, and President Kennedy described so aptly, as one of the most significant conservation landmarks of recent years. This measure has solid support from the present administration and our wilderness agencies and all of our major conservation organizations. People from over the entire Nation are urging its enactment. . . . The time has now come for us to reach agreement, to complete the resolution of our differences, and to pass a bill that will serve our country well in preserving our wilderness heritage. . . . This legislation will stand out through the years as one of the most far reaching and significant conservation measures enacted by the Congress in this century.

WALTER S. BARING of Nevada: As chairman of the Public Lands Subcommittee, I held extensive hearings and heard the views of over 600 witnesses, both in the field—Colorado, State of Washington, and Nevada—as well as in Washington, D. C. I am, personally, strictly for multiple use of the public lands but do realize the need for the preservation of some primitive areas; however, not at the cost of the local economy, such as the cattle business, lumber, and mining industries.

ROBERT BARRY of New York: The scarcity of wilderness throughout the East and in other areas of our country is mute testimony to the urgency for acting as conclusively as possible to preserve the natural areas still in existence. . . . It is important that we, as a people, act to place our remaining wilderness areas above price, above commercialism, above exploitation for individual or special group advantage. We cannot afford the continuous destruction of this valuable resource that, once despoiled, can never be recovered.

BARRATT O'HARA of Illinois: For all who love the great open spaces, and wish to preserve for succeeding generations of Americans the precious heritage of the wilderness, this is an historic day of legislative accomplishment. . . . It does not do everything that I would wish, and it does more than some others would wish. But it does bring together on a bill all can support practically the entire membership of this body.

JAMES BATTIN of Montana: I did not think I would be here today speaking in behalf of this bill. . . . I represent a very large cattle-producing area which depends to a great extent upon grass from federally-owned land for which they pay a lease or a rental fee. They find no objection to this bill, because it retains in Congress congressional control.

MELVIN PRICE of Illinois: There are additional benefits to science and conservation in the preservation of wilderness. Here ecologists can study and measure the processes of nature as a check against man's artificial manipulation of the environment in other places. . . . This bill will also yield important benefits in wildlife conservation. The grizzly bear and the mountain lion, both magnificent creatures of the wilderness, are unlikely to survive unless some sizable areas are saved for them. The California condor . . . the bald eagle . . . the golden eagle, (the) rare sport fish known as the grayling, and many other species depend upon wilderness habitat.

MORRIS K. UDALL of Arizona: One of the most significant things about our country is its dramatic population growth. In the year 2000 instead of 190 million people we now have, we are going to have 340 million people, the experts tell us. We are running out of land. What this bill will do is to set aside some of the choice, scenic areas of America to preserve them for generations to come.

WALTER RIEHLMAN of New York: This bill has been described as one of the most vital conservation measures ever to come before Congress.

JOHN F. BALDWIN of California: The pressure in this country through the growth of population is becoming so tremendous upon these areas that unless firm legislative action is taken by this Congress there is inevitably going to be a continued reduction in this type of area, a reduction by roads, a reduction by improvements, a reduction by lumbering in areas that should not have lumbering in them, and in other ways through commercial resorts that will reduce these areas so that we will reach a time when there will be no more wilderness areas of this type. Once that time is reached, it will be impossible to restore areas because once an area is destroyed in its natural beauty by a road that cuts down the side of a mountain, or if a beautiful forest that should be

preserved is cut, you cannot restore that area in its natural form even within one generation. . . . I can assure you that no matter how badly we feel we may need these areas, the generations to follow are going to need them even more desperately.

CHARLES E. BENNETT of Florida: Through its establishment of a National Wilderness Preservation System, the excellent definition of wilderness that it gives, and the clear-cut procedures it sets up for adding wilderness of the primitive areas, park units, and wildlife refuge areas to the wilderness system, this measure promises to be recognized as one of the major conservation landmarks of recent decades.

JEFFERY COHELAN of California: It must be remembered that most of our wilderness areas today have been established by administrative action. And any of these areas could, therefore, be abolished or altered, without approval of the Congress or the public. . . . Today, with this bill, we have the tools to preserve an irreplaceable resource.

HAROLD T. JOHNSON of California: With the start of this wilderness system throughout the United States I am sure there will be many areas added in the very near future. I am certain that in our State of California we will see many new areas added to the wilderness system.

SILVIO O. CONTE of Massachusetts: The opportunity is on a par with the Acts which set up our national forests and established our national park system. In another sense, the Wilderness Act would be complementary to these. . . . It establishes no new authority or agency.

ARNOLD OLSEN of Montana: The passage of this legislation will give complete legal status to the principle of wilderness and nonconsumptive use of the people's public lands.

FRANK J. HORTON of New York: Approval of the Wilderness Bill will recognize wilderness areas as resources in their own right, not merely the site where development can create resources.

CHARLES A. HALLECK of Indiana: I welcome the assertion of Congressional authority and responsibility and the establishment of a National Wilderness Preservation System. . . . Under the further provisions of H.R. 9070 during the next 10 years there will be reviews of primitive areas in national forests and also units of the national park system to determine their suitability for preservation as wilderness and their inclusion in the Wilderness System. . . . I urge the Secretaries of the Interior and Agriculture to diligently assume the task of reviewing these other areas and reporting to Congress through the President as soon as possible so that we may by the further action of this body grant permanent protection to those wilderness areas that should be protected.

## Strengthening Changes

THE WILDERNESS BILL (H.R. 9070) came from the House Interior and Insular Affairs Committee with three Committee amendments which received particular attention during the floor debate. These related (1) to the exclusion of 3,500 acres of the San Geronio Wild Area in Southern California from the National Wilderness Preservation System to permit

commercial ski development; (2) authority given the Secretary of Agriculture to declassify national forest primitive areas without approval of Congress; and (3) extension of mining and mineral leasing within national forest wilderness areas for 25 years, until December 31, 1989.

Referring to indications from the floor that attempts would be made to eliminate certain of the Committee amendments, Compton I. White, Jr., of Idaho, declared: "I might assure my colleagues that this bill would not be before you today if the amendments that are proposed here would have been forced in committee."

In standing votes on the House floor the first two of these Committee provisions were stricken from the bill through amendments offered by Mr. Saylor. The commercial ski development provision was dropped from the Act and the entire San Geronio Wild Area was included in the National Wilderness Preservation System. The provision giving the Secretary of Agriculture authority to declassify primitive areas was also removed from the Act, thus assuring continuing wilderness protection for the primitive areas under existing regulations until Congress acts upon a recommendation to place them in the Wilderness System or makes other disposition of them.

No attempt was made to amend the mining provisions on the floor, in the expectation of House sponsors that this could be most effectively dealt with in the Senate-House Conference Committee where differences in the House measure and the Senate's Act, S. 4, were to be resolved. The Conference Committee, however, did not reach agreement on removal of the mining extension, but modified it to expire on December 31, 1983, thus shortening its term from 25 to 19 years.

## Commercial Ski Development in the San Geronio Wild Area

JOHN P. SAYLOR of Pennsylvania: The former Secretary of Agriculture and the present Secretary of Agriculture have directed the Forest Service to make a study of this area to determine its highest and best use. . . . Both have had reports submitted to them by the Forest Service that the highest and best use that this area could be put to is to continue it as a wild area. The wild area will be destroyed if it is allowed to become a ski area.

WAYNE N. ASPINALL of Colorado: This is a controversial matter. . . . The issue on this amendment is whether we will make the area accessible to the people. In order to make it accessible, I oppose the [Saylor] amendment.

JOHN F. BALDWIN of California: The area . . . has been classified as a primitive or wild area for some 30 years. . . . I do not think we should deviate from the present type of wilderness by granting a special permit for a ski lift under the circumstances. This is the most fundamental time we should establish a set of principles.



ALBERT H. QUIE of Minnesota: The exclusion of this unique wild area from the Wilderness System through the language that is in this basic and far-reaching legislation would set, I believe, a dangerous precedent as we are trying to make this historic step.

JEFFERY COHELAN of California: Many areas which are included in this proposed Wilderness System today will, inevitably, be subjected to pressures by various segments of our rapidly expanding population. The exclusion of this area at this time could establish a practice which would result in the eventual commercial development and effective destruction of much of this system which the Committee is encouraging, and which I am confident the majority of the House is supporting.

LIONEL VAN DEERLIN of California: The idea of exempting 3,500 acres of this area from the full protection of the bill . . . is abhorrent on both esthetic and practical grounds.

Others, too numerous to quote from, spoke against the proposed commercial ski development in the San Geronio Wild Area. Those who spoke for the ski development included Charles H. Wilson and Harold T. Johnson, both of California; John Kyl of Iowa.

The amendment, which struck out the provision in the Bill that would have authorized commercial ski development, was adopted by the House with a standing vote of 73 to 39. This was a significant victory for the conservation leadership of the House.

#### *Declassification of Primitive Areas*

JOHN P. SAYLOR of Pennsylvania: Congress by the passage of this bill will establish as wilderness all areas that are now classified as wilderness, wild, and canoe. The areas which are primitive and will hereafter be classified and covered into the system when they have been studied by the Secretary of Agriculture can only be done by a positive Act of Congress. There is a provision in the bill which says that the Secretary of Agriculture can declassify any area. All my amendment does is to say that if the Secretary of Agriculture determines that it should be declassified he shall recommend that to the President and the President recommend it to the Congress, but it shall not become effective until Congress takes action, either declassifying or continuing it in the wilderness system.

THOMAS M. PELLY of Washington: In this measure the Secretary of Agriculture is delegated authority to declassify primitive areas. This would place undue power in the executive branch to open major areas to commercialization.

CHARLES E. BENNETT of Florida: Let these primitive areas remain in their present status and be protected as wilderness until Congress considers and acts upon them.

The amendment to eliminate the Secretary of Agriculture's authority to declassify primitive areas was adopted by a standing vote of 67 to 38.

#### *Mining in the National Forest Wilderness*

HENRY S. REUSS of Wisconsin: I am not in accord with the mining provisions as reported by the Committee on Interior and Insular Affairs. To me, the Wilderness Bill provides for multiple use. Areas of wilderness perform important functions in water production, watershed preservation, and education in addition to offering many types of recreation, including hunting and fishing. Mining, however, is one use which simply cannot be compatible with the concept of wilderness as outlined in the bill. This is true even though the Committee has taken steps to minimize part of the damage which mining activities would cause. Of course, the gathering of information about mineral resources on areas of wilderness should be permitted if carried on in a manner compatible with wilderness preservation.

FRANK M. CLARK of Pennsylvania: You cannot have mining in wilderness and still preserve wilderness. The purpose of this legislation is to leave designated lands for preservation and protection in their natural, unspoiled condition and thus secure for the American people of present and future generations the benefits of an enduring resource of wilderness. . . . A 25-year period is much too long a period.

JOHN E. FOGARTY of Rhode Island: Mining and private mineral exploration present a serious threat to wilderness. It seems to me that a provision that would permit the gathering of information through surveys by the Geological Survey and the Bureau of Mines, conducted in a manner compatible with the preservation of the wilderness environment, should be an adequate safeguard in the event of future emergencies.

SILVIO O. CONTE of Massachusetts: The committee amendment which would allow mining to continue for 25 years would be inimical to the wilderness. Mining activity, with its attendant developments, is incompatible with wilderness. The report of the Outdoor Recreation Resource Review Commission shows that mining within wilderness areas has not been of major economic importance. We would do best to eliminate this provision, and enact this most essential legislation with strengthened provisions.

JOHN B. ANDERSON of Illinois: The provisions of this measure which encourage wide-open mining in wilderness areas of the national forest for 25 years are an unfortunate and unnecessary concession to mining interests.

MR. MERRITT, a long-time wilderness advocate from Montana, has recently joined the staff of The Wilderness Society as its Director of Field Services. The quotations which Mr. Merritt has selected are intended to express a significance of view without undue repetitiousness of similar expressions by other speakers. Many House members who spoke valiantly for the Wilderness Bill are not quoted here because of their oft-expressed and well-known views. Not necessarily in chronological sequence, the quotations, as indicated above, are excerpted from the report in the *Congressional Record* for July 30, 1964, to which readers are referred for the full text of the remarks.

## The People And Wilderness

BY HOWARD ZAHNISER

WE HAVE LEARNED from our studies that wilderness preservation, an important aspect of our culture—not an exception from it—was nevertheless something that could be expected to endure in our culture only if it is deliberately valued as wilderness; that we and our forebears had already been through the history in which wilderness could exist just because there wasn't anything else to do with it; that we were already forced to recognize that all the wilderness that we have has already been diverted to some other purpose—our forest refuge, for example—and the pressures on this wilderness, and the total pressures on the land, were such that we recognized that all the wilderness that there ever will be will be the wilderness that we deliberately determine to use as wilderness. All our land is going to be put to *some* use. To have any wilderness is to require our recognizing wilderness preservation as one of the important uses.

We also learned that with the exception of some magnificent areas—about a baker's dozen of them—within the custody of state governments, all our wilderness is in federal ownership and our Constitution says that it is in the custody of Congress. Our careful studied approach to the problem shows us that a basic necessity was the establishment by Congress of the policy and the program to accomplish it, no matter how long or difficult or irritating the effort might be to preserve wilderness through congressional legislation. There exists no other assured way of doing it in our wonderful country and through our wonderful process of government. The Constitution gives the Congress the responsibility for determining what happens to our property and we must therefore think of Congress in these circumstances in terms of law—as a board of directors determining what is going to be done with the property that belongs to the stockholders. And in that sense, the administrative agency responsible for taking care of these lands must recognize that we need direction from Congress regarding the policy to govern these areas and setting up a program to put that policy into effect.

IN HIS REMARKS before the Fifth Biennial Conference on Wilderness sponsored by the Federation of Western Outdoor Clubs on April 18-19, 1964, at Portland, Oregon, Howard Zahniser, late Executive Director and Editor of *The Wilderness Society*, presented a thoughtful and appreciative consideration of the dilemma of conservationists in presenting their case to a bicameral legislature. His understanding of the long, democratic process made possible his confidence in the ultimate effect of a national consensus under the leadership of serious individuals and groups. This excerpt is an adaptation from Dr. Zahniser's remarks.

NOW, OUR CONGRESS is a marvelous institution. I don't disagree with criticisms that have been made, but one of the things for which I am thankful is this: that in all the difficulties of these past seven-plus years (in achieving Congressional sanction for wilderness preservation) and the preceding half-dozen which were characterized by the Echo Park fight, I have not lost my confidence in our form of government. Rather than suffering the ills of cynicism, which are so prevalent in Washington, where so much is abstraction and so far removed from the real things that the irritations are easily gotten under your shoe or saddle (even if you ride in a car), I have felt that our Congress is in many ways a remarkable institution. We have learned two things that are important in this situation, I think. One of them is that we have learned what it is to have a bicameral legislature. In the Echo Park fight our opponents readily put the project, with its authorization of a dam in the National Park System, through the Senate three times—but they didn't get it through the House. Twice the Wilderness Bill went through the Senate—yet enactment of the law by the House was still being worked out. The Chairman of the Committee on Interior and Insular Affairs, Wayne Aspinall, whom I claim as a friend in these concerns, said, "You get it through the Senate and bring it over to us and we'll see what we can do with it." Many





IN FOREST ON NORTH FORK SAUK RIVER, GLACIER PEAK WILDERNESS AREA,  
WASHINGTON. PHOTO BY PHILIP HYDE.

of the modifications are those that occurred between S.4028 to S.1176, S.1128 to S.174, which the Senate enacted. It took until the 87th Congress to get the bill through the Senate and it has been working two Congresses now in the House. We had similar experiences in the Echo Park fight but it was the other way around.

That leads to the second outstanding characteristic that I have learned to emphasize in our Congressional government—in our whole government—and that is this: it is very difficult for anybody in our form of government to get anything done that anybody doesn't want done. Now you can see right away, that's a pretty good characteristic of a large democratic government established by a people who have learned to fear tyranny and to fear over-government. But out of the workings of that practice during the advocacy of the upper Colorado River storage project we were able—a small group much less influential than we are now, much less numerous, much less highly regarded by the total public—we were able to get what was called the most important feature of that project out of the act and to get written into it two declarations of basic importance. We have been enduring a similar working-out in connection with the wilderness legislation.

And that leads me to a further point on which we base our conviction of the necessity: we are not advocating a program for The Wilderness Society or the Federation of Western Outdoor Clubs; we are advocating a program for the people of the United States of America. In Congress assembled—by the Senate, by the House—we are asking the *whole* people to espouse something that we, in our conviction of the public interest, have come to regard so highly that we will put great effort into it. The fact is that we are asking the whole people to espouse, and to dedicate some of their brains to, a purpose that we, in their behalf as well as in our own, have been the ones with the privilege of perceiving its value. We are asking for a national consensus, and the significance may not be how far we can move with this important first step but in the fact that so many people take that step. When the wilderness law is enacted it will be the whole nation who will be for it. From that broad point of view the most important things are still in this legislation and have never been dropped and, so far as I know, have never been questioned, except by the very few people who question wilderness preservation itself—and they are becoming fewer and fewer.

SO OUR PROCESS through these years has been one of widening the consensus to the point where it com-

prises the majority. In our form of government, with characteristics that I have reported to you, we don't force—we persuade—we try to meet objections. Legislators are more worried about the opponents of a proposal, who may be few, than they are about the proponents, who may be many. Opposition to a project is serious; support is important, but tends to be taken for granted. So once again the principle of the difficulty of overcoming any objection is greatest.

We have been widening this consensus, and the task over these years, from our broad points of view, is one of education—of help to people who enjoy the things we have enjoyed. We don't like to be controversial, most of us—we want people to know the importance of maintaining a contact with the earth, of knowing the wilderness, and beyond all, the purpose. I can see now that it's going to be served better by our successors than by us who are already falling away and getting out of breath, but that objective requires the establishment of basic policies, the preservation of these areas—the means to the end, which is the human preservation of those values that are dependent on contact with wilderness.

WE ARE ESTABLISHING for the first time in the history of the earth a program, a national policy, whereby areas of wilderness can be preserved. That will not be the end of our efforts. That is just the beginning. It is the charter of a program that can endure. It establishes a program.

It will be our undertaking—yours, especially, who live near these areas—to equip yourselves, to know these areas being reviewed, to prepare materials in cooperation with the land administrators, to appear at the hearings that will be held, to continue to support the establishment of this program. I think in every community where it is possible there should be a committee as large as the interests of the people would determine it to be and to meet and know about these things. I would like to see a program established in communities, experimentally at first—something like the Great Books program—for people who have the time, for a period of let's say six weeks, to meet once a week and in the groups to discuss the basic things that need to be known if we are going to lead our fellow citizens.

The Outdoor Recreation Resources Review Commission carried on a remarkably helpful fact-finding study. One of its particular studies dealt with wilderness alone—a large book of data and interpretations—helpful material published by the Wild Land Research Center at Berkeley, that is an excellent textbook. A Congressman, John Saylor, took the summary of that book, which appeared in the book itself



and, part by part, published it in the Congressional Record and then helped us gather it into a brochure that is entitled "A Report on Wilderness." It, like the big volume it summarizes, is in a half-a-dozen parts. The first is on What Is Wilderness? Now, imagine meeting with your groups in an evening and discussing What Is Wilderness? How much help you could get from such a discussion! And a very interesting thing—the definitions of wilderness are fascinating to consider. And then, the second part is on Wilderness Resources. Where is the wilderness that we have left to cherish? And then one on Conflicting Interests in Wilderness—a candid look at some of the other proposed uses for our public lands that conflict with it; and that is followed by a discussion

of Wilderness Values, an excellent compendium, composed not as poetry but as the concern of the people developing land management policies. And finally, a discussion on Future Supply of Wilderness.

We have fought the most of the battle on the national front. A good many wars are won on the battlegrounds and lost at the peace treaty. I hope that won't be the case now. But it seems to me that as we see adopted the national policy of wilderness preservation by Congress that will be sustained by the present consensus, it's up to us to start now, as citizens, to influence our fellow-citizens in the most effective way to get the maximum amount of wilderness preserved in the most enduring fashion that we possibly can.

## Wilderness and the Constant Advocate

By DAVID BROWER

**E**IGHT YEARS AGO the Wilderness Bill was introduced by Senator Hubert H. Humphrey of Minnesota, Congressman John P. Saylor of Pennsylvania, and twelve of their associates in both Houses. There had then developed in Congress as Howard Zahniser put it, "strong and effective support for conservationists' efforts to preserve unspoiled and unexploited some of our still remaining heritage of wild America." Throughout those eight years Dr. Zahniser was the nation's foremost advocate of wilderness. The program he espoused so earnestly was cleared for the White House on August 20. Tragically, Howard Zahniser died May 5 and missed an event no one deserved more than he to celebrate.

He knew, when he first came to The Wilderness Society as Executive Secretary and Editor, how important it had been to the National Parks that Congress had a proprietary role in how the parks were set up and guarded. The best wilderness outside the parks, he believed, should have the same kind of status legislatively. Having persuaded the Sierra Club to start its series of biennial wilderness conferences, he made clear in the first of the conferences—indeed in all of them—how important the role of Congress would need to be.

His plan was progressing nicely when the Echo Park battle broke. The continuity of the national park idea, of the original wilderness idea itself, was challenged by the Bureau of Reclamation. It would do little good to have Congress stamp "Protected" on wilderness if the Bureau of Reclamation could wash off the ink with dams in the heart of Dinosaur National Monument, unique in the National Park System.

The interim contest was won in 1956, with Howard Zahniser emerging as the contender who was always on hand to cope with each emergency. The way in which the struggle was carried on brought to wilderness preservationists bipartisan respect and support in both houses of Congress; now was the time to resume the battle for the Wilderness System. It would take still another eight years. The reason why is now fairly clear.

It took time because the meaning of wilderness had not yet achieved the public understanding it now has—in large part because of the battle for the Wilderness Bill. It took time because people having commodity interests at stake in wildlands were uneasy. It imperiled more interests at one time—so these people thought—than any other legislative proposal for conservation. They had enormously greater financial resources than the conservation groups had. And Howard Zahniser saw that "a nation steps forward with purpose in the enactment of such legislation . . . only when so many are ready to go that the others must move too. Nor in our great government do we disregard the reluctant ones. Rather, we persuade, we confer, we try to understand, we cooperate with; only ultimately do we compel."

Moreover, conservationists have little to compel with. Their ultimate weapon is the hard job of exploiting everyone's native love of a beautiful land. The love is there, but a thousand conflicting demands get in the way. It was political madness, some political scientists observed, to try to take on so many opponents at once. They simply didn't have the measure of Howard Zahniser's skill as a constant advocate.

**S**O CONSERVATIONISTS everywhere can now rejoice about the news of July 30 that the House had passed the compromise Wilderness Bill by a vote of 373 to 1. The rejoicing is tempered, however, because one of the most important goals is still a long way off. "Except for its essential reform to eliminate mining from national forest wilderness," Dr. Zahniser had written in 1956, "this bill would not remove from the use of any business interests any area now available to them." But the bill agreed to by House and Senate conferees on August 17, 1964 permits mineral exploration to continue for 19 years "to the same extent as applicable prior to the effective date of this Act" on national forest lands designated by the Act as wilderness areas. Orwell's 1984, then, would be the first year in which such forest wilderness as was left would be safe from mineral exploration. Although Senator Clinton Anderson made it clear on the floor of the Senate that Congress intended present Forest Service regulations on mining to persist or to be strengthened, still this was not the reform in land use that had been the aspiration.

This was no easy compromise to accept, nor are conservationists happy about it. Nevertheless, the Wilderness Bill is a major recognition of the importance of wilderness to the American people. The Act makes it the policy of Congress to secure "an enduring resource of wilderness." The newly established National Wilderness Preservation System units "shall be administered for the use and enjoyment of the American people in such manner as will leave them unimpaired for future use and enjoyment as wilderness. . . ." And Congress accepts as law Howard Zahniser's definition of wilderness as "an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain."

All national forest Wilderness, Wild, and Canoe areas are taken into the system immediately. Special procedures are outlined whereby national forest Primitive Areas and wilderness portions of the national parks and wildlife refuges will be added to the system within the next decade upon advice from the Secretaries of Agriculture and the Interior to the President and after action by the Congress on his recommendation. Present Primitive Area protection will continue until then. Action by the Congress is likely to require an enormous amount of constant advocacy in the decade ahead.

But it is worth it, for the Act adds strength to what were purely administrative decisions to protect national forest wilderness. It will strengthen the hand of national park administrators in setting aside parts of their most important lands as areas that will remain roadless and in limiting areas in which there may be roads and other developments. Passage of

the Wilderness Bill can be hailed as the most significant conservation development in this decade and perhaps the most significant since the National Park Act of 1916.

The values that are in the Wilderness Act are in large part a tribute to Howard Zahniser's fidelity, to his patient, devoted years. He was able to make wilderness everybody's business. He engaged the most effective of allies and the honor roll is long. It includes great names among the leaders of two administrations and four Congresses. He earned the help, too, of leaders of the conservation groups closely associated with The Wilderness Society—in the National Parks Association, National Wildlife Federation, Wildlife Management Institute, National Audubon Society, Izaak Walton League of America, Trustees for Conservation, the Sierra Club, and many other national and regional organizations. Writers and photographers across the country were included too.

But what made the most difference was one man's conscience, his tireless search for a way to put a national wilderness policy into law, his talking and writing and persuading, his living so that this Act might be born. The hardest times were those when good friends tired because the battle was so long. Urging these friends back into action was the most anxious part of Howard Zahniser's work. It succeeded, but it took his last energy.

All men will gain from his devoted effort. They can honor this devotion by applying a share of their own to the great wilderness challenges now confronting us—in Grand Canyon, the Northern Cascades, the redwoods, and wherever wilderness reigns supreme and man can keep it so.

"Our opportunity," Howard Zahniser wrote in 1960, "is indeed perishable—an opportunity to preserve a true living wilderness. We are in danger of doing what we always have done, of continuing to use the wilderness as raw material out of which to fashion a culture that will seem, in our constantly more civilization-conditioned image, to be a 'better' world, but one with less and less of its wilderness. . . ."

A living wilderness that lives on is the most fitting of memorials to the man who did not turn, who gave the most of all, to give wilderness that chance. To be as constant can be our own goal for our time.

Mr. Brower, executive director of the Sierra Club, is himself "a constant advocate" of wilderness. He has been in the forefront among conservation leaders who have espoused articulately and inspirationally the establishment of a national policy of wilderness preservation. Mr. Brower's article, "Wilderness and the Constant Advocate," is here reprinted with the author's permission, and is copyrighted (c) by the Sierra Club Bulletin, September, 1964.



THE FOLLOWING remarks were made by President Lyndon B. Johnson upon signing S.4—An Act To Establish a National Wilderness Preservation System, and H.R. 3846—An Act To Establish a Land and Water Conservation Fund, in the Rose Garden of the White House, Washington, D. C., on September 3, 1964:

"Members of the Cabinet, of the Congress, Ladies and Gentlemen: This is a very happy and historic occasion for all who love the great American outdoors, and that, needless to say, includes me. The two Bills that I am signing this morning are in the highest tradition of our heritage as conservators as well as users of America's bountiful natural endowments. The Wilderness Bill preserves for our posterity, for all time to come, 9 million acres of this vast continent in their original and unchanging beauty and wonder. The Land and Water Conservation Bill assures our growing population that we will begin, as of this day, to acquire on a pay-as-you-go basis, the outdoor recreation lands that tomorrow's Americans will require.

"I believe the significance of this occasion goes far beyond these Bills alone. In this century, Americans have wisely and have courageously kept a faithful trust to the conservation of our natural resources and beauty. But the long strides forward have tended to come in periods of concerted effort. The first, I think, was under the leadership of a great Republican President, Theodore Roosevelt. This brought passage of the Reclamation Act. This brought the creation of the National Forests. This brought the development of a new concept of National stewardship.

"The second period came under a great Democratic President, Franklin Delano Roosevelt. He led this Nation in rebuilding the land and developing the resources for improving the life of all of us. He did it through the TVA, through the CCC, through the Soil Conservation Service, through the water conservation projects.

"Anyone that objectively studies the record of the 88th Congress I think would have to conclude that another historic era has begun this year. If the 88th had not earned already so many honorable titles, such as the Education Congress, the Health Congress, the Full Prosperity Congress, it would be remembered as the Conservation Congress, because in addition to the measures before me this morning, Congress has wisely this year passed the Ozark Rivers National Riverway Bill, which I signed last week; the Fire Island National Seashore Bill, which is awaiting action; the Canyon Lands Nation-

al Park legislation, which I expect to sign shortly, creating our first new National Park on this continent in 17 years.

"But Congress has done even more. Action has been taken to keep our air pure and our water safe; our food free from pesticides; to protect our wildlife; to conserve our precious water resources. No single Congress in my memory has done so much to keep America as a good and wholesome and beautiful place to live.

"I think it is significant that these steps have broad support not just from the Democratic Party, but the Republican Party, both parties in the Congress. For example, the Wilderness Bill has been before the Congress since 1957, but it passed this year 73 to 12 in the Senate, and 373 to 1 in the House. So it seems to me that this reflects a new and a strong National consensus to look ahead, and, more than that, to plan ahead; better still, to move ahead.

"We know that America cannot be made strong by leadership which reacts only to the needs or the irritations or the frustrations of the moment. True leadership must provide for the next decade and not merely the next day. That is the kind of leadership that this Congress is providing.

"I am very proud of the leadership and the wisdom, the vitality and the vigorous approach that the distinguished and able Secretary of Interior has made, the leadership that he has provided from coast to coast in this field. For their leadership on these bills, I am especially grateful to Senator Anderson, who has been in the forefront of conservation legislation since he first came to the House; to Senator Jackson; to Congressman Aspinall; and to members of both parties on these important committees that reported these bills.

"So it is with a great deal of pride, pleasure and hope for the future that we enact into law today by signing these bills some of the most far-reaching conservation measures that a far-sighted nation has ever coped with."

WILDERNESS is at the pole from a world beset by man, remarked Harvey Broome, in a March 12 address before the Norris Women's Club at Norris, Tennessee. Speaking on the "Importance of Wilderness Areas," Mr. Broome, a resident of Knoxville, Tennessee, and president of The Wilderness Society, said that "In wilderness, natural creation, wildlife, and natural forces dominate on a time scale so vast as to engulf the history of man." The impact of man—190 mil-

#### IMPORTANCE OF WILDERNESS



MRS. OLAUS J. MURIE (LEFT) AND MRS. HOWARD ZAHNISER, WIDOWS OF THE LATE FORMER PRESIDENT AND DIRECTOR, AND THE LATE EXECUTIVE DIRECTOR AND EDITOR, OF THE WILDERNESS SOCIETY, RECEIVE FROM PRESIDENT LYNDON B. JOHNSON PENS USED IN THE SIGNING OF THE WILDERNESS ACT. WHITE HOUSE PHOTO BY ABBIE ROWE.

lion in this country today, 360 million by the year 2000—he said, can alter and neutralize these forces. "Last summer Mrs. Broome and I walked through redwood groves which were two hundred years old at the beginning of the Christian era—groves which, except for a few small parks, our upstart civilization is threatening with extinction within a matter of twenty years."

"Without wilderness," Mr. Broome warned, "we shall eventually lose the capacity to understand America."

What manner of men crossed through the mists of Carvers Gap to challenge the British at Kings Mountain? What manner of men endured the privations of the Missouri River, of the Rockies and the Columbia to lead the expedition which brought us the northwest? Whence came the

Davy Crocketts, the Sam Houstons, the Powells, the McKenzies? What gleams drew men like John Donelson, Daniel Boone, and Lewis and Clark from the security and comforts of the towns? These men were challenged by the unsubdued wilderness. Wilderness left its mark upon them and upon their descendants. Our drive, our ruggedness, our unquenchable optimism and zeal and élan go back to the challenges of the untrammelled wilderness. Britain won its wars on the playing fields of Eton. America developed its mettle at the muddy gaps of the Cumberlands, in the swift rapids of its rivers, on the limitless reaches of its western plains, in the silent vastnesses of primeval forests, and in the blizzard-ridden passes of the Rockies and Coast ranges.

In preface to his remarks, Mr. Broome said that "we should seek an understanding of what is meant by wilderness."



In wilderness are ancient forests (nowhere are they more moving than in the back country of our own Smokies); in wilderness we find transparent rivers and lakes, swamp water and pounding surf; there are great meadows and plains of wild flowers, herds of caribou, elk, and buffalo, and individual moose, wolves, bear, and cougar. In wilderness is vastness, timelessness, an equilibrium among living things, which add up to beauty, awesomeness, and a sense of fitness. In much of wilderness is ruggedness, above-timberline-breathlessness, cleanness, and simplicity. In wilderness are streams where the salmon still run; there are untold miles of marshes where wildfowl nest, lakes where otters and beaver swim, and sloughs where moose bob for succulent plants. In wilderness, is bright and shining air, redolent with pine and balsam. In wilderness there may be pack horses and canoes and backpackers (but no roads, no automobiles; no jeeps or motor scooters). In wilderness natural things are in their ancient ascendancy, unmarred by man. By definition a wilderness can be as small as 5000 acres and as vast as the Arctic Game Range of nine million acres. In essence, it is free of man and his handiwork.

"Why are these areas important?" Mr. Broome asked.

A few years ago Stuart Chase published an article which he called "Bombs, Babies and Bulldozers." He said these three, in that order, are the greatest threats to mankind. And he rated Bombs over Babies only because of their probable immediacy. It is a grim fact that each of these threats comes not from outer space, nor from instability in our planet, but from the activities of man himself. Bombs, he has brewed out of the mysteries of the atom; babies are procreated in greater and greater numbers, and bulldozers, the agents of change, are stripping away the surface of the earth in appalling measure (already it is said more acres are under paving in our country than exist in the entire State of Georgia).

"Wilderness has a singular importance in supplying a place of retreat and repose," Mr. Broome continued. "Wilderness by definition and essence is free of man's distractions and is characterized by the infinite perspectives of the earth itself. It has a crucial significance for supplying a sane and timeless outlook upon the troubled world of man."

"Life is too vast, the human spirit too complex," Mr. Broome went on, "to risk its realization solely within the world of man's creation. Man's past is ancient, and often lost in the shadows. Man's physical and spiritual past had its roots in the natural world of thousands of years ago."

Mr. Broome emphasized that "It is important that man retain in wilderness an access to his past where he may find sanity and repose and satisfy deep-felt urges. There his descendants may duplicate to some degree his own past glories."

Observing that many conservationists tend to underline the enjoyment man can find in the natural world, Mr. Broome reminded that a knowledge of

the implications of man's handling of the earth is indeed fragmentary.

"If we lose wilderness," Mr. Broome said, "we lose forever the knowledge of what the world was and what it might, with understanding and loving husbandry, yet become."

Mr. Broome concluded:

We can have wilderness. The movement for preservation has grown mightily in the last decade. Success lies inside man's own being. Who, but man, is going to control the atom bomb! He can will to de-arm it, or to touch it off. Equally man can will to have wilderness. It may be the most fateful decision he will ever make.

"WE FEEL that alternatives to the Rampart project must be fully studied and explored in their feasibility before any steps are taken to initiate this construction or reserve lands for this purpose," said Stewart

AGAINST  
THE  
RAMPART

Brandborg, executive director of The Wilderness Society, in a statement on the question of withdrawing public lands along Alaska's Yukon River near Rampart for possible power use, at a public hearing held by the Department of the Interior in Washington, D. C., on March 24, 1964. "This decision should not be made until all the facts are known and the people of all of the United States, who will share the burden of such an investment, can also assess the great and irreparable losses that this project would inflict," Mr. Brandborg said.

Noting that the governing Council of The Wilderness Society, at its 1963 Annual Meeting, held in Alaska, had drafted a resolution opposing the use of the upper Yukon Valley for power purposes that would destroy its natural values, Mr. Brandborg said that the Council "gained a real appreciation of Alaska's economic situation and the need which it faces for orderly and carefully planned development of its resources."

The appeal of Alaska "is based largely upon the state's spectacular scenery, its great rivers, glacier-covered mountains, expanses of tundra and unequalled wildlife, fisheries, and wilderness resources," said Mr. Brandborg. These resources, he warned, could be sacrificed to unplanned development.

The resolution referred to by Mr. Brandborg is as follows:

PREAMBLE: We of The Wilderness Society have given much thought to the proposed dam at Rampart on the Yukon River, trying as usual to look at the situation as a whole. We want to consider the influence the proposed dam would have on the kind of civilization we aim to produce in America. We feel that flooding some 10,000 square miles of Interior Alaska would do so much to destroy the values, both economic and intangible, of Alaska, that a dam for such a

purpose should not be built at all, and that the famous Yukon River should remain as it is, a live river, a strong feature of the original Alaska which we so much admire. Our detailed reasons for opposing such a dam are expressed in this resolution as follows:

WHEREAS: Science has not yet discovered a way of getting salmon over a dam of such height as proposed at Rampart, or getting young salmon down to the sea through such a dam, and thus the several salmon species which now ascend the Yukon River to spawn, all the way into Canada, would be a thing of the past; and

WHEREAS: Huge areas of waterfowl nesting places, involving thousands and perhaps millions of birds, would be destroyed; and

WHEREAS: Much of the animal life now dependent on the habitat of the Yukon River, including moose, beaver, and other fur-bearers, would also be destroyed; and

WHEREAS: Great stands of spruce which may be important to Alaska in time to come would be flooded; and

WHEREAS: The natives, whose ancestors have lived for hundreds of years in the Yukon Valley, becoming especially adapted to its environment, would be moved away from their ancestral villages to the highlands bordering any Rampart impoundment, a move which would be disastrous to their ancient way of life; and

WHEREAS: Intangible values inherent in the present Yukon River environment would be lost;

NOW THEREFORE BE IT RESOLVED by the Council of The Wilderness Society, meeting in annual session at Camp Denali, McKinley Park, Alaska, July 2, 1963, that we oppose the construction of the projected Rampart Dam on the Yukon River and instruct the Society's staff to cooperate in efforts to develop a public understanding of the existing natural and human values of the Yukon River region and to resist any threats to their preservation and wise use in the public interest.

THE LAND AND WATER CONSERVATION FUND ACT was signed by the President on September 3, 1964, along with the Wilderness Bill. Summarizing the provisions of the Act, A. Heaton Underhill, assistant director of

LAND AND WATER CONSERVATION FUND the Bureau of Outdoor Recreation in the Department of the Interior, pointed out the highlights of the measure in an address before the National Audubon Society, at its 1964 annual meeting in Tucson, Arizona. Said Mr. Underhill:

The Act becomes effective January 1, 1965. The life of the Fund is limited to 25 years. The revenues which are earmarked for a Land and Water Conservation Fund derive from three sources: Modest entrance, admission, and user fees at Federal recreation installations or areas; the net proceeds from the sale of Federal surplus real property; and the revenues from existing Federal taxes on motorboat fuels. There is also a provision for Congress to advance up to an average of \$60 million a year to the Fund, starting the third year and ending the tenth. If this is done, the advance will be repaid with one-half of the other revenues coming

into the Fund starting the 11th year and continuing until the advance has been repaid.

Normally 60 percent of these moneys will go to the States as matching grants for planning, acquisition, and/or development of recreation lands, waters, and facilities. Forty percent of the moneys can be used for certain Federal purposes. Portions may be used by the Forest Service, the National Park Service, and the Bureau of Sport Fisheries and Wildlife for the acquisition only of certain types of recreation lands. In addition, a portion of the Federal share of the Fund can go into miscellaneous receipts of the Treasury as partial reimbursement for capital expenditures for recreation and fish and wildlife enhancement at Federal water projects . . .

The entrance and admission fees which are expected to contribute a sizeable percentage to the Fund may be charged only if all four of the following provisions apply: First, the areas to which fees are to be charged must be designated and properly posted on the ground; second, the areas must be under Federal administration, not areas that are under lease to States or municipalities or are administered by other than the Federal agencies; third, the recreation facilities or services provided must be provided at Federal expense; and fourth, the designated area must be primarily for scenic, scientific, historical, cultural or other recreational purposes.

The act and its legislative history make it very clear that no recreation fees can be charged: (1) for the use of any waters; (2) for travel by private noncommercial vehicle on any Federal Aid Highway, national parkway, roads in national forests or on roads on public land that are commonly used for through travel; (3) for access to private inholdings; (4) for activities on Federal lands which are not related to recreation; and (5) as a Federal hunting or fishing license . . .

The Act provides for "An annual fee of not more than \$7 payable by a person entering an area so designated by private noncommercial automobile which, if paid, shall excuse the person paying the same and anyone who accompanies him in such automobile from payment of any other fee for admission to that area and other areas administered by or under the authority of such agencies, except areas which are designated by the President as not being within the coverage of the fee, during the year for which the fee has been paid."

IN A "SMALL VOLUME" of 66 pages entitled *Common Edible and Useful Plants of the West* Muriel Sweet has described "those I consider most important or interesting," believing that "these would

be those, in most cases, most often encountered." "With illustrations of 116 plants," the volume has been edited by Vinson Brown and published by Naturegraph Company, Healsburg, California, for \$1 in paper or \$2.50 in cloth. "It is my hope," says the author, "that this small volume may prove to be of use to many who are interested in a short history, in non-technical language, of some western plants, and of their uses by the Indians and others as food or medicine."

EDIBLE PLANTS OF THE WEST

## PURPOSE

*THE WILDERNESS SOCIETY is a national conservation organization incorporated in the District of Columbia to secure the preservation of wilderness . . . to carry on an educational program concerning the value of wilderness and how it may best be used and preserved in the public interest . . . to make and encourage scientific studies concerning wilderness . . . and to mobilize cooperation in resisting the invasion of wilderness. . . . In the National Wilderness Preservation System there are units within the national forests, the National Park System, and national wildlife refuges and ranges. There also are state parks and preserves and Indian reservations, and other areas where wilderness is protected. . . . The Wilderness Society defends all these areas. . . . Its long-time, broad purpose is to increase the knowledge and appreciation of wilderness, wherever found, and to see established enduring policies and programs for its protection and appropriate use.*

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### EXECUTIVE COMMITTEE

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## The Wilderness Society

729 - 15TH STREET, N. W.  
WASHINGTON, D. C. 20005  
(347-4132)

## BELIEF

OUR BY-LAWS say: "This Society shall be composed of individuals who feel that the entire nation and they themselves are losing something of value when a highway is built in a wilderness, when a primeval forest is logged, when airplanes bring the noise of urban life into a wilderness and destroy the charm of remoteness, or when mechanical civilization encroaches in any way on the last remnants of wilderness left for themselves and their posterity." . . . *We believe that wilderness is a valuable natural resource that belongs to the people and that its preservation—for educational, scientific, and recreational use is part of a balanced conservation program essential in the survival of our civilized culture. . . . We agree with Robert Marshall, who declared: "There is just one hope of repulsing the tyrannical ambition of civilization to conquer every niche on the whole earth. That hope is the organization of spirited people who will fight for the freedom of the wilderness."*

**THE WILDERNESS  
SOCIETY WELCOMES  
NEW MEMBERS**

## PROGRAM

*WE PUBLISH THE LIVING WILDERNESS, issued quarterly, illustrated with photographs, paintings, drawings, and maps, and including articles, narratives, poems, reviews, and news. . . . We make investigations of wilderness areas and problems. . . . We bring wilderness needs to the attention of those concerned with public-land policies. . . . We mobilize support for wilderness preservation and tell our members, other organizations, and the public about proposals that threaten this preservation. . . . We represent wilderness interests at hearings. . . . We attend conventions and other meetings to discuss wilderness needs and opportunities. . . . We join with other organizations in cooperation for the conservation of all natural resources. . . . We encourage our members to work for preservation of natural areas in their home localities. . . . We maintain an office in the nation's capital. . . . We conduct the program "A Way to the Wilderness."*

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Member \$5, Contributing Member \$10, Sustaining Member \$15, Supporting Member \$25, Life Member \$100. All receive *THE LIVING WILDERNESS*. (Special rate of \$3 for schools, libraries, and students.)



September 24, 1964

MEMORANDUM

*Conservation*

TO: Senator Henry M. Jackson

FROM: Jerry T. Verkler, Staff Director

SUBJECT: Comparative voting records of Senators Lyndon B. Johnson and Barry Goldwater relative to conservation and natural resources legislation.

Under your Chairmanship, in the 88th Congress our Committee on Interior and Insular Affairs completed one of the most successful legislative records ever achieved in the field of natural resources management. As you are aware, the success we do achieve in meeting our responsibilities in this field depends in large measure on the cooperation and assistance provided by the Chief Executive. In view of the all important role the President of the United States exercises concerning this subject, I have drawn together some past conservation and resource votes on which the President and Senator Goldwater were recorded during the time that both were in the Senate. In addition, since more progress has been achieved in the field of conservation in the past four years than in any recent period, I have listed some of Senator Goldwater's votes and compared them to President Johnson's position. I hope this information will prove helpful to you.

TENNESSEE VALLEY AUTHORITY

There is no better place to begin than to examine the great Tennessee Valley Authority project. Senator Goldwater's opinion and position with respect to this tremendous regional resource project is well known.

The TVA Financing Act of 1957 (S. 1369). Senator Goldwater offered a motion to recommit S. 1369 to the Senate Committee on Public Works. Senator Goldwater contended: (1) Congress should not permit any agency of the Federal Government to finance its own operations; (2) TVA should be taken over by the states in the area it serves; and (3) TVA should never have been created. The opponents contended that even President Eisenhower recommended against dismembering TVA and for enactment of the measure which would let TVA finance its own development out of its own power revenues. These increased developments were needed to meet growing needs of an area of more than 5 million people. The Goldwater motion was rejected 61 to 22. Senator Goldwater, of course, voted for his motion to recommit. Senator Lyndon Johnson voted against recommitment of this bill.

The second amendment on S. 1369 concerned the Saltonstall amendment to remove from the Board of Directors of TVA their entire authority of issuing bonds and to place this authority in the Secretary of the Treasury. This amendment was rejected 46 to 37. Senator Johnson voted no; Senator Goldwater voted yea. If adopted this amendment would have defeated the purpose of the self-financing bill by taking the management out of the hands of the Directors of TVA--the responsibility which the Directors have exercised through the years. On final passage, this bill was approved in the Senate 61 to 20. Senator Johnson voted yea for passage while Senator Goldwater voted no against passage. The bill would have authorized TVA to issue and sell up to \$750 million in revenue bonds outstanding at any one time to assist in financing its power program. The bill died in the House.

The next item is the Tennessee Valley Authority Financing Act of 1959 (H.R. 3460). The votes that took place on the bill of 1957 paved the way for action on the 1959 proposal. The major vote came on the Cotton motion to recommit the bill to the Senate Public Works Committee. This motion was rejected by 73 to 17. Senator Johnson voted against recommitment; Senator Goldwater voted for recommitment. This bill was passed subsequent to that recommitment vote by a voice vote on July 9, 1959. It authorized the TVA to issue and sell revenue bonds up to the \$750 million figure outstanding at any one time to assist in financing additions to its power system and for construction, acquisition, enlargement, improvement or replacement of any plant or any other facility. The principle and interest on the bonds are payable from TVA's power revenues. This bill became Public Law 86-137. Senator Goldwater's position was in opposition to the proper development of the water resources of the Tennessee Valley area. President Johnson's vote was a vote in support of the full development and utilization of the water and power resources of this important region. The TVA has brought light to a former regional area of darkness. By so doing, the entire Nation has benefitted from the glow.

#### WATER POLLUTION

##### Water Pollution Control Act of 1959 (H.R. 3610).

H.R. 3610 was a bill which would have authorized the Public Health Service to stimulate construction of much needed municipal waste treatment facilities to prevent untreated or inadequately treated sewage or other waste from being discharged into any waters. This would have increased construction grants for projects from a quarter of a million dollars to \$400,000 for each individual project. It would allow the cities and municipalities to join together to build joint treatment facilities. It would have authorized \$80 million annually for construction instead of \$50 million which was presently in effect. It was a total authorization of an \$800 million expenditure in the field of water pollution control. This was in 1959 and it came to the Senate after having first passed the House. It was approved by the Senate by a vote of 61 to 27. Senator Johnson voted for the bill; Senator Goldwater voted no. Unfortunately, the bill was vetoed by President Eisenhower.

#### WILDERNESS PRESERVATION

Although President Johnson was Vice President in 1961 when the first record vote came on the Senate floor on the Wilderness bill and he was President on September 3, 1964, when he signed into law S. 4, the bill to establish a national wilderness preservation system, it is interesting to note the opposite positions taken on this significant conservation measure. In 1961 Senator Goldwater voted in favor of the motion to refer the Wilderness bill (S. 174) to the Committee on Agriculture. The Senate Interior Committee which has jurisdiction over the legislation had acted on the bill and for the first time, after many years of struggle, had reported the bill to the Senate for its consideration. Fortunately, this motion to refer which amounted to recommitment of the bill was defeated 41 to 32. Senator Goldwater announced for the decision to rerefer the bill to Agriculture. He voted for 2 crippling amendments which were offered by opponents of the measure, and he was paired against the final passage of the bill. The bill passed 78 to 8, but it died in the House of Representatives.



However, when S. 4 was introduced in the 88th Congress, the Senate Interior Committee again promptly considered this measure, and it was reported to the Senate for action. Senator Goldwater once more demonstrated his opposition to this important proposal to preserve a portion of our wild areas for generations yet unborn. He voted for every crippling amendment which was offered and he was one of 12 members of the Senate who voted against final passage. The bill passed overwhelmingly by a vote of 73 to 12. The majority of the members of both parties expressed their approval for this important measure as did President Johnson when he signed it into law this year, at a ceremony which he described of historic importance in the conservation movement.

#### WATER RESOURCES RESEARCH ACT OF 1964

In recent years there has been a growing awareness that no future problem facing our Nation is of greater significance than that of preventing a shortage of our water resources. In recognition of this, the Senate established a Select Committee on National Water Resources, chaired by the late Senator Kerr of Oklahoma. The Select Committee held extensive hearings, in all parts of the Nation, and published several significant and important studies. Recommendations were submitted which, if implemented, would greatly contribute toward the solution of this growing national problem. One of the recommendations called for more intensive research in basic hydrological sciences. As a result of this recommendation, in the 88th Congress Senator Anderson of New Mexico introduced S. 2, a bill to establish water resources research centers at state colleges and universities and to stimulate water research at other centers of competence. The basic purpose of this act was to promote a more adequate program of water research in utilizing our universities in this effort. Not only do we need to know more about water, but also we need to train more scientists who can help solve our water problems.

The Senate Interior Committee reported the bill to the Senate for consideration. On the floor of the Senate there were two significant amendments offered by the opponents of this type of Federal action. The first amendment was offered by Senator Allott, Republican of Colorado. His amendment: (1) would have reduced the authorizations for water resources research to such an extent that the program would have been unworkable; (2) it would have terminated the program in five years; and (3) it would have limited the scope of research projects which would have rendered the bill absolutely meaningless. The simple effect of his amendment would have been to have "gutted" the bill. Fortunately, the amendment was rejected by almost 2 to 1. The Senator from Arizona, Mr. Goldwater, voted for this crippling amendment. The Administration was against this amendment.

The second amendment was offered by Senator Cotton, Republican of New Hampshire. His amendment was intended to reduce by 20 percent the authorization for water resources research, except for the land-grant college program. His amendment was also rejected, but Senator Goldwater voted for it. After this amendment failed, S. 2 was passed by a voice vote. As passed by the Senate and the House this Act will stimulate more effective research at industrial, state and local levels and will contribute toward the training of additional scientists by our colleges and universities around the country. It was for these reasons that President Lyndon Johnson signed this bill into law this year. If Senator Goldwater and his philosophy had prevailed, one more backward step would have been taken in our efforts to meet the needs of our people with our available resources.

## PACIFIC NORTHWEST-PACIFIC SOUTHWEST POWER INTERTIE

Recently, President Johnson signed into law, S. 1007, a bill which paved the way for completion of the proposal to establish the Pacific Northwest-Pacific Southwest intertie project. This legislation was the final step in the long journey to implement this concept whereby the surplus power resources in one region of the country may be utilized where they are urgently needed in another region, while at the same time providing for the needed protection for the people and industry at the source of origin. This was a significant step forward in the full utilization of our national resources. This effort demonstrated the kind of cooperation entire regions can display and will ultimately result in benefits for all of our people. However, in the 87th Congress, when initial efforts were made to enact this legislation, the Senate Interior Committee reported the predecessor bill to S. 1007, which was S. 3153. Republican Senator Scott offered a motion to recommit the bill to the Committee. This was long after extensive hearings had been held and after the Committee had reported the bill to the Senate for final consideration. Fortunately, the motion to recommit was rejected by a vote of 53 to 33. Senator Goldwater, who had argued against this bill on the floor of the Senate several days prior to actual voting, was paired for the motion to recommit. After the defeat of this motion, the bill was passed by a vote of 51 to 36 and sent to the House of Representatives. Senator Goldwater was also paired against final passage. Unfortunately, in the 87th Congress, the bill did not get through the House of Representatives. The proponents of the measure were successful in passing it in the 88th Congress and thus allowing President Johnson to sign it into law with his strong support and approval. There were no record votes on the measure in the Senate in the 88th Congress, but Senator Goldwater had amply demonstrated his opposition to this kind of far-reaching proposal, even though his native state of Arizona in the southwest will be one of the prime beneficiaries of the surplus power generated in the northwest.

## THE HELLS CANYON DAM ACT OF 1956 (S. 1333)

The first of the Senate record votes on the great battle to develop the water resources of the Snake River between Idaho and Oregon came in 1956. Both Senator Goldwater and President Johnson were members of the Senate and had an opportunity to demonstrate their positions on the question of how and whether our natural resources shall be harnessed to work for the good of all of our people. The bill failed of passage in the Senate in 1956 by a vote of 51 to 41. Forty-three of those Senators opposing it were members of the Republican Party. Senator Goldwater voted against passage of this bill. Thirty-nine of the 41 Senators who voted for the bill were Democrats; among them was Senator Lyndon B. Johnson.

## THE HELLS CANYON DAM ACT OF 1957 (S. 555)

In 1957 the proposal to authorize Federal construction of Hells Canyon Dam once more came before the Senate. This time, the vote was reversed. The measure passed 45 to 38. Senator Johnson indicated his support of this proposal in 1957 as he had in 1956. He was paired in favor of final passage of the bill. Senator Goldwater voted "no". He continued his vehement opposition against the bill. He has consistently demonstrated that he is opposed to any projects which do not benefit directly the local interest of his own constituency. Although he has supported Colorado River development by the Federal Government and has asked all of the people of the United States to spend over \$1 billion to construct the Central Arizona Project, he has failed to provide the same kind of support to other areas of the Nation where projects of equal merit need to be developed.



## THE COLUMBIA RIVER POWER-PRIEST RAPIDS ACT OF 1954 (H.R. 7664)

This power project in the State of Washington passed by a voice vote and became Public Law 544 of the 83rd Congress. It permitted a Washington State power agency to construct Priest Rapids Dam on the Columbia River. The significant vote that occurred on this bill in the Senate was an amendment which was offered by Senators Magnuson and Jackson of Washington State. Their amendment would have given preference in sales of power to rural cooperatives and municipalities. Unfortunately, this amendment, which would have benefitted the small coops and public agencies was rejected by a vote of 45 to 29. Senator Lyndon Johnson voted yea as an indication of his support for the coops and for the application of power preference for municipalities. Senator Goldwater voted against the amendment, clearly going on record as being opposed to the preference provision for the public agencies.

## LEAD-ZINC ACT OF 1960 (H.R. 8860)

This bill was intended to help stabilize the domestic lead and zinc mining industry by aiding the small producers of this important commodity. The bill aimed to conserve our domestic reserves and to provide jobs for the unemployed miners in depressed lead-zinc communities. The problems besetting the domestic lead and zinc industry have been multiplying over the years. This legislation was an effort to help the small lead-zinc producer, and the Senate passed it by a vote of 59 to 28. Senator Johnson voted in favor of the bill; Senator Goldwater voted against the bill. The bill passed both Houses, but President Eisenhower pocket vetoed the measure. When Mr. Johnson moved up to the Vice-Presidency in 1961, the new Administration supported a small producer's lead and zinc bill, and it became public law. In 1963, during the first session of the 88th Congress, clarifying legislation was introduced to amend the act in order to insure that the purposes behind the original introduction were achieved. The Congress intended this bill to provide aid only for the small producer of lead and zinc. It was enacted for the miner whose principal product was lead and zinc and whose lead and zinc production was not a by-product of some other mineral he was producing. However, when this legislation to amend the basic act was considered on the floor of the Senate, Senator Williams, Republican of Delaware, offered an amendment to terminate the entire program on February 15, 1964, instead of December 31, 1965, as provided by the Act. His amendment was rejected by a vote of 50 to 32. Senator Goldwater voted for the amendment which would have ended the program almost 2 years earlier than was originally provided. The Administration opposed Senator Williams' amendment which was vigorously supported by Senator Goldwater. If the Williams amendment had carried, it would have dealt a severe blow to the economies of several of our states where the independent small producers account for much of the lead-zinc production.

## RECREATION AREAS AND NATIONAL PARKS

Probably in no other area of resource management has so much progress been made in the last 4 years than in the development of our Nation's outdoor recreational opportunities. Since the beginning of the Kennedy-Johnson era, the Administration and the Congress have cooperated in making a record that is unequalled in achievement in any comparable period. For instance, after several years of little activity, three great national recreational areas were added to our National Park system. They were the national seashores at Cape Cod in Massachusetts, at Point Reyes in California, and at Padre Island, Texas in the Gulf of Mexico. These additions to our National Park system covered each of the great ocean shorelines of our Nation. Due to tremendous



support and organization of both the Executive and Legislative branches of government, these measures were enacted with a minimum of meaningful opposition. This is not to say that there were not those who were opposed to this type of legislation, just as there are always in our midst those who are opposed to the development of our Nation's resources for the good of all the people.

The decisive battle on the three recreation areas came on S. 4, the bill to establish the Padre Island National Seashore in the 87th Congress. The bill was reported by our Committee, and on the floor a motion was offered by Senator Tower of Texas to recommit the bill to the Interior Committee. This in effect would have killed the bill and the prospect for establishing a great public national recreation area on the Gulf of Mexico. Fortunately, the motion to recommit was rejected by a vote of 45 to 39. Senator Goldwater voted for the motion to recommit. Subsequently, another amendment was offered which would have directed the Secretary of the Interior to establish a road through the entire length of the seashore area, with access roads to the mainland from the north and south ends of the island. This proposal was opposed by the Administration and by those who were interested in preserving insofar as possible the natural quality and beauty of this area. In addition, such a proposal would have been extremely expensive and it was put forth by those who had originally opposed the concept of establishing this national recreation area. Therefore, this amendment was contradictory to the record of its proponents and was merely put forth as a delaying tactic and an effort to thwart the proposal. This amendment was rejected over 2 to 1 by a vote of 58 to 24. Senator Goldwater voted for this amendment. The bill subsequently was passed by a voice vote and became Public Law 87-712.

Probably no more significant legislation has been passed in the last 4 years dealing with the development of our recreational resources than H.R. 3846, the Land and Water Conservation Fund Act, which was enacted in the second session of the 88th Congress. President Johnson signed it into law on September 3, 1964. This bill, in the Senate was attacked by several members of the Goldwater wing of the Republican Party and three crippling amendments were offered to the proposal which, fortunately, were overwhelmingly defeated. Senator Goldwater was absent and did not vote on these proposals, but members of his wing of the Republican Party were recorded in favor of each crippling amendment.

#### SUMMARY

This effort is intended to point out the basic differences in philosophy of these two men toward the conservation and development of our Nation's natural resources for the benefit of all our citizens.

A search has been made of issues on which the positions of each were recorded and were found to represent different basic approaches to the treatment of the problems in this significant area of national concern. There were other examples which could have been detailed relating to individual votes on numerous appropriation bills and amendments thereto. However, I believe the trend has clearly been established by this examination into the public positions expressed on fundamental and specific issues over the years.

It appears that this year's campaign by the Goldwater wing of the Republican Party is calling attention to some strange knowledge alleged to be stored in one's heart, and that if one will just carefully examine deep into his heart he will recognize that what Mr. Goldwater is saying is really true. When it comes to the conservation of our resources deep in my heart a careful examination of Mr. Goldwater's record results in a severe case of heartburn.

REPORT TO U. S. SECRETARY OF AGRICULTURE

By  
BOUNDARY WATERS CANOE AREA  
REVIEW COMMITTEE

Superior National Forest, Minnesota  
December 15, 1964

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December 15, 1964

Honorable Orville L. Freeman  
Secretary of Agriculture  
Washington, D. C. 20250

Dear Mr. Secretary:

The Boundary Waters Canoe Area Review Committee is hereby submitting its report to you in terms of the assignment you made to the chairman on May 21, 1964. The Committee has reviewed and considered, on a broad basis, the management of the Boundary Waters Canoe Area, and has also given consideration to the use and management of the Crane Lake-Namakan Lake area which is within the Superior National Forest but lies to the west outside the Boundary Waters Canoe Area.

The Committee has made extensive on-the-ground examination on foot, by canoe and automobile, and has also flown over the entire Boundary Waters Canoe Area, the Quetico Provincial Park, and the contiguous regions. We believe we have a perspective which enables us to understand and appreciate the diverse interests which different individuals, groups and organizations have in this unusual region. The contacts and experiences of the individual members with various parts of the region date back from a decade to over half a century. The members, serving as a full committee or as a subcommittee, have held public hearings, conferred with various individuals and groups, corresponded with state and national organizations and agencies, reviewed innumerable pertinent letters, articles, editorials and news comments, and studied publications of various kinds. We have covered about as much of the literature directly or indirectly pertaining to the field as could be reasonably expected in a six-month period. We have tried to relate our efforts to the following six points which you called to our attention:

1. The expressed desire of several conservation groups that logging and roadbuilding be curtailed or stopped altogether, and the reasons therefor.
2. The dependence of nearby communities, such as Ely and Grand Marais, on the present level of economic activity in this area.

3. The need and outlook for future job opportunities that are dependent upon resource utilization in this general part of the State, including minerals and recreation as well as timber,
4. Plans of the State of Minnesota and other public agencies that could have a significant bearing on the future pattern of recreation use of the Boundary Waters Canoe Area,
5. The extent to which existing commitments, such as executed timber sale contracts, or other commitments that are consistent with the present plan of management would have an influence on the kind or timing of changes that could be made in the present plan,
6. Changed conditions since 1948, which, of themselves, suggest a need for changes in the management plan.

The recommendations which we present for your consideration are unanimously approved by the Review Committee:

1. The Boundary Waters Canoe Area (BWCA) should be managed as a primitive type recreation area, with only those uses permitted which are compatible therewith and in compliance with the Shipstead-Newton-Nolan Law, the Wilderness Act, and other applicable Federal laws.

Section 2 of the Multiple Use Act of July 12, 1960, states that "The Secretary of Agriculture is authorized and directed to develop and administer the renewable surface resources of the national forests for multiple use and sustained yield of the several products and services obtained therefrom . . .". Paraphrasing a quotation from the recent Leopold Committee Report on Wildlife Management in the National Parks, the Review Committee recommends "as a primary goal that the biotic associations be maintained, or where necessary be created, as nearly as possible, in the condition which prevailed when the area was first visited by white men." To achieve this "it is necessary to manage the habitat,"

The objective should be, in the main, to obtain a forest of the long-lived species, such as the red pine, white pine and white spruce,



### Forest Management

2. The Committee recommends that therapeutic management and ground cover rehabilitation should be permitted anywhere in the BWCA where safety, sanitation, visitor health, or overuse makes these practices desirable or necessary.

Fire prevention and suppression programs should be continued and, where possible, improved to eliminate uncontrolled fires.

The Forest Service should be directed to make every effort to prevent and control insect and disease epidemics with a minimum of hazard to wildlife and vegetation and without contamination of air, land and water.

3. Timber harvesting as a crop is necessary in the management of the BWCA outside of the no-cut zone. The long range protection of the Area for recreational purposes requires that the large stands of over-aged timber which exist in many portions of the BWCA outside of the no-cut zone should be promptly harvested in a manner which will return the forest to a balanced timber age classification and provide the best example of multiple use forest management. However, harvesting methods must fit the recreational emphasis to which this Area has been dedicated and be consistent with and compatible to management of a primitive type recreation area. The road fill in Finn Lake is an example of the thoughtless destruction of the Area's aesthetic qualities which should never be tolerated. The present plan of management for this Area should be immediately revised to provide details of management and require methods of timber harvesting which will enhance and protect the area outside the no-cut zone as a primitive type recreation area.
4. A plan of management should be devised for the no-cut zone which will enhance and protect its primitive wilderness character. The intensive use of this zone for recreation purposes makes it imperative that the destruction of large portions of the zone by uncontrolled fire, disease and insect infestation be prevented.
5. In the timber management plan for the Superior National Forest prepared by the Forest Service, areas outside the no-cut zone have been reserved from timber cutting during the current ten-year plan period. Most of these areas were reserved on the basis that because of their proximity to canoe routes or difficulty of access, the dangers of damaging the primitive character of lakes and streams outweigh their current need for the timber involved.

The Committee believes that most of these reserved areas, and other areas similarly situated, totaling approximately 150,000 acres, should be made a permanent addition to the no-cut zone. This would provide permanent protection to many miles of prime canoe routes and to areas of old-growth white and red pine so desirable for a primitive recreation environment without harmful effect on the economy of the region. The exact boundaries of such a revised no-cut zone require careful study by the Forest Service, but the additions would be primarily in the following locations:

- a. An area around Shelf and Stump Lakes in what was formerly known as the Caribou Unit.
- b. An area extending east and south from Tuscarora Lake to the west end of Brule Lake, including Frost, Cherokee and the Temperance Lakes.
- c. An area extending along the Kawishiwi River, including Clear and Eskwagama Lakes, Lakes One, Two, Three and Four, Horseshoe, South Wilder and Pose Lakes; the Hope-Maniwaki Lake chain; Fishdance Lake, and a corridor extending from Malberg through Polly and Square Lakes to the BWCA boundary at Kawishiwi Lake.
- d. An area encompassing Wind Lake, Ella Hall Lake and Newton Lake, and the Four Mile Portage.
- e. An area encompassing the portage routes from Anglemorm Lake north to Crooked Lake and the Gun, Boot, Fourtown and Horse Lakes territory.
- f. An area from the Sioux River route to the Moose River route, extending from Pauness, Shell, Dogfish and Oyster Lakes, north toward Lac LaCroix.
- g. An area around Stewart Lake and the Dahlgren River; and a strip along the Loon River from Loon Lake to the west boundary of the Canoe Area.
- h. The remainder of the 150,000 acres are included in timber sale contracts where similar conditions exist. Examples include portions of the Finn Lake timber sale and a corridor along the portage route from Sawbill Lake to Cherokee Lake. Wherever possible under the terms of existing contracts and without disruption to the local economy, logging plans should be adjusted by the Forest Service to avoid these areas and add them to the no-cut zones.

6. There are other areas in the Superior National Forest, totaling approximately 22,000 acres, adjacent to the BWCA where similar management is extremely important to the objectives and principles of the Area itself. In two instances, the historic Voyageurs' Route along the Canadian border is involved. Others provide major access to the Area or include particularly scenic or historic features warranting special treatment and practices similar to that being accorded the BWCA. Foremost among these special areas include:
  - a. The McFarland Lake area extending along the Canadian border from Pigeon River through the Fowl Lakes and Moose Lake.
  - b. The South Lake, North Lake and Little Gunflint Lake area.
  - c. An area along the north side of the North Kawishiwi River extending from Pickerel Lake to Lake One.
  - d. An area encompassing the south end of Fourtown and Horse Lakes, and all of Tin Can Mike Lake.

It is recommended that such areas be given special recognition in multiple use plans and afforded the type of management that will protect their particular features and complement the management of the BWCA.

#### Recreational Use - Regulation and Management

7. An in-Service training program should be developed for the Forest Service employees. This program should emphasize the history of the BWCA and the importance of Forest Service decisions and actions in the development of the Area. The objectives of the revised plan of management should be covered in detail to insure that all employees understand their "host" responsibility to the visitor. This must include an understanding by such employees of the visitor's desire for and his appreciation of a primitive recreation area.
8. An information and education program for the BWCA should be developed by the Forest Service for all users and groups interested in the Area. This program should supply information and educational materials for public distribution and establish regular systems for communicating with interested groups and the news media.



9. To facilitate control of litter and sanitation problems, it is recommended that the Forest Service develop a list of materials which are not permitted to be taken into the BWCA and furnish such information to all outfitters and visitors. The carrying and use of firearms in the BWCA should be prohibited except during regular hunting seasons.
10. Because of overuse and serious abuse of portions of the BWCA, a system of visitor registration should be developed to facilitate the dispersion of use throughout the Area and provide a method of disseminating information needed for visitor protection and their wise use of the Area.
11. Planned programs of site management should be developed, particularly in areas of heavy use, to provide aesthetic vegetation regeneration and other restoration of overused areas.
12. Three zones covering all recreational uses by boats and canoes should be established:

The Large Motor Zone should include Basswood Lake, Newton Lake, and the Indian Sioux River route from the Echo Trail to Loon Lake; all waters which have road access from outside the Canoe Area; and those waters which border Canada excepting those abutting the Quetico Provincial Park and those in the Pigeon River drainage.

The Small Motor Zone should include those waters which are accessible by not more than one portage and those waters which border Canada from Lac LaCroix to Saganaga Lake. In this zone, motors under four horsepower OBC rating may be used.

The No-Motor Zone includes the remaining waters of the BWCA where use is limited to manually propelled boats and canoes.

13. Mechanized travel, including but not limited to motor vehicles, wheels, rollers, and all other form of mechanical transport for summer or winter travel, should be prohibited on all portages and other public lands in the BWCA at all times, except that mechanized portages should be permitted between Loon River and Loon Lake, between Loon Lake and Lac LaCroix, and between Vermilion Lake and Trout Lake.

The Prairie Portage should be closed immediately upon acquisition of remaining private rights.

The remaining private and State lands at the Four Mile Portage should be promptly acquired and immediate steps taken to correct the unsightly conditions which presently exist. Uses of this portage authorized by existing permits should be closely regulated, and when the remaining private holdings are acquired, it should be closed.

14. Houseboats and all other water craft equipped for overnight accommodations should be prohibited in the BWCA.

#### General Recommendations

15. The Minnesota Department of Conservation should retain responsibility for managing the wildlife and the Forest Service for managing wildlife habitat. The Committee recommends continued close co-ordination of the activities of the Department of Conservation and the Forest Service, so that the wilderness experience of visitors can be enriched.

It is recommended that Federal funds be made available to assist the Conservation Department with projects to improve fish and wildlife habitat, in cooperation with the Forest Service, such as, improvement of spawning areas, elimination or control of warm water fish in cold water lakes, development of new stream trout and splake fisheries, improvement of beaver habitat, and study of the desirability of reintroduction of caribou and marten.

It is recommended that payment of bounty on wolf be eliminated by the State and that wolf and bear be afforded protection.

16. The protection of the air, land and water from contamination, infection and pollution is essential. Particular attention should be paid to water quality programs and to general practices of cleanliness and sanitation. Research projects and studies pertaining thereto should be initiated and extended.

Sewage effluent now discharged to Shagawa Lake should be diverted to another area in cooperation with the Forest Service to provide greater protection to the BWCA; Federal funds should be made available to assist in early accomplishment of this goal.

17. Research should be given a high priority in the BWCA. A program of needs and priorities, correlating these needs to the capabilities of the local, private, State and Federal research groups, should be established by the Forest Service. In addition, a procedure should be established to evaluate the progress and implementation of the research results on a regular basis. To assure adequate primitive areas for research and study, representative land types should be set aside in their natural state and entry to them permitted only for scientific observation.

18. It is recommended that all pending applications for mineral prospecting permits pertaining to the BWCA be reviewed and that action be taken to withdraw consent where previously given. It is recommended that the Secretary of Agriculture withhold consent on all present and future applications.

The Committee supports the 1954 statement by former Forest Service Chief McArdle that mining not be allowed in the BWCA except in a national need and emergency. Full mineral development should be continued on the portion of the Superior National Forest outside the BWCA.

19. The remaining private, State, and county lands, particularly desirable lakeshore sites, and private mineral rights within the BWCA should be acquired as soon as possible. The Committee recommends an appraisal of land and a review every five years of the Federal formula for reimbursement to the counties. These appraisals should be made in cooperation with the counties.
20. The success of the entire program for the BWCA depends upon the availability of funds needed for the proposals recommended in this report. Present financing is inadequate to properly carry out the program. Special Federal financing for this important work is essential. It is recommended that additional personnel and funds to carry out this program to preserve and enhance the BWCA be made available without delay.
21. Whenever important proposed changes in the management policies for the BWCA are under consideration, the Forest Service should appoint an ad hoc committee of advisors or consultants to evaluate the proposed changes prior to their final adoption. Sufficient notice of such changes of policy should be given to permit necessary adjustments whenever the economy of the surrounding communities may be affected.
22. Every effort should be made to continue the favorable working relationships which have long existed between Canada and the United States and their political subdivisions.
23. The President's Quetico-Superior Committee has made an outstanding contribution to the establishment and development of the BWCA and should be continued.
24. The airspace reservation now in effect should be continued.
25. Periodically, as circumstances and conditions may determine, but at least every ten years, the Secretary of Agriculture should appoint a committee to make a general review of the management policies of the Boundary Waters Canoe Area.

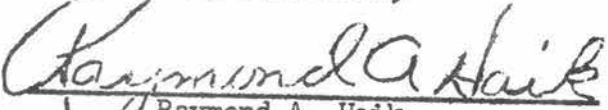


In accordance with your directive, the Review Committee has given special attention to the region designated as the Crane Lake-Namakan Lake Area, which is the present western edge of the Superior National Forest and beyond the Boundary Waters Canoe Area. The members of the Committee have flown over the region repeatedly, traveled by boat the full length of the lakes involved, and checked by boat and on foot the western shorelines of Crane, Sand Point, and Namakan Lakes. This area of approximately 35,000 acres, lying north of Crane Lake, east and north of Johnson Lake and north of Little Johnson Lake, should receive special management to protect and enhance its scenic values. It has the potential to provide a semi-wilderness type recreation, water-oriented and aimed toward access by water craft, including motor boats.

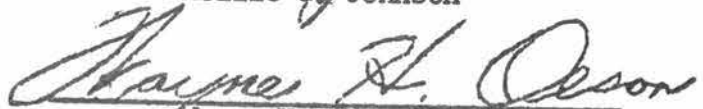
As guidelines in developing a plan for such management and in carrying out the policy, we recommend the following:

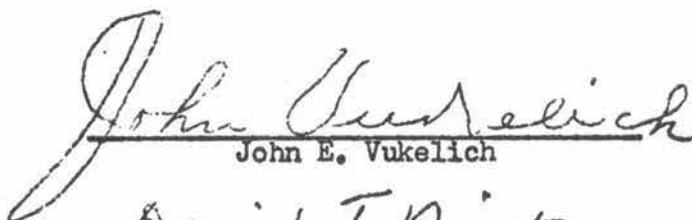
1. The area not be included in the BWCA.
2. Inholdings of lakeshore lands are not to be included in a general land purchase program. However, this should not preclude acquisition by the Government of key tracts needed for public purposes and for which acquisition funds may be available.
3. The area reserved from logging in the current timber management plan be continued in no-cut status for at least a full decade.
4. Federal lands within the Area, particularly lakeshore lands, be managed to maintain and to enhance long range scenic values. This management may include the use of fire, prescribed cutting, planting, and other cultural treatment.
5. No public roads be constructed within the Area.
6. The border lakes should be open to boating without restriction.

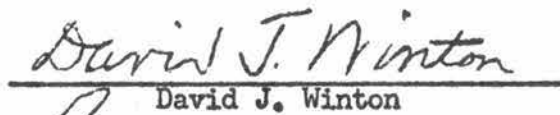
Respectfully submitted,

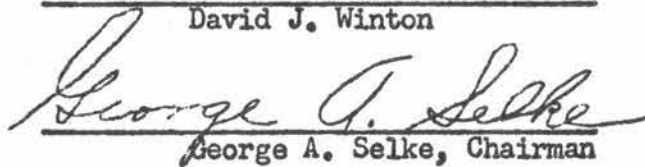
  
Raymond A. Haik

  
Rollie G. Johnson

  
Wayne H. Olson

  
John E. Vukelich

  
David J. Winton

  
George A. Selke, Chairman

BOUNDARY WATERS CANOE AREA REVIEW COMMITTEE

## HISTORY

Every presentation of consequence dealing with the Boundary Waters Canoe Area of the Superior National Forest should include at least a summary, however brief, of the history pertinent to the triangle which lies south of the Pigeon and Rainy Rivers and extends southward toward Lake Superior. It is frequently referred to as the Minnesota Arrowhead Country, a rather indefinite geographical designation. Such information gives background and perspective so necessary in the consideration of future planning.

Only fleeting reference need be made about the Indians who lived in the region when the white man first arrived. The early explorers of the 17th century found the Sioux Indians in possession of the area, with the Chippewas contesting their right to hold it. By the middle of the 18th century, the Chippewa Indians had driven the Sioux to the south and the west and had assumed occupancy of the region. The change in control, however, altered its conditions but little.

Next came the white fur traders, the voyageurs, or coureur de bois, with their scattered posts and forts along the border. During the open-water season they used the canoe and bateau for travel and the transportation of furs and supplies. When the snows were deep, they tended their trap lines on snowshoes. Theirs was usually a life of vigorous activity.

At the close of the French and Indian War in 1765, the jurisdiction of Canada was changed from the French to the British, but bitter contentions continued to exist between competitive fur companies. The heavy pressures on the furbearers during the first thirty or forty years of the 19th century so depleted the population of furbearing animals that the major companies were forced to operate farther west in areas which had not been exploited. The traders left their landmarks--the abandoned forts and trading posts, as well as numerous half-breeds--as evidence of earlier occupation. As they traveled over the numerous lakes and rivers, they found convenient waterways and connecting portages. Little did they realize that these canoe routes would one day constitute a national issue.

When the thirteen colonies became the United States of America and the Treaty of Paris established the Mississippi as the western boundary of the country, the Americans contended with the English for the boundary fur trade. The problems arising were not settled until the consummation of the Webster-Ashburton Treaty in 1842, when a definite boundary line was established between Minnesota and Canada.

With the signing of the Treaty of LaPointe in 1854 with the Chippewas of Lake Superior, much of eastern Minnesota was thrown open to white man's exploration and development. The



mineral prospectors were the first to rush in, and they searched up and down the border. There were several gold rushes which proved ephemeral, such as that at Lake Vermilion in 1865-66. The brief enthusiasm produced no appreciable amount of gold. More important, however, was the discovery of iron ore on the Vermilion Range. Mines were developed at Soudan and Ely in the late 1880's and the early 1890's. This was followed almost immediately by the location of extensive and rich deposits of hematite on the Mesaba Range. By the opening of the 20th century, the region was dotted by a number of thriving communities and numerous shaft and open-pit iron mines.

Contrary to popular belief, the Boundary Waters Canoe Area was not one of primeval forests and untouched wilderness, and has not been a continuous virgin timber country for many decades. By the time of World War I, much of the land had either been burned away or cutover, with the result that a great part of the forest growth consisted of jack pine, spruce, balsam and aspen rather than red and white pine and white spruce. There is definite evidence that fires were common in the area over the past several centuries. Even the Indians carried on burning programs to create conditions which would be favorable for increased production of blueberries, long a choice native crop.

It is difficult to piece together any reliable information because of the lack of early records. On page 9 of Rainy River Country, by Grace Lee Nute, we find the following statement:

"Forest fires were destructive and hazardous then as now. The second of three Jesuit priests to serve as a missionary at Fort St. Charles (on a small island in Lake of the Woods--built by LaVeren Drye in 1732), Father Jean Pierre Aulneau, wrote to his relative in France that in 1735 he 'journeyed nearly all the way' from Lake Superior to Lake of the Woods 'through fire and a thick stifling smoke', which prevented him from 'even once catching a glimpse of the sun'."

Whether these early fires were caused by the action of Indians, explorers, traders, or the result of electrical storms will perhaps never be known. The fact remains that increasing information is being discovered which indicates the extensive fires of the distant past. It may be that ultimately research will be able to piece together an accurate account.

A detailed history of the movement to establish federal and state forests, forest reserves and parks in northern Minnesota has never been written. The first successful effort of preserving a part of northern Minnesota was achieved by Jacob V. Brower, of St. Cloud, and aided by the members of the State

Historical Society. He spearheaded the movement which induced the Minnesota Legislature of 1891 to establish the Itasca State Park, to which a federal land grant contributed 7,000 acres as the nucleus. In 1895, a former St. Cloud resident, General Christopher C. Andrews, the first Chief Fire Warden of Minnesota and later its Forestry Commissioner, pertinaciously espoused the cause of preserving various segments of Minnesota's forests for posterity. With the help of some Twin Cities citizens, he began a public educational campaign in the interest of a forest reserve for the Upper Mississippi. In 1902, their efforts bore fruit in the creation of a 200,000-acre forest reserve in the vicinity of Lake Winnibigoshish, which later became the nucleus of the Chippewa National Forest.

A few years later, General Andrews' zeal was transferred to the Arrowhead Country, where he sought lands which would be permanently dedicated to forestry. The Legislature of Minnesota, elected by the State's overwhelming farm population, did not give favorable consideration to his proposals. He then turned to the Federal Government and was rewarded with success. On June 30, 1902, the Commissioner of the General Land Office withdrew 500,000 acres of forest in Lake and Cook Counties from entry. A second withdrawal dated August 18, 1905, covered approximately 141,000 acres. The third withdrawal dated April 22, 1908, covered approximately 518,700 acres.

Following the third withdrawal, steps were taken by the Secretary of Agriculture to have the area officially designated as the Superior National Forest. This was formally approved by Proclamation No. 848 by President Theodore Roosevelt on February 13, 1909, and covered an area of approximately 1,018,638 acres. It should be noted that the proclaimed area of the Superior National Forest was 137,000 acres less than the acreage listed in the three withdrawals. The lands outside of the proclaimed boundaries were formally released from the temporary withdrawal under date of September 22, 1909.

The original Proclamation No. 848 of February 13, 1909, set aside three separate areas as constituting the forest because these areas were those in which the least amount of land had been alienated. The first included the southern shore of Lake Saganaga and a large area to the south; the second included a long narrow strip from Lac LaCroix to the western edge of Basswood Lake; the third and largest consisted of a large block in the east central portion of the present Forest. Conspicuously absent from this Forest was the strip of border country from Basswood to Saganaga Lake, which contains some of the choicest portions of the present Boundary Waters Canoe Area. It was not to become a part of the Forest until 1936. This area, which was largely alienated, generated many of the problems of management, some of which are still not solved. It is important that the ownership situation, and particularly how the Forest was put

together, be understood if one is to comprehend some of the later points of controversy and difficulties of management.

After its establishment, little was heard about the Superior National Forest for the period 1909 to about 1920. The three most important events which occurred during that period may be briefly described as follows: The first was the passage of the Weeks Act on March 1, 1911. This made it possible to concentrate ownership in the proclaimed areas and made it possible for other areas to be proclaimed. The most important area of this nature was the border country lying between Basswood and Saganaga Lakes. The second important event was the first expansion of the Superior National Forest accomplished by Presidential Proclamation No. 1215 in 1912. This added about 380,000 acres to the Forest. The third important development was the influx of recreation visitors to the national forests, and especially to the border lake country. This followed immediately after World War I. Apparently, the rigorous training required by the Armed Forces had emphasized the need for periods of relaxation and had stimulated interest in outdoor life. At the same time, automobile transportation and the development of highway systems provided greater mobility for many of our people. It is interesting to note that for the year 1919 the total number of visitors to the Superior National Forest was estimated to be 12,750. Even for that relatively small group there were limited accommodations.

The two decades following 1920 constitute a story of successive controversies. At times the contentions were extremely bitter.

The increased interest in travel, and especially outdoor recreation, resulted in a great influx of people to the national forests of the entire country. It was then that the devotee of recreation came in conflict with those who are interested in the production of timber and the development of hydro-power. At that time, little consideration was given to develop plans for the public use of forests. There were neither precedents nor policies upon which to base programs for the recreationists.

The first attempt to indicate and to develop guiding principles was made in 1919 when Arthur H. Carhart was employed as a landscape architect for the Forest Service. His appointment meant (1) recognition of the necessity of recreation planning in the national forests, (2) production of the first plan of management of what was later to become the Boundary Waters Canoe Area of the Superior National Forest, and (3) the first actual studied application of protected wilderness as an integral part of national forest management.

The following paragraph is basic to Mr. Carhart's general thought:



"It is evident, if Minnesota wishes to retain the scenic beauty which is hers, there must be some immediate action toward general preservation of good timber stands bordering lakes and streams. This does not mean that cutting shall be excluded from these locations but that the aesthetic qualities shall, where of high merit, take precedence over the commercialization of such timber stands."

In his final report as a member of the Forest Service, he reiterated in more specific terms the same idea:

"I again state that this area can be developed as a timber-producing agent, as a commercial factor, if proper consideration is given the timber stands on shorelines, but in particular points, such as Saganaga, Sea Gull, Otter Track, Little Saganaga, Insula, Alice, LaCroix, and similar lakes, the scenic and recreational values are so precious to the nation that, so far as the lake unit itself is concerned, they should take precedence over all other possible uses of the lakes."

At the conclusion of 1922, Mr. Carhart resigned from his position with the comment, "The recreation work needs more funds and organization to work with in order to approach the needed recreation progress." This statement is as true today as it was then.

A more complete point of view was expressed in 1921 in a resolution adopted by the Superior National Forest Recreation Association:

"Be it resolved to recommend to the Secretary of Agriculture and the United States Forest Service that a more thorough study be made of the Superior National Forest, which will take into account every possible feature of development, economic, recreational, scenic and aesthetic, with a view that its final development will give the highest possible service to all the people of the United States."

In 1927, President Calvin Coolidge issued Proclamation No. 1800, the third proclamation enlarging the Superior National Forest, which added approximately 360,000 acres to the Superior National Forest. During the succeeding years, considerable public support developed for the preservation of the scenic values of the area. Public hearings were held and as a result, in 1926, Secretary of Agriculture Jardine issued the first policy statement for the

so-called primitive area, the main provisions of which included:

1. To retain as much wilderness as possible associated with the land having recreational opportunities.
2. To build no roads where the Forest Service exerts control.
3. Recreational developments will not be permitted.
4. To build simple campground facilities as may be needed to prevent escape of fire or protect sanitary conditions.
5. To utilize the timber produced under careful methods of cutting that insure a continuous timber supply with the preservation of natural scenery along lake-shores, adjacent to campgrounds and similar areas.

Within a year, the Forest Service developed a recreational plan for the Canoe Area in accordance with the Jardine policy.

As a result of the water power threat and by public demand, the Shipstead-Newton-Nolan Act was passed in 1930.

The events leading to the passage of this Act are a fascinating story in itself; the untiring devotion of a few to a cause--often against great odds. However, after a long fight at the close of the 1930 Session of Congress, the Law was passed. The Act's main provisions were:

1. To apply to all lands of the United States within the area.
2. That all public lands were withdrawn from entry.
3. To conserve the natural beauty of shorelines for recreational use in an area which is now used or will be used for boat or canoe travel.
4. That there be no logging within 400 feet of natural shorelines, except for practical reasons.
5. That there be no further alteration of the natural water levels, except by special Act of Congress.

In 1933, the State of Minnesota passed similar legislation to protect State-owned shorelines within the same area. In 1934, President Roosevelt created by Executive Order the Quetico-Superior Committee whose purpose was to consult and advise with the several Federal Departments and agencies operating in the

Superior area and with the State of Minnesota. The Committee has been extended by succeeding Presidents.

The minutes of meetings reflect that all major phases of management of the Boundary Waters Canoe Area have been discussed and mutually agreed to by the Committee and the Forest Service.

The next circumstance involves the name of the area of which there has been much misunderstanding--largely one of definition.

Originally, it was called a wilderness Area. The name was then changed to "Primitive Area" and "Roadless Primitive Area." Nomenclature for various standards of recreation areas was lacking at that time.

The name "Roadless" Area was selected by Mr. Robert Marshall in 1938, one of the early wilderness authorities, and, at that time, in charge of Recreation in the Forest Service,

In 1958, the present name, Boundary Waters Canoe Area, was selected as being more representative of the area and more realistic due to the presence of timber harvesting roads in some areas.

In 1938, the area then known as the Superior Roadless Primitive Area was established under the Secretary of Agriculture's Reg. L-20, which is now known as Reg. U-3.

In 1938, revised management plans were made. These plans were a rededication and strengthening of the policies as approved for the original Wilderness Area. Quoting from the plan:

"It is the intent of this plan to supply the facts essential to rededication of the present Superior Roadless Area without changing the basic policy approved for the original "Wilderness Area." The purpose of this classification of the Forest as taken from the National Forest Manual, is as follows:

To prevent the unnecessary elimination or impairment of unique natural values, and to conserve, so far as controlling economic considerations will permit, the opportunity to the public to observe the conditions which existed in the pioneer phases of the Nation's development, and to engage in the forms of outdoor recreation characteristic of that period; thus aiding to preserve national traditions, ideals, and characteristics, and promoting a truer understanding of historical phases of national progress.



Controlling economic factors include those which require for industrial purposes a use of the timber and mineral resources. This use will be prosecuted in complete compliance with the restrictions of the Shipstead-Newton-Nolan Law, and under a sustained yield cutting practice, for the timber. The mineral policy must be worked out separately as the need develops."

While names have changed, the fundamental policies of management have not changed.

From the early 1920's, one of the major detracting factors to establishing an area of wilderness environment was the mixed landownership.

With the passage of the Weeks Act in 1911, making acquisition possible, the Superior National Forest was, through a series of extensions in 1930-33-35-36, increased to its present size. This made it possible to increase the Boundary Waters Canoe Area to its present area of one million acres.

In the late 1940's, it became apparent that if the objectives were to be reached, the remaining resorts and summer homes must be acquired. Again, groups and individuals interested in the area pressed for enactment of the Thye-Blatnik Bill, which became Public Law 733 in 1948. This Act authorized and directed the Forest Service to acquire lands within an area covering about two-thirds of the Boundary Waters Canoe Area. It carried an authorization of \$500,000, which was subsequently appropriated by Congress.

In 1956, the area was extended by Public Law 607 to cover all of the Boundary Waters Canoe Area and the authorization increased to \$2,500,000. In 1961, an additional authorization of \$2,000,000 was made available, making a total authorization of 4-1/2 million dollars, all of which has been appropriated by Congress. The Forest Service was also authorized to employ the right of eminent domain on tracts that could not otherwise be acquired.

In 1948, considerable progress had been made in the acquisition of the unimproved lands. Action has been started to acquire all remaining improved private land through direct purchase or condemnation, and all unimproved private land, through purchase or exchange.

In 1949, President Truman issued an Executive Order establishing an airspace reservation over the Boundary Waters Canoe Area. Briefly, this order restricted flying below 4,000 feet above sea level except in emergencies or for safety reasons and became effective in 1951. Violations occurred and injunctions against operators were granted.

Since the first case was started on the air ban in 1952, the Government has had one or more cases pending in the Federal Courts at all times, either as a result of the air ban, trespass over old railroad grades or roads and trails, and even the start of a jeep road into one of the border lakes. Injunctions have been obtained in all cases.

The Forest Service has also been involved in one damage suit in which several resort operators joined, claiming damages of loss of business due to restrictions imposed by the air ban. Awards were granted to two operators.

At the present time, there are several trespass cases pending, as well as condemnation actions, in which the values as placed on the properties by the Forest Service have been referred to the Courts for review.

Getting the job done--during this 38 years of special management--has taken the imagination, initiative, and tenacity of many, many public spirited citizens and groups, a great amount of bold and forthright action by legislative and administrative leaders and political bodies at Federal and State levels. To this dynamic body must be included the exciting experiences and the trials, tribulations and frustrations of those charged with getting the job done on the ground.

In total, therefore, a tremendous amount of inspiration and energy has been expended to bring to all of us in 1964 an extensive outdoor sylvan, lake and waterway stage reconstructed from a populated, logged, and largely burned-over extraordinarily sensitive country.

## FOREST MANAGEMENT

The single most important phase of forest management is the manipulation of forest cover. This cover manipulation must involve some degree of timber harvesting, whether it be commercial or non-commercial.

All trees eventually reach maturity and become subject to the ravages of insects and disease--the forerunner of future fire hazards. To date, an effective method of restoring such stands to new vigor without cutting has not been fully devised. However, preliminary experimental work on other methods, such as burning, has been initiated. The alternative is judicious cutting for commercial use before losses due to overmaturity render timber economically inoperable. Past efforts in regenerating cutover stands have been effective.

The trees in the Boundary Waters Canoe Area simply will not continue to grow forever. Seventy percent of the stands are now mature and overmature. In order to provide for timber in the future, the decision to manage or not to manage must be made now. Actually, it seems that the pertinent question resolves itself into whether we want a wilderness of brush or a wilderness of timber. It is an established fact that when timber stands get old, they die. During this deterioration, the land occupied by the timber is taken over by brush, scattered balsam, paper birch or aspen.

The jack pine type is the timber species most in demand in the BWCA management zone. Although the area of jack pine (98,930 acres) is smaller than that of aspen (111,410 acres), the volume is greater. The bulk of the jack pine stands are mature or overmature. Jack pine is generally considered mature at about 60 years. Usable timber volume declines after this point. About 70 percent of the jack pine in the BWCA extensive management zone is over 58 years old and, in many cases, is showing signs of deterioration.

The only uncommitted jack pine volume of any size in Minnesota is in the three Arrowhead counties. In all the Minnesota counties, excepting St. Louis, Lake and Cook, the balance of desirable cut with actual cut is close, and the overall harvest is in balance with present allowable cut recommendations. If the jack pine in the BWCA were to be withheld, the substitute cut would have to come from the same counties or from out of state. The BWCA is a vital part of the State's 14,000,000-acre "woodshed".

Allowable cut for all species must be considered from the standpoint of markets. When full utilization of all species is possible, wood use approaches the allowable cut. Pulp operations in the BWCA furnish wood not only for local and neighboring Wisconsin mills, but make possible the full use of other products such as sawlogs, bolts, veneer, poles and piling. Sawmills in the Ely, Grand Marais and Two Harbors area are dependent to a considerable



degree on these secondary products. Curtailment of logging in the BWCA would serve to discourage expansion of established industries or location of new industry in these or other sections of Minnesota. Payrolls and growth in the timber industry are completely dependent on availability of wood at favorable costs.

Present Minnesota paper mill needs are predominantly for long fibered wood, such as jack pine and spruce. The attached tabulation indicates the importance of such wood to the local economy. One-third of the possible timber supply<sup>1</sup> of long fiber species which will be available during the next decade is now within the BWCA. If this Area were withdrawn from cutting, a major portion of volume that might attract new industry to towns in and adjacent to the Superior National Forest would be lost. The existence of wood supplies in other sections of the State or nation is indeed small consolation for an economically depressed area where people are in need of jobs, such as at Ely, Grand Marais, Two Harbors, and other communities.

The growth of the pulp and paper industry in Minnesota has been impressive. Forest products values rose in the 20-year period from 1944-64 from 70 million dollars to 256 million dollars. There are nine pulp and paper companies and twelve conversion mills in the State. These mills employ over 9,000 full-time employees, with a payroll and fringe benefits totaling \$62,294,827.<sup>2</sup> In addition, there are approximately 11,600 men working full or part-time as pulpwood suppliers. These statistics are impressive in an area of chronic unemployment. The harvesting of pulpwood and manufacture of secondary products provides the major employment in Cook County. Transfer of the BWCA timber to a no-cut status would seriously jeopardize the economy. Available wood in the intensive zone could not support the present rate of cutting and employment in Cook County.

Unless this resource is harvested on a planned rotation, it will eventually be lost both as a recreation asset and as an industrial raw material. Still more important is to assure replacement of timber as good or better for the future. An unmanaged deteriorating stand does not provide this assurance. Continued maintenance of desirable food and cover for wildlife is frequently

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1.

Northeastern Minnesota includes counties of Cook, Lake, St. Louis, Carlton and Pine

2.

Forest Industries Information Committee, 516 Lyceum Building, Duluth, Minnesota

dependent on periodic forest disturbance such as logging and fire. The former is certainly to be preferred to the latter. It creates employment and family income rather than desolation.

Proper planning and administration of the timber harvesting program within the BWCA should first and foremost consider the long term effects on the Area as a wilderness type recreation zone as accepted by most people. To accomplish this will require increased efforts in the following phases of forest management:

1. Prompt regeneration based on examination of site.
2. Primary consideration to areas of recreational importance within the framework of multiple use objectives.
3. Restriction to winter logging of critical wilderness environments.
4. Use of wood materials in the construction of water crossings wherever practicable. Land fills and bridge approaches should be held to an absolute minimum.
5. Application of the most acceptable logging practices.
6. Restoration as promptly as possible to natural conditions.

Supply of Principal Timber Species in Northeastern Minnesota <sup>1/</sup>

<u>Species</u>	<u>Desirable cut 1962-71</u>	<u>Actual cut 1960</u>	<u>Supply for expan- sion</u>	<u>BWCA desirable cut 2/</u>	<u>Supply for expansion without BWCA</u>
Thousand Cords					
Jack Pine	270	145	125	70	55
Spruce	186	138	48	43	5
Balsam Fir	197	57	140	9	131
Sub-total	653	340	313	122	191
Aspen	722	185	537	48	490
Total	1,375	525	850	170	681

Source: Timber Resources of Minnesota, Lake Superior Unit, 1962.  
Summary made by Lake States Forest Experiment Station.

<sup>1/</sup> Northeastern Minnesota includes counties of Cook, Lake, St. Louis, Carlton, and Pine.

<sup>2/</sup> Superior National Forest Management Plan



## MINING

Northeastern Minnesota--frequently referred to as the Arrowhead Country, a rather undefined area--has long been known as a highly mineralized region. As early as the middle of the 19th century, iron ore was discovered at Gunflint Lake, and a few years later copper-bearing samples were reported from rock formations from several north shore streams. In the 1860's, possibilities of gold were announced and the actual discovery of iron at Lake Vermilion was publicized by H. H. Eames, State Geologist. Iron mining at Soudan and Ely on the Vermilion Range and at many locations on the Mesaba was under active operation several decades prior to the proposals that the area now included in the present Quetico Provincial Park and the Boundary Waters Canoe Area should be set aside permanently for canoeing and boating recreation as its major objective.

From the time of the early recognition of the outdoor potential of the Superior National Forest, concern has been expressed on the part of those interested in the preservation and development of the region for recreational purposes that the discovery of rich mineral deposits and the development of mining might ruin much of this very beautiful forest and lake country. The constant fear is that the mining industry tends to remove the minerals and then leave unsightly ghost communities, ugly overburden dumps, uncontained settling basins, and oil and acid tailing deposits which constitute an enduring eyesore. Unfortunately, this has been the case too often and continued long after better mining methods could and should have prevented unnecessary despoliation. Even under such circumstances, it certainly is impossible to predict what might happen if mineral deposits of the richness of those at Coeur d'Alene, Butte, and the recently discovered area at Timmons, Ontario, would be discovered in the Boundary Waters Canoe Area and if mining on an extended scale should be developed.

The mining in parts of Europe has set some wholesome precedents in the effort to maintain and enhance attractiveness and beauty through carefully co-ordinated planning and management. In this country, too, enlightened attitudes are being increasingly developed by more and more mining companies.

Despite the adverse comments that have been made regarding mining as an industry that deals with non-renewable resources and leaves despoiled environments, the importance of and the need for minerals must be fully recognized and honestly admitted.

Today's civilization is requiring more minerals per capita, especially the metalliferous, each succeeding decade. The first and last paragraphs of the Introduction to Mineral Resources, A Report to the Committee on Natural Resources, National Research Council, gives an excellent statement of the importance of minerals in our present industrial civilization.

"Mineral substances and materials derived from them, whether in the form of fuels, construction materials, metals for fabrication, tools, chemicals, or fertilizers, are the foundation of our technological civilization. The industrial revolution, which brought on the most dramatic cultural changes in man's history, was due in large measure to the mastering of energy and mineral resources. The world is still moving from an agrarian and a craft economy into a new form of society in which industry is the driving force in the attainment of an unprecedented high level of national and individual well-being. Today's industrial civilization depends upon the continued availability of mineral raw materials."

"Minerals and metals are woven into every pattern of man's past and present industrial effort. It is safe to predict that they will be no less important in the future."

The above quotations indicate very directly and most succinctly how essential minerals are in the production of the wide range of materials needed by modern society to satisfy the wants of people. The countries which do not possess and cannot acquire the necessary minerals, metalliferous and nonmetallic, including the fuels, are indeed handicapped in competition with those that do possess or can acquire them.

The future security and prosperity of the United States and its people is definitely based upon the availability of the various important and strategic minerals.

The recent Congress obviously realized the situation, and for that reason provided for a nineteen-year period for exploration in the lands set aside as wilderness areas under the Wilderness Act, S. 4, which was approved on September 3, 1964. Section 4, subsection d, paragraphs 2 and 3, explicitly specify the regulations under which the mining industry may carry on its operations.

One of the difficult situations regarding the development and enforcement of a policy for the Boundary Waters Canoe Area is the fact that ownership within the Boundary Waters Canoe Area

is Federal, state, county and private. Of the more than a million acres in the Boundary Waters Canoe Area, over one hundred thousand belong to the State of Minnesota and over fourteen thousand to the counties. This makes well over ten percent that is not directly under Forest Service management. The land under the different ownerships falls into varying patterns of administration. Even the federal lands fall into several different categories.

There are two main types of national forest lands within the Boundary Waters Canoe Area. The first type is lands which have been reserved from the public domain for national forest purposes or lands which have been acquired in exchange for public domain lands or timber thereon. The second type is acquired lands; that is, they have been obtained for national forest purposes by purchase, exchange or donation.

What might be considered as the first general Federal Mining Law was passed in 1866. The three Lake States--Minnesota, Michigan and Wisconsin--were excepted from this law when withdrawn from the states and territories to which it applied by the passage of Revised Statute 2345, 30 U.S.C. 48, on May 10, 1872. Since then, Minnesota has not been one of the so-called public domain states. Therefore, the general mining laws which authorize location, entry and patent of mineral-bearing lands in, or reserved from, the public domain are not operative. However, the Act of June 30, 1950 (64 Stat. 311; 16 U.S.C. 508b), provides for mining on lands reserved from the public domain for national forests in Minnesota. Federal permits and leases are issued by the Department of the Interior under this authority, but as provided in the Act, only with the consent of the Secretary of Agriculture.

Authority to permit mining on acquired lands within national forests (including Minnesota) stems from the Act of March 4, 1917 (39 Stat. 1150; 16 U.S.C. 520). Federal permits and leases are issued under this authority by the Department of the Interior. The President's Reorganization Plan No. 3 of 1946 (60 Stat. 1097; 5 U.S.C. 1336-16) provides that consent of the Secretary of Agriculture must be obtained before leases or permits can be issued on acquired lands.

About one-third of the national forest lands within the Boundary Waters Canoe Area are encumbered by outstanding mineral rights. The largest block of encumbered lands are within a triangular area which lies north of Township 63 North and which is bounded on the east by the Lake-Cook Counties line and on the north and west by the International Boundary. Before acquisition for national forest purposes, most of the lands in the triangular area were in private ownership. Almost without exception,



the mineral title had long been separated from the surface title at the time of Federal acquisition of these lands. The title to minerals invariably carried with it the right of access, together with the rights to mine, remove and process the minerals in the usual and customary manner. Consequently, the potential for ultimate industrial and mining developments within the Boundary Waters Canoe Area exists.

What is the likelihood that operable mineral deposits will be found? This is very difficult to answer because not much is known about the mineral potentialities of the Boundary Waters Canoe Area. Its remoteness, lack of transportation facilities, and extensive bedrock cover have all operated to hold down exploration and development of mineral deposits. Broadly speaking, from a geologic standpoint, there are areas or zones which are attractive within which to look for mineral deposits. One of these is the contact of the base of the Duluth Gabbro Complex with the metamorphic rocks within which the gabbro has intruded. So far, vanadium-bearing titaniferous magnetite (iron oxide) deposits have been found in small irregular bodies within the gabbro for a distance of about 65 miles between Gabbro Lake on the south and the east end of the Boundary Waters Canoe Area. Also along the gabbro contact, near Birch Lake, copper-nickel deposits have been found of such size and grade as to excite the interest of major mining companies. After an exploration flurry about ten years ago, interest slackened, but the mining companies involved have maintained their rental payments on Federal prospecting permits, and lately, renewed interest has been shown in this area. Cobalt-bearing rocks adjacent to the gabbro contact are known to exist near Loon Lake.

To the north of the Duluth Gabbro Complex, in the triangular area described as containing outstanding mineral rights, east of Knife Lake, base metal sulfide minerals have been recently discovered.

It appears that none of the finds to date are of sufficient size and grade as to be operable under present conditions. There remains, however, the possibility that mineable deposits will be found, especially as new techniques of exploration are developed.

It is over a decade ago that the policy regarding mining in the Superior National Forest was announced. On March 10, 1954, Richard E. McArdle, then Chief of the United States Forest Service, announced the following statement of policy:

The exceptional recreational value of those portions of the Superior National Forest comprising the partially overlapping Shipstead-Nolan Area, the Thye-Blatnik Area, the Quetico-Superior Area, and the Superior Roadless Areas, has been recognized by the Congress, the President, and by the Department of Agriculture.

It is incumbent upon us to preserve and protect those unique recreational values. Other uses or activities which would impair or destroy those recreational values will be permitted only if it is shown conclusively that it is in the long-term public interest to do so.

The following policy will govern the prospecting for and development of mineral resources in this section of the Superior National Forest:

1. When it is apparent that mineral values are of such great public importance that the need for them cannot be ignored in the public interest, despite the fact that their development will impair, at least to some extent, the superlative recreation values of the Quetico-Superior country, consent may be given to mineral leases on lands outside of the Superior Roadless Areas, subject to such land-protective restrictions as are reasonable and practicable to protect recreation and other values as much as possible.
2. Mineral leases inside the Roadless Areas will not be approved unless or until production of minerals outside of the Roadless Areas indicates beyond doubt that it is in the public interest to permit development of minerals inside the Roadless Areas.
3. Prospecting permits inside the Roadless Areas may be approved, but not inside the "no-cut" portion, subject to special land-protective stipulations and the right of the United States later to decide whether development of minerals is in the public interest.
4. Prospecting permits will not be approved, at present, in the "no-cut" portion of the Roadless Areas. If and when minerals are developed outside the Roadless Areas, this position will be reconsidered.
5. Such steps as are proper and feasible to protect the public recreational values will be taken if mineral development on private lands or on privately-owned mineral rights threatens the interests of the United States inside the Roadless Areas.

There is no question about the high priority for recreational purposes--especially canoeing, boating and camping--which has been assigned over the past forty years to the Boundary Waters Canoe Area. The numerous Federal laws Congress has passed pertaining to the Area and the appropriations it has provided to acquire private inholdings, the several decisions of the Federal Courts in protection of the Area, the Presidential airspace reservation, and the creation of the President's Quetico-Superior Committee, are ample evidence that all three branches of the Federal Government have given strong support to the establishment and continuance of the Boundary Waters Canoe Area.

For these reasons, the Review Committee feels duty-bound to recommend that the Secretary of Agriculture request the Secretary of the Interior to deny the granting of permits for mining activity in the Boundary Waters Canoe Area until public need or national emergency creates conditions which require consideration of favorable action to the opening of the Area for mineral exploration and development.



STATE OF MINNESOTA  
DEPARTMENT OF CONSERVATION  
DIVISION OF LANDS AND MINERALS

SUMMARY OF AVAILABLE INFORMATION ON THE  
MINERAL POTENTIAL OF THE BOUNDARY WATERS CANOE AREA

July 1, 1964

Geologic rock bodies which underlie the Boundary Waters Canoe Area are as follows:

- |            |     |                                   |   |                           |
|------------|-----|-----------------------------------|---|---------------------------|
| (Youngest) | (9) | Duluth Gabbro                     | ) |                           |
|            | (8) | North Shore Volcanic Group        | ) | Keweenawan Age            |
|            | (7) | Rove (Virginia) Slate             | ) |                           |
|            | (6) | Gunflint (Biwabik) Iron-Formation | ) | Animikie-<br>Huronian Age |
|            | (5) | Vermilion Granite                 | ) |                           |
|            | (4) | Giants Range Granite              | ) | Algoman Age               |
|            | (3) | Knife Lake Group                  | - | Timiskamian Age           |
|            | (2) | Saganaga Granite                  | - | Laurentian Age            |
| (Oldest)   | (1) | Ely Greenstone                    | - | Keewatin Age              |

The following is a brief summary of (a) known mineral occurrences within the above rock bodies and within the Canoe Area, (b) mineral deposits of established economic value within these rock bodies in areas peripheral to the Canoe Area, and (c) possibilities for discovery of economic mineral deposits within the Canoe Area. It should perhaps be noted at the outset that the mineral potential of a rock body bears no relation to the size of the area it underlies. In other words, if a rock body has wide distribution in northeastern Minnesota, it is entirely possible that all mineral wealth within the body could be located within a very restricted area. Only thorough geologic study can determine ore deposits within given rock bodies. In the remarks that follow mineral potential is evaluated only on the basis of known geologic criteria.

(1) Ely Greenstone. Gold has been found on Saganaga Lake about two miles north of the Canoe Area and Gruner (1941, p. 1618) notes that geologic structures favorable for metallic minerals occur throughout the Greenstone south of Knife Lake in the Canoe Area. A gold belt of major importance stretches through southwestern Ontario from a point on Rainy Lake, 28 miles north of the Canoe Area boundary, to near Thunder Bay on Lake Superior. Gold and associated metals within this belt occur exclusively in Keewatin greenstone (called Ely Greenstone in the Canoe Area) and bordering Algoman granite (see Hopkins, 1924). Tanton (1939) states: "The Keewatin (Ely Greenstone) is the chief repository of the known mineral deposits (within the southwestern Ontario gold belt). Those of iron, talc and soapstone have been derived from rocks originally forming part of this group; those of lead, copper, nickel, cobalt, vanadium and gold resulted from mineralizing processes that found in the volcanic complex conditions specially favorable for deposition." Over 60 per cent of Canada's gold production has come from the famous greenstone belts of southern Ontario; Canada is the third ranking gold producer in the world.

In view of marked geologic similarities between southern Ontario gold belts and Ely Greenstone areas within the Canoe Area, the possibility of gold or other metal discovery in the Canoe Area should be given consideration. This potential can best be determined by exploring in Ely Greenstone, and the bordering Algoman granite, as near to known gold occurrences as possible and far enough north to avoid glacial deposits which cover the rocks; such an area falls within, and extends slightly south of, the Canoe Area.

(2) Saganaga Granite. There are no indications that this rock body contains any significant mineral potential. Similar granites of Laurentian age in southern Ontario are notably barren of economic deposits.

(3) Knife Lake Group. In reference to shear zones within the Knife Lake Group of the Canoe Area, Grout (1941, p. 1618) states: "They are so common and yet indefinite in outline that they could not be shown on the maps. Some are between 1000 and 2000 feet in length. Their widths are rarely over 200 feet . . . . Mineralization in the form of minute veinlets of quartz, carbonate, and pyrite is common. Occasionally short milky quartz veins a foot wide are found. Assays of gold were made in sheared zones. One channel sample was 0.10 oz. of gold per ton, but most of them were much lower. In the Canadian bay of Carp Lake mineralization is pronounced in these zones and carries much purple fluorite and small amounts of sphalerite (zinc)." The geologic features mentioned by Grout are prime ingredients for metal deposition.

In the southwestern Ontario gold belt mentioned above, . . . . "Sulfide (metal) deposits and gold-bearing veins have been found in these (Knife Lake Group) strata" . . . . and . . . . "One or several of the following metals are known to occur thus in veins and replacement bodies: gold, copper, lead, cobalt, nickel, and vanadium" (Tanton, 1939).

Because of the presence of abundant shear zones and metal-bearing quartz veins in the Knife Lake Group of the Canoe Area and because of the presence of metal deposits in similar rocks in southwestern Ontario, the Knife Lake terrane of the Canoe Area should be considered to have important mineral potential. It is notable that the only Knife Lake Group area in Minnesota of significant size which is not extensively covered by glacial deposits lies almost entirely within the boundaries of the Canoe Area.

(4) Giants Range Granite. Although Tyler et al., (1940) list copper, nickel, and lead bearing minerals as constituents of this geologic body, it is believed that these minerals are of such minor importance in this body that little, if any, mineral potential exists within the Giants Range Granite of the Canoe Area.



(5) Vermilion Granite. A large western portion of the Canoe Area is underlain by Vermilion Granite which contains scattered pegmatite deposits rich in magnetite (iron). Pegmatites are relatively small granite-like bodies which may contain rare metals and elements of value such as lithium, tin, beryllium, bismuth, uranium, etc. Although Grout (1926) concluded that the pegmatites are probably of little value for iron, too little is known of their rare metal content to exclude them from mineral potential consideration.

One of the best areas to explore for rare metal-bearing pegmatites in Vermilion Granite lies within the northwestern corner of the Canoe Area and immediately to the west of that area. The radioactive mineral content of rare metal-bearing pegmatites allows them to be surveyed relatively easily and at minimum cost by airborne scintillometer or Geiger counter.

(6) Gunflint Iron-Formation. The Gunflint Iron-Formation of northeastern Minnesota is an extension of the Biwabik Iron-Formation of the Mesabi Range and resembles in many respects the taconite of the East Mesabi district. The western end of the Gunflint Iron-Formation extends into the Canoe Area; within this area, and immediately to the east, the formation can be considered good potential for taconite development.

Iron-formation between the Gunflint and Mesabi ranges, and within the Canoe Area, is believed to be covered by a relatively thin layer of Duluth Gabbro. Faults (fractures) in the Gabbro are common and it is reasonable to assume that one or several of these faults may have brought buried iron-formation to higher crustal levels whereby it may be of value as taconite or iron ore. Because magnetic readings in this area would be largely masked by Duluth Gabbro, detailed geologic field work would be required to prove the existence of iron-formation near the surface.

Although Gunflint district taconite will most likely be of interest for development at some future date, this will probably not occur until Mesabi Range taconite has been more fully developed.

(7) Rove Slate. The Rove Slate area of northeastern Minnesota forms the southern margin of the well-known Rove Slate district of southern Ontario within which silver, lead, zinc, copper, and cobalt have been mined. Silver, copper, lead, and zinc have been found near Pine Lake in the Canoe Area. The following is from Grout and Schwartz (1959, p. 60). "The Rove Slate area in Canada contains mineral deposits that are estimated to have produced slightly over \$5,000,000 in silver . . . . The veins contain as gangue minerals calcite, quartz, barite and fluorite, and all these except fluorite have been found in the veins of the Rove area in Minnesota . . . . The deposits (in Canada) lie in two east-west belts, the northerly one extending along the head of Thunder Bay and the southerly one along the islands at the entrance to the bay. It is at the western end of the latter belt that the Minnesota deposits are found. It is evident that the Minnesota deposits are part of the group, but thus far no deposits of commercial importance have been discovered on this side of the international boundary, though deposits of copper, nickel, graphite, and barite have been prospected in places. In Canada, veins of the silver-bearing type are known as far west as the region of North Lake on the international boundary." North Lake is one to two miles north of the Canoe Area boundary.

From the above, it is apparent that considerable mineral potential exists within the Rove Slate terrane of northern Minnesota which extends through the eastern end of the Canoe Area.

(8) North Shore Volcanic Group. Copper has been found at scattered points along the North Shore where these rocks are exposed. The rich copper deposits of Keweenaw Point, Michigan, occur in volcanic rocks identical to those which are known to underlie a small southeastern portion of the Canoe Area. Mineral potential for copper does exist within the North Shore Volcanic Group of the Canoe Area but geological evidence suggests that it probably is not great.

(9) Duluth Gabbro. The greatest known mineral potential in northeastern Minnesota occurs along the far northwestern edge, or base, of the Duluth Gabbro. Copper and nickel were discovered in this area in 1952 and subsequent exploration has continued until the present. Titanium-bearing magnetite bodies are known over a large portion of this area.

(a) Copper and Nickel. Copper and nickel are known to extend in a series of almost continuous occurrences from south of Babbitt on the Mesabi Range to the area of Gabbro Lake, about two miles within the southwest border of the Canoe Area. A locale south of Loon Lake, which is about 45 miles northeast of Gabbro Lake along the base of the Duluth Gabbro, has also been explored for copper and nickel; this occurrence indicates the probability that copper and nickel may be found at locations along the entire extent of the base of the Duluth Gabbro from Gabbro Lake to Loon Lake.

The following is from Schwartz and Davidson (1952, p. 702):

" . . . . The place to search for extensions of the (copper-nickel) deposit or for similar deposits is near the base of the gabbro. It is possible that the base near the thickest part of the intrusive (much of which is within the Canoe Area) is more favorable than the thinner ends near Duluth and in eastern Cook County. In any event there are areas 25 or 30 miles long on each side of the deposit that should be given careful examination."

Anderson (1956, p. 91) says, "The (copper-nickel) sulfide-bearing zone is known to be over 150 feet thick at places, but no maximum thickness is presently available. The zone appears to be a short distance (perhaps 50 to 100 feet) above the base of the gabbro which dips to the southeast at from 25 to 30 degrees."

Those that have been active in exploring for copper-nickel in Minnesota to date include the International Nickel Company of Canada, Ltd., and the Bear Creek Mining Company, a subsidiary of the Kennecott Copper Corporation.



The Bear Creek Mining Company conducted explorations along the contact to the west of the Canoe Area and along the Gunflint Trail just north of the Canoe Area. Sampling and mapping of surface outcrops was followed by diamond drilling on certain non-public mineral lands and Bear Creek discontinued this exploration work in 1960.

International Nickel conducted drilling in the Birch Lake area for a period of several years, but the result of this exploration has not been made available to the state or to the public. Included in the International Nickel Company's holdings were lands covered by Federal prospecting permits that extended into the Canoe Area a maximum of two miles in the vicinity of Gabbro Lake in Lake County. However, in line with the policy of the Federal Government, the company was not allowed to conduct diamond drilling in the Canoe Area.

A large part of International Nickel's operations has shifted to the Province of Manitoba since 1956 when the Thompson Mine high grade nickel-iron deposit was discovered. Although International Nickel's principal operations are being conducted in Canada, they still retain leases on private lands and federal permits to do surface prospecting within the Canoe Area. This is an indication that International Nickel Company may return to Minnesota at some future date to determine whether or not commercial copper-nickel can be developed within the area.

Much geological work remains to be done in this area. One reason why the copper-nickel area has been little studied, is indicated by Schwartz and Davidson (1952, p. 700), "Although much geological work has been done on the Duluth Gabbro, the outcrops have never been completely mapped because large areas occur in heavily bush-covered wildland. No detailed work has been done in the vicinity of the sulfide (copper-nickel) prospects . . . ." It is also notable that only surface investigations and no drilling have been permitted within the Canoe Area, since the 1930's. Drilling of course would be essential to an evaluation of ore deposits of the copper-nickel type.

Since 1950 the demand for titanium has more than doubled and the uses to which it is now put promise a bright future for this metal. In 1962 the U. S. Bureau of Mines Mineral Yearbook reported that United States consumption of titanium mill products, an industry only 16 years old, was as follows:

<u>Application</u>	<u>Consumption Percent</u>
Military jet engines . . . . .	55
Military airframes . . . . .	13
Missiles and Spacecraft . . . . .	16
Commercial aircraft . . . . .	13
Chemical processing equipment . . . . .	<u>3</u>
Total . . . . .	100

In regard to the metallurgical treatment of the Minnesota titaniferous magnetite ores Bleifuss and Dolence (1964) concluded after testing characteristic samples, "The test data on these few samples indicate that it is possible to extract an Fe-TiO<sub>2</sub> rougher concentrate efficiently from rather low grade crude ores by high intensity magnetic separation methods. Since commercial high intensity magnetic separators are being rapidly developed, a technically feasible process will be available soon to produce such a concentrate from the mineralized portions of the gabbro. The rougher concentrate could be treated by existing hydrometallurgical or pyrometallurgical methods."

With increasing consumption of titanium, continued advances in metallurgical treatment of the Minnesota ores, and if geological exploration and drilling are conducted within the region of known titaniferous magnetite deposits in Lake and Cook counties, the possibilities for titanium production within the foreseeable future appear good. Probably over half of the potential of this region lies within the Canoe Area.

Summary: The significant mineral potential of the Canoe Area is as follows:

**Ely Greenstone:** Because Ely Greenstone in the Canoe Area has marked similarities with the mineral-rich greenstone belts of southern Ontario, and because gold has been found within two miles of the Canoe Area, the potential for gold discovery within this geologic formation should be considered good.

**Knife Lake Group:** Abundant shear zones, metal-bearing quartz veins, and a similarity with mineral-rich rocks in southwestern Ontario cause the Knife Lake Group area, which lies almost entirely within the Canoe Area, to be classified as good mineral potential.

**Vermillion Granite:** The potential for rare metals in the pegmatites of the Vermillion granite in the western end of the Canoe Area is considered to be fair. No occurrences of such metals are known but the geology of this area is similar to those in which rare metals have been found.

**Gunflint Iron-Formation:** The taconite potential of the Gunflint Iron-Formation of the Canoe Area is good, but development of this formation will probably not begin until Mesabi Range taconite has been more completely developed.

**Rove Slate:** The western extension of a southern Ontario silver belt reaches to North Lake or about two miles to the north of the Canoe Area. This fact coupled with the occurrence of silver, copper, lead and zinc within the Rove Slate of the Canoe Area indicates the good mineral potential of the Rove Slate terrane in the Canoe Area.

**Duluth Gabbro:** Good possibilities exist for the development of both titaniferous magnetite and copper-nickel within the Duluth Gabbro. Many of the titaniferous magnetite deposits may be currently classified as marginal ore but metallurgical advances in treatment of the Minnesota ores as well as an



increasing demand for titanium may cause these deposits to become "economic" within the near future. All of the geologic requirements for a valuable copper-nickel deposit are present along the contact immediately southwest of and within the Canoe Area.

The mineral potential of northeastern Minnesota has not been as widely explored and developed as that of southern Ontario largely for the following reasons:

(1) Glacial drift is thicker and more extensive in northeastern Minnesota than in southern Ontario and, consequently, geological exploration has been confined to only portions of the region.

(2) On the basis of several lines of geologic reasoning it is logical to assume that potential ore deposits in northeastern Minnesota are buried at deeper crustal levels than those of southern Ontario -- perhaps largely out of sight of surface observation.

(3) The Canadian mining industry has been extremely active in developing and utilizing new geophysical and geochemical methods of exploration. The United States, and Minnesota in particular, has lagged far behind Canada in the use of these new exploration methods and also in the intensity of geological exploration. As an example, a summary for 1962 world-wide (non-communist bloc) geophysical activity shows that of total geophysical expenditures for that year Canada accounted for 42% as compared to 16% for the United States (Mining Engineering, September, 1963, p. 43-44). The results of Canada's extensive exploration are readily apparent for she leads the world in recent ore deposit discoveries as evidenced by the accompanying copy of Partial List of World Geophysical Discoveries taken from the Engineering and Mining Journal, June, 1964.

(4) Although the Federal Government has issued some prospecting permits in the Canoe Area, exploration under these permits is limited to surface work such as the mapping and sampling of outcrops. It is estimated that a good 50 per cent of the potential mineral wealth in Minnesota, outside

of iron ores, lies within or closely bordering the Canoe Area. Since the 1930's it has been the policy of the Federal Government not to allow diamond drilling on lands controlled by it in this area or to issue mining leases. Under such circumstances the lack of exploration in this area is understandable.

It should be noted that the area required for development of a typical ore deposit which may be found within the Canoe Area would be very small. For instance, the well-known silver-copper-zinc deposit recently discovered by Texas Gulf Sulfur Company near Timmins, Ontario, is located within an area of 20.5 acres and contains an estimated 55 million tons of ore valued at 1.7 billion dollars. (The Texas Gulf discovery is another of the recent Canadian deposits found with an airborne electromagnetometer.)

Geologic exploration is entering a new era of development as evidenced by the increasing success of geophysical instruments throughout the world-- Canada's success is due largely to the use of such instruments. Airborne electromagnetometers, for instance, are now being developed that are capable of indicating metal contents in many geologic environments which are buried at considerable depth beneath the surface. The use of such airborne instruments could be used to great advantage within the Canoe Area for defining areas of potential which should be investigated by surface geologic mapping, ground geophysical and geochemical methods, and possible drilling.

The State of Minnesota is the owner of 91,616 acres of trust fund land within the Canoe Area as follows:

State Owned Lands Within the Boundary Waters Canoe Area

<u>County</u>	<u>Surface &amp; Minerals</u>	<u>Minerals Only</u>	<u>Total</u>
Cook	24,905 Acres	2,440 Acres	27,345 Acres
Lake	24,878 Acres	3,988 Acres	28,866 Acres
St. Louis	<u>35,405 Acres</u>	<u>-----</u>	<u>35,405 Acres</u>
Total	85,188 Acres	6,428 Acres	91,616 Acres

In addition to the above there has also been a large acreage of land within this area that has forfeited for taxes and any mineral interests that have forfeited are still held by the state for the taxing districts involved.

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# Partial List of World Geophysical Discoveries

The following list of aeromagnetic survey programs includes over 700,000 line miles of aeromagnetic coverage in areas where the mining prospects are generally believed to be good. This information will obviously be useful to mining companies interested in exploring in the areas covered, since it is, for the

most part, reconnaissance in nature and provides regional and, in some cases, detailed geological insights.

The list is presented in terms of the organization which primarily assisted in the funding of the specific programs. It includes major surveys up to November 1963.

Name of Discovery and Location	Type of Discovery	Metal Content	Method of Discovery (D) or Assistance (A)
Thompson Lake, Manitoba	Aero	Nickel	D. Magnetometer, electromagnetometer
Craigmont, British Columbia	Ground	Copper	D. Magnetometer
Chisel Lake, Manitoba	Ground E.M.	Copper, zinc	D. Electromagnetometer
Stall Lake, Manitoba	Ground	Copper, zinc	D. Electromagnetometer
Osborne Lake, Manitoba	Ground	Copper, zinc	D. Electromagnetometer
Mystery Lake, Manitoba	Aero	Nickel	D. Magnetometer
Lynn Lake-El Body, Manitoba	Ground	Nickel	D. Magnetometer, electromagnetometer
Temagami, Ontario	Ground	Copper	D. Self-potential, resistivity
Marmora, Ontario	Aero	Iron	D. Magnetometer
Boston Creek, Ontario	Aero	Iron	D. Magnetometer
Blind River, Ontario	Ground	Uranium	D. Scintillometer
Broulan Reef, Ontario	Ground	Gold	D. Resistivity
Oka Area, Quebec	Ground and Aero	Columbium	A. Magnetometer, scintillometer
Mattagami, Quebec	Aero	Copper, zinc	D. Magnetometer, electromagnetometer
New Hosco, Quebec	Aero	Copper, zinc	D. Magnetometer, electromagnetometer
Orchan, Quebec	Ground	Copper, zinc	D. Magnetometer, electromagnetometer
Poirier, Quebec	Aero	Copper, zinc	D. Magnetometer, electromagnetometer
Joutel, Quebec	Aero	Copper, zinc	D. Magnetometer, electromagnetometer
Quemont, Quebec	Ground	Copper	D. Magnetometer
Henderson, Quebec	Ground	Copper	D. Electromagnetometer
Opemiska Extension, Quebec	Ground	Copper	D. Induced polarization
Quebec Cartier, Quebec	Aero	Iron	D. Magnetometer
Wabush Lake, Quebec	Aero	Iron	D. Magnetometer; A. Gravity
Carol Lake, Quebec	Aero	Iron	D. Magnetometer
Brunswick No. 6, New Brunswick	Ground	Copper, lead, zinc	D. Magnetometer, electromagnetometer
Brunswick No. 10, New Brunswick	Ground	Copper, lead, zinc	D. Magnetometer, electromagnetometer
Cominco Wedge, New Brunswick	Ground	Copper, lead, zinc	D. Electromagnetometer
Heath Steele, New Brunswick	Aero	Copper, lead, zinc	D. Electromagnetometer
Buchans, Newfoundland	Ground	Lead, zinc	D. Resistivity
Northgate, Ireland	Ground	Lead, zinc	D. Induced polarization, geochemistry
Pima, Ariz.	Ground	Copper	D. Electromagnetometer, magnetometer
Mission, Ariz.	Ground	Copper	D. Magnetometer, induced polarization
Desert Eagle, Calif.	Aero	Iron	D. Magnetometer
Mann, Calif.	Aero	Iron	D. Magnetometer
Pea Ridge, Mo.	Aero	Iron	D. Magnetometer
Piute, Nev.	Aero	Iron	D. Magnetometer
Yerington, Nev.	Aero	Iron	D. Magnetometer
Grace, Pa.	Aero	Iron	D. Magnetometer
Burgin, Utah	Ground	Lead, zinc, silver	D. Geochemistry, geology
Cuajone, Peru	Ground	Copper	A. Induced polarization
Bakhuis Mt., Surinam	Aero	Bauxite	D. Magnetometer, geology
Mano River, Liberia	Aero	Iron	D. Magnetometer
Mt. Reed, Quebec	Aero	Iron	D. Magnetometer
Mt. Wright, Quebec	Aero	Iron	D. Magnetometer
Brinex Whales Back, Newfoundland	Ground	Copper	A. Electromagnetometer
Gazianstep, Turkey	Ground	Phosphate	D. Gamma ray logging
Mobrun, Quebec	Ground	Copper, gold, zinc	D. Electromagnetometer
Nerchinsky Zabod, Russia		Base metals	D. Electromagnetometer, magnetometer
East Sullivan, Quebec	Ground	Copper	D. Magnetometer
Copper Queen, S. Rhodesia	Ground	Copper	A. Induced polarization

Name of Discovery and Location	Type of Discovery	Metal Content	Method of Discovery (D) or Assistance (A)
Nababcep West, Africa	Ground	Copper	A. Drill hole induced polarization
New West Amulet, Quebec	Ground	Copper	A. Induced polarization
Titania A/S, Norway		Titanium	D. Magnetometer
Quebec Asbestos, Quebec		Asbestos	D. Magnetometer
Noranda 'C' Body, Quebec	Ground	Copper, gold	D. Self-potential
Gunnar, Saskatchewan	Ground	Uranium	D. Radioactivity
Faraday, Ontario	Ground	Uranium	D. Radioactivity
Mt. Pleasant, New Brunswick	Ground	Tin	D. Geochemistry, self-potential
Bugdai, Transbaikai, Russia	Ground	Molybdenum	D. Geochemistry
Bidzhan, Malyi Khingan, Russia	Ground	Tin	D. Geochemistry
Malan, Mongolia, Russia	Ground	Molybdenum	D. Geochemistry
Anacon, New Brunswick	Aero	Lead, zinc	D. Electromagnetometer, magnetometer
Austin Brook, New Brunswick	Aero	Lead, zinc	D. Electromagnetometer, magnetometer
Rand Extension, O.F.S., S. Africa	Aero	Gold	D. Magnetometer, gravity
Coronation, Saskatchewan	Ground	Copper	D. Electromagnetometer
Lady Evelyn N.T., Australia	Ground	Lead, zinc	A. Electromagnetometer, magnetometer, self-potential
Solbec, Quebec	Aero	Copper	D. Electromagnetometer
Cupra, Quebec	Aero	Copper	D. Electromagnetometer
Kursk, Russia	Ground	Iron	D. Magnetometer
Berggiesshubel, Germany	Ground	Iron	D. Magnetometer
Portage Creek, Alaska	Ground	Placer gold	D. Magnetometer
Sariyer Area, Turkey	Ground	Copper	D. Self-potential
Algarrobo, Chile	Aero	Iron	A. Magnetometer
Malachite No. 2, Colo.	Ground	Copper	D. Magnetometer, self-potential, resistivity
Johns Manville, Ontario	Aero	Asbestos	D. Magnetometer
Talisman, Nova Scotia	Ground	Lead, zinc	D. Geochemistry, self-potential, gravity
Beaucage, Ontario	Ground	Columbium	D. Radioactivity
Coldstream Copper, Ontario	Ground	Copper	A. Magnetometer, electromagnetometer
Kiena Gold, Quebec	Ground	Gold	A. Magnetometer
Myoho, Japan	Ground	Copper	D. Self-potential
Silvermines Extension, Ireland	Ground	Lead, zinc	D. Induced polarization, geochemistry

## Aeromagnetic Coverage in Free World Outside of U.S. and Canada

### Agency for International Development and International Cooperation Administration Sponsored Programs

Country	Surveyed by	Program extent
South Korea	Aero	18,383 line miles over 17,323 sq miles
Laos	Aero	4040 km over 3460 sq km
Thailand	Aero	12,565 line miles over 6140 sq km
Ghana	Hunting	More than 21,000 line miles
Malagasy	Aero	6183 line km over 6000 sq km
Liberia	Aero	2426 line miles

### United Nations Special Fund Sponsored Programs

Country	Surveyed by	Program extent
Uganda	Hunting	Approximately 40,000 line miles
Mexico	Aero	Survey in progress
Nicaragua	Hunting	20,000 line km over 20,000 sq km
British Guiana	Aero	40,000 line miles. Survey in progress
Surinam	Aero	60,000 line km. Survey in progress
Bolivia	ABEM	Approximately 30,000 line km. Survey in progress
Chile	Aero	12,960 line km over 4582 sq km
Togo	Spartan	20,000 line km. Survey in progress

### Colombo Plan Sponsored Programs

Country	Surveyed by	Program extent
Malaya	Aero	33,390 line miles over 15,686 sq miles
Ceylon	Hunting	Extent unknown

### British Overseas Geological Survey Sponsored Program

Country	Surveyed by	Program extent
Bechuanaland	Aero	6700 sq miles
Tanganyika	Aero	17,000 line miles
Sierra Leone	Aero	7000 line miles

### Others—Sponsored by Individual Country

Country	Surveyed by	Program extent
Mozambique	Aero	6000 km over 2800 sq km
Saudi Arabia	Hunting	Approximately 17,000 sq km
Turkey	Aero	120,000 line km
Liberia	Aero	1200 line miles
Spanish Sahara	Aero-Hunting	36,000 line miles over 40,000 sq miles
Australia	BMR	In excess of 200,000 sq miles
Great Britain	Aero-Hunting	All of England, Wales, Scotland and northern Ireland
Venezuela	Aero-Hunting	Over 30,000 sq miles
Surinam	Aero	105,000 line km over 110,000 sq km
Nigeria	Aero	20,000 line miles

In addition to the above, aeromagnetic coverage in Canada and the U. S. is extensive. It is increasing continually.

## RECREATION

Still primitive and wild, the Quetico-Superior country has a history rich in adventure and romance. As an integral part of a great internal system of waterways--the St. Lawrence-Lake Superior route to the northwest--it occupied an important position in the early history of the continent. For 250 years, colorful adventurers used its lakes and streams as highways to the "pays d'en hant", the upper country. Transported in frail bark canoes paddled by French-Canadian voyageurs, some went to find a passage to the riches of the Orient, others to exploit the wealth of furs in the northwest, still others to build a nation.

Widespread public interest is of long standing in the border lake country. Primarily, it is due to the physical characteristics briefly described above, particularly the variety and charm of the waterways and their suitability for canoe travel. Not all boat transportation is by canoe--larger motor-driven craft are used on many of the lakes. Nevertheless, canoes represent the traditional and most typical means of transportation on all but the larger and most developed lakes, and even there they are by no means absent. In short, the area represents the largest canoe country in the United States and offers an unequalled variety in the extent and type of trips.

The land area is by no means an unspoiled wilderness, since fires and logging have taken their toll. Nevertheless, nature has done much to heal the scars until now the forests provide a satisfying environment for the lakes and portages. That they harbor animal life of variety adds charm and interest for most travelers. The presence of game fish rounds out the gifts that nature offers, and angling gives direction and purpose to many expeditions.

Public interest in the Boundary Waters Canoe Area is intensified by the inherent advantages of central location on the North American continent. It is near the large centers of population of the Midwest and is not remote from the Atlantic seaboard. Several million people live within an easy day's travel of the Area.

The BWCA is alluring in itself, but it is even more so because of its contiguity with Quetico Provincial Park and other Canadian wilds.

A matter of general public interest is the early history of the border lakes country. There the atmosphere of voyageurs, Indian legends, and early fur trade still prevails, and it is not forgotten that through the area passed many early expeditions to the vast inland territories. The old canoe routes not only fashioned the mode of travel--they had much to do with the economic, religious, and political development of substantial portions of two nations.

In addition to the foregoing values, there are elements of public interest of an economic character. While local people undoubtedly enjoy the primitive aspects of the BWCA as much or more than many others, they also have a very live interest in the economic aspects of recreation travel. It means much to the business and general well-being of their communities. While opinions naturally differ and some people would prefer unrestricted development of resorts in the BWCA, others--and it is thought the majority--realize that such development would seriously impair the very qualities that bring people to the region and, in the long run, would adversely affect local business and payrolls and the local tax base.

Wilderness preservation in the Quetico-Superior country is the result of farsighted action by Ontario and the United States. Both the Quetico Provincial Park and the Superior National Forest were established in 1909. Interest in a recreation management plan for what is now the BWCA was evidenced by the Forest Service in 1919 and 1921 when Arthur Carhart was employed to prepare a plan for the Area. Basically, he proposed the semi-wilderness management now practiced, combining logging in certain portions of the Area with "the presentation of natural scenic beauties" along the waterways, and the exclusion of automobile recreation. While the general precept of management has varied but little, it has been variously stated and reaffirmed in policy statements in 1927, 1938 and 1948. The general objective has been to make possible a wilderness-type experience for visitors rather than to preserve virgin conditions as an end in itself, while at the same time giving due consideration to economic conditions in the area. The purpose of management as set forth in the 1948 Plan is as follows:

"The Boundary Waters Canoe Area constitutes that portion of the Superior National Forest where, on account of the abundance of lakes and streams and the opportunity for canoe travel and other recreational pursuits under relatively primitive conditions, the policies and forms of management commonly employed on National Forest land call for modification on a scale requiring the approval of the Secretary of Agriculture.

"The general purpose of the plan of management is, without unnecessary restrictions on other uses including that of timber, to maintain the primitive character of the area, particularly in the vicinity of lakes, streams and portages, and to prevent as far as possible the further intrusion of roads, aircraft, motor boats and other developments inharmonious with that aim."

The policies are designed to restrict the types of changes that have taken place elsewhere in the northern Great Lakes region. Because of the remoteness of the rocky, swampy, ice-scoured terrain



and the general lack of high quality, easily developed resources, much of the border lakes region was late in developing roads, railroads, logging, struggling cutover farms, resorts, and cross-roads hamlets common in other parts of northern Minnesota, Wisconsin, and Michigan. When such changes began to affect sizable sections passed over in the first sweep of logging, officials of the Forest Service and enough other people felt there was something desirable about the now unique roadless, unsettled waterways and objected to any changes.

Briefly, present regulations for the BWCA are:

1. All roads are prohibited, except temporary timber access roads closed to public travel.
2. Public travel by airplane over the BWCA below 4,000 feet above sea level is prohibited. Planes are used by the Forest Service for administration, particularly fire detection and control.
3. Motor boats are prohibited except where the employment of such facilities by the public has been well established.
4. No boats or canoes may be stored on public lands after February 15, 1965.
5. No resorts or summer homes are allowed on Government land.
6. Logging of shoreline stands is prohibited. In addition, the north one-third of the Area is closed to all logging on Federally-owned lands.
7. Mining will be allowed only if it is shown conclusively that it is in the long term public interest to do so.
8. Water level alterations through building dams are prohibited in most of the BWCA.
9. State of Minnesota regulations apply to hunting, trapping and fishing.
10. Developments, such as canoe campsites, portage trails, and docks, are limited and simple.
11. The aim is to bring all lands in the Area into public ownership and to eliminate buildings and uses inconsistent with the desired wilderness atmosphere.

Use of the BWCA is increasing rapidly, but is far from uniform throughout. Heaviest use is in the central portion and near the entry points. Many of the lakes, however, average one party or less per day. While some areas are overused, there is still much prime canoeing area used by only a few parties each season. Solitude is easily found by making a few tough portages.

The annual number of visits has increased from approximately 50,000 in 1953 to 230,000 in 1963. Further sharp increases are predicted. Any area receiving this amount of extensive use must be managed. Pressure of people, no matter how careful they may be, has an effect on the land. Wear on heavily used camping spots causes scars and erosion. In places, crowded portages result in damage. Not all people are careful, and some just do not seem to care. Littering is a real and constant problem. Outright vandalism is not uncommon.

In areas of moderate-to-heavy use, sanitation facilities are needed, whether wilderness type toilets, garbage pits, or can cribs. A carelessly placed campfire is dangerous. On portions of the Area, thin soils over solid rock support a precarious vegetation; once burned off, there may be only bare rocks for generations. Safe fireplaces are insurance from this kind of damage. Forest fire protection, using aerial detection, water-bombing and other modern techniques, have cut losses to a minimum. In spite of this, however, a few camping spots are burned over every year.

These and other recreation user problems require increasing management of the BWCA. Education of users is the best immediate hope to keep damages to a minimum. Every canoe country traveler should know and follow the code of wilderness ethics. The Forest Service, outfitters, Boy Scouts, and conservation organizations must team up to do a better job of educating users.

## WILDLIFE

Wildlife management in the Boundary Waters Canoe Area is in a very real sense a cooperative responsibility between the Minnesota Department of Conservation, with its Division of Game and Fish, and the Superior National Forest of the United States Forest Service. The two agencies have operated for several decades in accordance with the terms of a "Memorandum of Understanding", which is periodically reviewed and revised to meet current conditions. The Department of Conservation is primarily responsible for the management of game and fish for their protection and utilization, the setting of seasons and the determination of bag and creel limits. The Forest Service is primarily responsible for the maintenance and development of acceptable wildlife habitat on the national forest lands. Cooperation is facilitated by and through the Department of Conservation, its regional and area fish and game managers, and game wardens stationed on and adjacent to the Area and the Forest, on the one hand, and the Superior National Forest supervisor's staff, which includes the district rangers and a wildlife biologist, on the other hand.

In the opinion of most conservationists and an overwhelming majority of the hunters and fishermen, the arrangements have resulted in an intelligent use of the Area to the advantage of those who like to hunt and fish. Certainly, the cooperative efforts of the Division of Game and Fish and the Forest Service have produced far more fortunate results than have been attained in the National Park Service, where lack of any management of plant and animal communities has resulted in serious damage to both wildlife and vegetation. The situation became so acute that it was necessary to appoint the recent Leopold Committee, which, after careful study of several years, practically reversed the traditional practices pertaining to wildlife and its habitat in the extensive areas of our national parks.

The general public should appreciate the accomplishments resulting from the excellent relationship between the State and Federal agencies. It should also profit from the unfortunate experience of the National Park Service where failure to manage wildlife and habitat produced dire results. The Review Committee recommends the continuance and enhancement of the wildlife program in the BWCA.

Wildlife management in the BWCA has been extensive--consisting primarily of the harvest, protection and stocking of various species. Because access has been mainly restricted to water, harvest pressures have generally been relatively low. While wildlife as defined in the "Memorandum of Understanding" includes all the wild mammals, birds and fishes, whether classed as game or nongame, predator or rodent, beneficial or detrimental,

attention was devoted primarily to game species. Periodic censuses are cooperatively conducted on beaver and moose. The Department of Conservation censuses ruffed grouse populations and has collected considerable harvest data on beaver. More management has probably been done on beaver than any other species. Fish and game lake surveys are being done on waters of the Kawishiwi River watershed. Some reclaiming of lakes has been done. Field studies have been made and bulletins published on two species usually associated with wild areas--the loon and timber wolf. Surveys have been made on at least two nongame species--the bald eagle and loon.

Wildlife has always been an important resource of the BWCA from the early 18th century when the Chippewa and Sioux battled for control until now when the Area and adjacent portions of the Superior National Forest are the last stronghold of the timber wolf in the United States of America outside of Alaska. Present information indicates only two species have definitely been exterminated from the Area--the wolverine and the passenger pigeon. Marten are so rare as to cause doubt whether animals observed in recent years are permanent residents or transients. Caribou and cougar appear to be extinct although there are unverified reports of both being seen. At various seasons of the year, approximately 200 species of birds occur in the Area, ranging from the tiny hummingbird to the Minnesota State bird, the loon, and our national emblem, the bald eagle. The least shrew is the smallest and the moose the largest of some 50 species of mammals. About 30 species of fish, including the lake trout, muskellunge and lake sturgeon, occur in the waters.

Alteration of the habitat and setting back of the ecological succession of the biotic community by logging dates back to about 1890. About one-third of the BWCA, including a substantial portion of the no-cut zone, had been logged before acquisition as part of the Superior National Forest. Aspen, birch and balsam fir predominate on these cutover lands. An additional 62,000 acres, more remote from the heavily used canoe routes, have been cutover in the past twenty-five years and managed to regenerate to longer-lived conifer species such as red pine. For the past several hundred years, fires have profoundly affected the ecological succession and are responsible for the vast area of mature jack pine and aspen.

Many of the wildlife species in the BWCA are animals of the earlier stages of forest succession. Most of the important game species--deer, moose, beaver, ruffed grouse and even the timber wolf, which is primarily dependent on deer--are animals of the earlier successional stages. The 350,000 to 400,000 acres of cuttings made in the past 75 years have provided



cover types that have made more habitat for the above-mentioned species. The 62,000 acres cutover in the past 25 years will provide favorable habitat for the above species for a much shorter period than the logging of the early 1900's due to the managed regeneration with conifers. Continued maintenance of these desirable cover types will be dependent upon periodic forest disturbance on a large scale, such as by logging or fire, as the normal ecological succession is toward a spruce-fir climax forest which is much less favorable to most wildlife species.

Wildlife is a prime attraction to the Area, but the larger mammals are not commonly seen by canoeists. The more heavily used canoe routes are in the more mature no-cut zone which limits the opportunities to see wildlife. The loon, with its myriad haunting calls, the beaver, mergansers, chipmunks, red squirrels and song birds are among the more frequently seen. Bald eagle and osprey and their nests may be seen, as well as blue herons and their rookeries. The more adventuresome canoeists traveling less used routes in the more recent ecologically disturbed areas are most apt to be rewarded by deer or moose and other wildlife. Rarely is the timber wolf, the epitome of wild areas, heard or seen by canoeists.

#### Furbearers

Beaver and their management are important in the BWCA for several values: maintenance of water levels on canoe routes, providing habitat for other wildlife species, pelts and aesthetic rewards. Beaver aid canoe travel on some routes by maintaining passable water levels on streams which ordinarily would require portaging. Their ponds attract and provide homes and rearing areas for waterfowl, mink, otter, fish and many other species of wildlife. However, these same ponds and dams may obstruct the spring spawning runs of fish by shutting them off from their natural spawning areas. Considerable economic return is realized from the harvest of pelts. The lodges and dams, as well as the beaver, are of great aesthetic interest.

Beaver habitat has been deteriorating in the BWCA for many years. Aspen, the preferred and most important food, is available in only limited quantities in the approximately 300-foot strip adjacent to the water where beaver secure their food. The natural succession toward the spruce-fir type climax--which replaces aspen and also birch and willow which are good beaver food--has been accelerated by more intensive fire protection and the cutting prohibitions in the waterfront zone of the Shipstead-Newton-Nolan Law. High beaver populations in the past have also contributed to the limited availability of aspen.

Fisher have increased as the forest succession advanced, and they are no longer considered scarce. Fisher are protected but about 100 accidentally caught animals are turned in to game wardens in the State each year. Many of these come from the BWCA. Mink and otter occur in fair abundance and some are harvested each year; muskrat are scarce because the habitat is not suitable; marten are very rare.

### Big Game

Deer populations have been increasing since the mid-1950's due to a series of moderate winters with generally less than normal snow depths. They are now at their highest level in many years. Annual open seasons for deer are established by the Minnesota Department of Conservation, but very few are taken in the BWCA due to limited access. Moose have been protected since 1922.

Deer and moose have increased, particularly in areas which have been logged in the past 25 years. Township 61 North, Range 10 West, of which the northeast four sections are in the BWCA, is a good example. Foresters cruising the mature timber stands in the early 1940's saw only one or two deer tracks and no moose sign in the eighteen miles between Highway 1 and Isabella Lake, including Township 61 North, Range 10 West. In the spring of 1962 after a substantial portion of the township had been cutover and regenerated, pellet group counts indicated an overwintering population of more than ten deer and one moose per square mile. Present estimates are twelve deer per square mile.

Aerial counts furnish evidence of even higher moose populations in the recently burned and cutover areas. Over four moose per square mile were seen on 15-mile census plots north of Kawishiwi Lake and Kelso Lookout. Pellet counts indicate over five moose per square mile in other ecologically disturbed areas. Populations of both species are considerably lower in the areas logged and burned in the early 1900's and very low in the mature uncut stands--about one deer per square mile and five moose per township. Both deer and moose areas show increasing evidence of heavy browsing. Mountain ash, a preferred food, is being destroyed by heavy moose browsing. Productivity, which is a reflection of range conditions, has declined, particularly for moose.

Bear, as is true of the above two species, occur most frequently in the ecologically disturbed forest. They are one of the larger mammals many canoeists see or contact. These sightings or contacts are not always a joyous event as occasional bears at some BWCA campsites have become very adept at pilfering food, oftentimes with resulting damage to tents and packs. The population

probably has decreased in recent years due to failure of berry crops. Bear in the BWCA are protected by Order #1648 of the Minnesota Commissioner of Conservation. They may be taken during open deer seasons. Bear may also be taken if threatening bodily harm or committing property damage. Bear so taken shall be hauled to the nearest game warden or other authorized agent of the Director, Division of Game and Fish.

The woodland caribou, an animal of the mature forest, dependent to a considerable extent upon lichens for food, was native to the Area. They have a low tolerance to disturbance by man which, combined with loss of habitat, caused their disappearance. The habitat conditions developing in parts of the 360,000 acres of no-cut zone in the BWCA have led to consideration of restocking caribou.

### Predators

The most important of the predators and the one considered most typical of the northern wilderness is the timber wolf. It is estimated that there are 350 to 450 timber wolves in northern Minnesota. Most of these are in the BWCA or adjacent portions of the Superior National Forest. They reach their greatest abundance in those portions of the BWCA either cutover before acquisition as national forest land, or cut in the past 25 years. These areas coincide with the areas of greatest deer abundance. The airspace reservation (E.O. 10092) over the BWCA halted aerial predator control by laymen. Discontinuation of aerial predator control, trapping and snaring by the Minnesota Department of Conservation in the latter part of the 1950's has helped to maintain the population. The State continues to pay a \$35.00 bounty which was established by the legislature and is renewed biennially.

The Canada lynx is an animal of the boreal forest, preying primarily on snowshoe hares. The lynx for many years has been very rare; a considerable upsurge in numbers occurred in 1962, but they are still not common. A \$15.00 bounty has been established by the Minnesota Legislature.

Bobcat, fox and coyote are also present; the latter two are relatively common. All are probably more numerous than fifty years ago, and all have bounties on their heads.

### Fish

Most of the 163,000 acres of water in the BWCA are soft-water, chemically infertile and biologically unproductive compared with other waters in Minnesota. However, some of the finest fishing in the United States may be had here.

The low productivity of these waters results in well-oxygenated cold water in the hypolimnions of the deeper lakes which contributes to their suitability for lake trout. The Area contains most of the natural lake trout waters of Minnesota and is the largest group of good lake trout waters in the United States outside of Alaska. The low carrying capacity of their habitat, their slow growth rate and low reproductive potential make lake trout susceptible to reduction by over-fishing and/or interspecific competition with warm-water predatory species, such as walleye.

Little stream trout fishing is available, but ten small lakes have been reclaimed and are managed for stream trout. Two additional lakes are managed for splake, a hybrid of brook trout and lake trout. These waters provide a new and productive type of fishing, as well as using habitat that is not now used by the native fish populations. Most of these waters are cooperatively stocked by airplane on an annual basis.

In the more shallow lakes, as well as the large lakes with both trout and warm-water fish habitat, the main game fish present are walleye, small mouth bass and northern pike. The walleye was not native to waters of the Lake Superior drainage, and present small mouth bass populations are largely the result of stocking made during the 1940's. Basswood Lake is now nationally renowned for its excellent small mouth bass fishing. Warm water fish populations of soft water lakes are characterized by few species and low yield to the angler. Increasing fishing pressure along waters of the main canoe routes has been noted and the quality of fishing has reportedly declined. Past commercial fishing almost eliminated the lake sturgeon. This is now done on a limited scale in Saganaga and Seagull Lakes to utilize species of fish--burbot, herring, suckers--not now taken by anglers. In recent years, increased ease of winter access by snowmobiles has caused concern over maintaining quality of angling in lake trout lakes. The increased ease of access could result in over-harvest of the lake trout, which are more vulnerable to winter fishing than summer fishing.

#### Upland Game

Ruffed grouse and snowshoe hare vary from abundant to rare in the BWCA. Both are animals of early forest succession and both are subject to great fluctuations in abundance at approximately ten-year intervals. Population levels of both species are low at the present. Annual open seasons are established by the Department of Conservation but very few are harvested in the BWCA.



### Waterfowl

Ducks are relatively common on beaver flowages and marshy streams in the southern and western portions of the BWCA. They are rare in the deeper, rock bound, soft water lakes along the international boundary. Mallards, black ducks, ringnecks and mergansers are the most common. Harvest is very limited, being confined primarily to areas adjacent to Basswood Lake.

### Other Species

Bald eagle and osprey nest in the Area. While nest sites appear to be plentiful, the number of nesting birds is quite low. The low fertility of the waters and lack of shoal areas needed by the birds for fishing may be the cause. Loon, which next to the timber wolf probably best typify the northern wilderness, are plentiful and are commonly seen by visitors. Song birds and small mammals vary from abundant to rare in the different habitat types and at different seasons of the year.

### Use of the Area

Fishing and hunting visits to the Superior National Forest in 1963 totaled 543,500, or over 52 percent of the total recreation visits to the Forest. Many, if not most, of the 403,700 fishing visits on the Forest were to the BWCA. Fishing may be the greatest primary use of the Area. At present, hunting is much less important in the BWCA than on the rest of the Forest. This is true, not because game is lacking (it is relatively abundant in areas where the forest succession has been set back), but because access is difficult. Projections by the National Forest Recreation Survey and Outdoor Resources Review Commission show about an eightfold increase by the year 2000 over 1958 hunting and fishing pressure.

UNITED STATES DEPARTMENT OF AGRICULTURE  
Office of the Inspector General  
Inspections and Special Projects  
Washington, D. C.

INVESTIGATION REPORT

BOUNDARY WATERS CANOE AREA, SUPERIOR  
NATIONAL FOREST, NORTHERN MINNESOTA -  
COMPLIANCE WITH SHIPSTEAD-NEWTON-NOLAN  
ACT OF JULY 10, 1930 AND THE PLAN OF  
MANAGEMENT FOR THAT AREA

The investigation was initiated by a request contained in a letter of May 12, 1964, addressed by Secretary Orville L. Freeman, U. S. Department of Agriculture, to the Office of the Inspector General to determine whether the Forest Service was condoning activities in the Boundary Waters Canoe Area of the Superior National Forest, which are, or were, inconsistent with the directives in the Plan of Management for that area, and with the provisions of the Shipstead-Newton-Nolan Act of July 10, 1930 (16 U.S.C. 577) and the Plan of Management for that area.

The Secretary advised that he had received a number of reports, from interested organizations and members of the Minnesota Congressional Delegation, alleging that the Forest Service was condoning activities in the Boundary Waters Canoe Area which were inconsistent with the established Plan of Management and the Act.

The following Brief of the 80-page investigation report was submitted to the Secretary on August 20, 1964, over the signature of L. J. Roth, Assistant Inspector General:

"Investigation requested by the Secretary of Agriculture for the purpose of determining whether the Forest Service is condoning activities in the Boundary Waters Canoe Area inconsistent with the Shipstead-Newton-Nolan Act of July 10, 1930, and the directives in the Forest Service Plan of Management for that area. Evidence and information developed, through examination of records, interviews, and site observation disclosed that Forest Service is not condoning such activities, but is managing area consistent with the Act, Plan, and other implementing timber management plans.

"No evidence developed of road construction, bridge building, crossing of portages, or logging activities in the no-cut area specified in the Plan of Management. Investigation

of specific allegations in this connection developed evidence and information that: (1) Complainants were in error as to the no-cut area specified in the 1948 Plan of Management, and/or (2) One such area alleged to be in the no-cutting area was determined to be in an area reserved from cutting by administrative action of the Forest Supervisor in 1951, part of which area was logged in 1961 and 1962 during a salvage operation necessitated by a "blowdown" occurring in 1961.

"Investigation of specific complaints regarding logging to the shorelines of two lakes developed information and evidence that the two lakes in question are isolated and not on any canoe routes commonly used, or planned to be used, for recreational travel.

"Investigation of specific complaints regarding an illegal access road, location of a logging camp, depth of a fill at a creek crossing, and reserve strips around a creek, developed evidence which indicated that the allegations were without merit and not founded in fact.

"Forest Service officials with responsibility for management of the Boundary Waters Canoe Area advised that the area is being managed in accordance with the provisions of the Act and the directives in the Plan for the area. They further advised that temporary haul roads entering the area in which logging is permitted are kept to a minimum; construction and use of such roads are only those required by, and incidental to, the removal of timber; and, that canoe routes are not crossed by haul roads unless no other practical means exist to remove the timber. Officials further stated that location, extent, and type of clearings for temporary roads, camps, and other facilities connected with logging operations are in accordance with plans approved in advance by the Forest Service.

"Interviews with a cross-section of interested individuals representing conservation, wilderness-preservation, economic, and/or recreational interests, developed information indicating vast differences of opinion as to how the area should be managed in the future.

"Several witnesses stated they initially complained about Forest Service management activities only because they wanted the Department to review the present management policy for the area."

Approved:

/s/

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L. J. Roth  
Assistant Inspector General

## THE PRESIDENT'S QUETICO-SUPERIOR COMMITTEE

The President's Quetico-Superior Committee is a non-partisan committee of five members originally created by Executive Order No. 6783 dated June 30, 1934, during the administration of Franklin D. Roosevelt. Mr. Roosevelt stated, "Now, therefore, by virtue of and pursuant to the authority vested in me as President of the United States, I hereby appoint a committee to be known as the Quetico-Superior Committee to consult and advise with the various Federal departments and agencies concerned and with the State of Minnesota and to make such recommendations from time to time as it deems proper.

"The Committee shall be composed of E. C. Oberholtzer, S. T. Tyng, C. S. Kelly, one person designated by the Secretary of Agriculture, and one person designated by the Secretary of Interior. The Committee shall serve for a period of four years and without compensation. Any vacancy occurring in the Committee shall be filled in a manner in which the members are appointed."

The Committee's life has been renewed at four-year intervals since that time. Of the five-member Committee, two are appointed by the Secretaries of Agriculture and Interior, respectively, and three are civilians appointed directly by the President. Two of the original civilian members are still serving. These are Ernest Oberholtzer of Ranier, Minnesota, and Charles S. Kelly of Chicago, Illinois. Since the time of its inception, the Committee has had increasing support from each President.

Highlights in the functioning of this Committee can best be summarized by a number of excerpts from a report to President Kennedy in January 1961 concerning this Committee:

"This report concerns the President's Quetico-Superior Committee appointed in 1934 by President Franklin D. Roosevelt and since reappointed by presidential orders at four-year intervals. The Committee is non-partisan and serves without expense to the Government. It is directed to advise with, and invoke the aid of, specified departments of the Federal Government and of the State of Minnesota and of conservation groups concerned with the preservation and proper development, in the public interest, of the Quetico-Superior Area. The Committee has had the active support of both Minnesota Senators, of the local Congressmen, of all national conservation organizations, of labor, of the Congress, and of the last five national administrations. For forty years conservationists backed by the Government have sought to protect this Area from uses which would destroy its wilderness character. In the 1920's a plan was developed for this purpose with Secretary of Agriculture Jardine. This is the Quetico-Superior program. It had as its major objectives:



1. The protection of the wilderness character of the interior lake country.
2. The administration of the forests under modern forestry practices with the above ideal in mind.
3. Agreement between the United States and Canada as to mutual principles of sound resource management and use applicable to an international wilderness watershed.

"Much has been accomplished. Privately owned lands within the wilderness area in Minnesota have been reduced from 117,000 acres in 1947 to about 16,000 now.

"An airspace reservation to protect the wilderness environment of the area has been put into effect.

"Cooperation with Canada, one of the original goals of the Quetico-Superior Program, has matured steadily over the years. In 1960 this cooperation was formalized by an official exchange of letters among the United States State Department, the Department of External Affairs, and the Province of Ontario, establishing an International Committee whose function is to work toward mutual protection of the wilderness character of the area on both sides of the border.

"Still to be done are the following two tasks:

1. Acquisition of the remaining 16,000 acres of private lands within the Boundary Waters Canoe Area of the Superior National Forest, and
2. Further coordination of the policies of the agencies of both countries having to do with the region."

It is unusual in the course of American history that a program of this kind has had continuous White House support regardless of change in administration. This Committee, with its non-partisan policy, has had vigorous support from various individuals and groups representing widely divergent interests and points of view.

## THE QUETICO PROVINCIAL PARK

The Quetico region has a long and interesting history. Archeological investigations show that the region was populated by stone age people prior to the Indians, dating back perhaps 2,000 years. In 1688, Jaques de Noyon passed through the lake and stream country, traveling from Lake Superior via the Kaministiquia River, and reached Rainy Lake through the Seine River System. He bypassed the present Quetico Park to the north.

In 1731, Sieur de le Verendrye came from Lake Superior via the Pigeon River and portaged to the Rainy River, traveling the length of the present international waters which separate the Quetico Provincial Park in Ontario and the Boundary Waters Canoe Area in Minnesota. This later became the principal route of the fur traders from Lake Superior to Lake of the Woods and beyond.

The first trading post was established on the present site of Fort Frances in 1731 by La Verendrye and was known as Fort St. Pierre. Fort Frances is thus the oldest continuous settlement west of Lake Superior. Over the years, the site was used by the Northwest Company, the XY Company, and, in 1793, by the Hudson's Bay Company. In 1830, Fort St. Pierre was renamed Fort Frances in honor of Lady Frances Simpson, wife of Sir George Simpson, who later became Governor of the Hudson's Bay Company.

The reference to Fort Frances is given because over the many years it has been the outlet and center for the western part of the Quetico country and for much of the Ontario side of the Rainy River basin. In 1901, when the Canadian Northern Railway reached Fort Frances, it became the rail connection with eastern Canada. Fort Frances is the location of the headquarters of the Fort Frances District of the Ontario Department of Lands and Forests.

In 1909, the Quetico Forest Reserve was set aside by an Order-in-Council under the Forest Reserve Act. This was done to preserve the excellent and extensive stands of pine in the area. It was deemed expedient that the area be "kept in a state of nature as far as that is possible." It recommended the creation of a staff to cruise the timber and protect it from fire. This, perhaps, is the first official act taken in either Canada or the United States to preserve for posterity any part of the so-called canoe country in Ontario or Minnesota. Also, apparently, timber in an established reserve could not be logged.

Four years later, in 1913, an Order-in-Council under the Provincial Parks Act changed the Quetico Forest Reserve to Quetico Provincial Park to "set apart as a public park and forest reserve, fish and game preserve, health resort and fishing grounds for the benefit, advantage and enjoyment of the people of Ontario."

It seems, however, that there was one particularly interesting difference between a forest reserve and a provincial park, namely, that logging under certain conditions could be carried on in a park. This, apparently, was and is being done in some of the Quetico Park.

The records show that additions were made to the Park of about 400 square miles in 1931 and 50 square miles, including Lake Eva, in 1941. In 1954, new boundaries were established for Quetico Park, including a one-mile buffer strip around the Park in which no land disposition is permitted. By this boundary change, Eva Lake was excluded from the Park. The present area is approximately 1,750 square miles.

The records also show that an Order-in-Council of June 11, 1942, authorized prospecting and recording of mining claims in Quetico Park; and, in 1949, the northwest part of Quetico Park was opened to trapping. Registered trap lines were set up, and Indians of the Lac LaCroix band were placed on them.

In 1951, the discovery of the European spruce sawfly colonies in the Quetico area was announced. This was a great extension of its previously known range.

The year of 1957 was a banner year for Quetico Provincial Park as far as major building improvements were concerned. They included the completion of the Nym Lake Staff House, the Fort Frances Air Service Residences, French Lake Administration Building, the Superintendent's residence at French Lake and the Nym Lake Office and Warehouse. A permanent residence was also purchased in Atikokan for the conservation officer. Residences for the Quetico Park superintendent and the Park conservation officer were also built at Nym Lake.

Over the years at various intervals, forest fires have also plagued the Quetico Park. The most recent serious burn was in 1961 in the Saganagons vicinity which ranged over 4,500 acres.

Reference should be made to the improved approaches to Quetico Park. It is increasingly accessible by water, road and air. The main road entrance to the Park is on Highway 11, at Dawson Trail on French Lake, 100 miles west of the Thunder Bay cities of Port Arthur and Fort Williams. At this entrance, good trailer and camp sites and a large parking area are provided. There is also adequate area for additions and extensions.

Farther west, beyond Atikokan, another entrance is being developed from Highway 11, frequently designated as the King's

Highway, by building an extension southward to Bewag Lake. Incidentally, Highway 11 will be completed, providing an excellent auto road from Port Arthur-Fort Williams to Fort Frances-International Falls. This new approach will undoubtedly mean increased Park patronage from the north.

Access to the Park from the east has been made more convenient and will be more so as the roads are hard-surfaced. The road past Kakabeka Falls and Whitefish Lake to attractive Arrow and Northern Light Lakes, with possible future developments of improved tourist facilities, will undoubtedly bring more visitors who will use that approach to reach Quetico Park and the Boundary Waters Canoe Area.

The Quetico Park can be reached from the west by Namakan and Sand Point Lakes either via the Dawson Portage or the Loon River and Beatty Portage. Eastward are the Echo Trail and Fernberg Road approaches at Ely, and the Gunflint Trail and the McFarland Road in the extreme east. Visitors from the United States entering via the water routes must check through one of the three Customs stations. Air travel is strictly regulated, with landings limited to five approved airports.

It is obvious that future use and development of the Park and its surroundings have been wisely planned. Access to and egress from the Park are easily controlled. The Boundary Waters Canoe Area on the Minnesota side of the border extends considerably beyond the Park limits both to the east and the west. This leaves an extension of public and private land along the boundary waters outside the Park which can be used for whatever purposes may be deemed desirable, unrestricted by Park regulations. The lakes outside the Park soon to be serviced by convenient thoroughfares will also be of great advantage to attract travelers with different varieties of interest. Certainly, Quetico Park and its surroundings have the fundamental requirements for wonderful recreational facilities.

A pleasant and fortunate factor which should be noted is the friendly and helpful attitude that has long existed at every echelon of contact between the representatives of the Ontario Department of Lands and Forests and those of the Minnesota Department of Conservation and the United States Forest Service. This is to be enthusiastically commended and, for the good of all, to be continued.



## CRANE LAKE-NAMAKAN LAKE AREA

In accordance with your directive, the Review Committee has given special attention to the Crane Lake-Namakan Lake Area which is situated in the northwest corner of the Superior National Forest in St. Louis County. It lies to the north of Crane and Johnson Lakes and extends northward to Namakan Lake. Its major feature is the scenic, semi-wilderness quality so characteristic of the western boundary waters region.

The southwestern portion of the Canadian Shield extends across this area. The gently undulating land surface, with shallow soils formed over hard metamorphic rocks, shows the effects of several glacial periods. The large border lakes and smaller inland lakes connected by meandering streams break up the land mass.

Elevations vary from 1,100 feet at the outlet of Namakan Lake to about 1,300 feet at the highest inland points. Although there are no extremes in elevations, the general topography is quite rough and broken. Bedrock outcropping is prevalent throughout the area.

Access by road to this unique scenic lakeland area is available at Crane Lake and at Ash River landing near the east end of Kabetogama Lake. By boat, it is 34 miles from Crane Lake to Ash River.

Landownership within the area is intermingled federal, state, county, and private lands, tabulated as follows:

Federal	18,127.44	Acres
State of Minnesota	3,802.67	"
St. Louis County	2,721.34	"
Private	<u>10,758.70</u>	"
	35,410.15	"

The members of the Boundary Waters Canoe Area Review Committee visited the region several times. They flew over the area, landed at some of the inland lakes, and traveled by boat the full length of the border lakes involved, including Lake Kabetogama, which, in a sense, is a western arm of Namakan Lake. They also checked from boat and on foot the very attractive and varying shoreline. Conferences were also held with a number of the people of the Crane Lake community.

As a result of its observations and studies, the Review Committee recommends:

1. The Crane Lake-Namakan Lake Area should not be included in the Boundary Waters Canoe Area.
2. Private inholdings of lakeshore lands should not be included in a general land purchase program. However, this should not preclude acquisition by the Government of key tracts of land needed for public purposes or for which acquisition funds are available.
3. The land reserved from commercial cutting in the current timber management plan should be continued in a no-cut status.
4. Federal lands within the area, particularly lakeshore lands, should be managed to maintain and enhance long range scenic values. The management of the land should include accepted practices for forest improvement, including safety and sanitation cutting, regeneration, and other cultural treatment.
5. No additional public roads should be constructed within the area.
6. The border lakes should be open to boating without motor restriction.



This is one of the free services made possible by contributions received for Wildlife Conservation Stamps.

Report No. 3

First Session  
89th Congress

January 22, 1965

EARLY ACTION EXPECTED IN SENATE ON POLLUTION BILL

With endorsement of Administration and support of conservation groups, labor organizations, and others, the Special Subcommittee on Air and Water Pollution of the Senate Committee on Public Works is expected to take speedy action on S.4, the "Water Quality Act of 1965." Approval by the Senate, which passed a similar measure in the 88th Congress by a 69 to 11 vote, might even come later this month.

The Subcommittee was one of the first of the Congress to go into action. It held a public hearing on S.4 (Report No. 1, page 5) 1/18/65.

Assistant Secretary of Health, Education, and Welfare James M. Quigley was the initial witness and said he and his Department "continue our support for the major objectives of this bill." He referred to a communication to the Committee from the Secretary of HEW in which he said he would not oppose the administrative changes in the proposal. S.4 takes portions of the Federal water pollution control program out of the Public Health Service, where it is a division within a bureau, but holds all of the functions in the Department. The Secretary has the authority to make these changes administratively if he so desires.

Secretary Quigley expressed grave concern about continuing problems of water pollution, saying that in the 19 months since the previous Senate hearings "...a lot of water has flowed under many bridges--unfortunately, much of it was polluted." He pointed out that the Department, in the last 19 months, has called 15 enforcement conferences affecting 22 states, almost 600 industries, and 400 municipalities along thousands of miles of streams. He also commented that construction of municipal sewage treatment facilities hit an all time high of nearly 1.5 billion in 1963 and 1964.

"It was also during these past 19 months that the Public Health Service scientists established the fact of widespread contamination of the lower Mississippi River by insecticides," Secretary Quigley emphasized. "This was a disturbing illustration of what may happen in America unless we successfully meet the challenge of this relatively new danger to our environment."

Sen. Edmund S. Muskie (Maine), author of S.4 and chairman of the Subcommittee, presided at the hearing and said it was the intent of his group to "prevent pollution and enhance water quality."

California Governor Edmund G. Brown appeared before the Subcommittee and said that water "is a matter of life and death for my State." He said it was the policy of his Administration to upgrade the quality of water and declared: "I endorse the bill now before your Committee."

Appearing on behalf of several conservation groups, Louis S. Clapper, of the National Wildlife Federation, expressed strong support of the principles expressed in S.4. "We favor the establishment of a new Water Pollution Control Administration, outside the Public Health Service, believing this is necessary to give the program the emphasis and direction it merits," he said. He also commented about Section 5, which authorizes the establishment of Federal standards of water quality. "Frankly speaking, conservationists have had some unhappy experiences with stream classification," he pointed out. "All too often in the past this technique was used to freeze or downgrade water quality.... We, therefore, strongly urge the Subcommittee to stress its expectation that the standards will be used as a vehicle to upgrade water quality, ideally to prevent water pollution. It should not, and must not, be a means to legalize water pollution, or set a low level of tolerance.... Standards should be upgraded continually as new techniques are discovered and applied."

Witnesses for the Manufacturing Chemists Association urged greater State participation in the establishment of standards, reducing authority of the Secretary. A witness for the Pulp, Paper & Paperboard Institute urged the establishment of an "Institute of Water Supply and Pollution Control" in PHS and asked that the ability of streams to assimilate wastes be recognized in the Federal Water Pollution Control Act.

#### ORGANIZATION OF THE CONGRESS CONTINUES

Organization of the 89th Congress was continuing but the process still is not completed. Senate Committee assignments now are known and the same work was to be finished in the House this week. Committees still must meet, however, and organize into subcommittees before much of the major work can progress and this process may take two or three weeks more.

This publication will carry a listing of Committees, with subcommittees, when the assignments are completed. Meanwhile, here is some information on committees dealing with natural resources:

#### Complete Senate Assignments (no subcommittees)

Agriculture and Forestry: Sen. Allen J. Ellender (La.), Chairman; Senators Spessard L. Holland (Fla.), James O. Eastland (Miss.), Herman E. Talmadge (Ga.), B. Everett Jordan (N.C.), Eugene J. McCarthy (Minn.), George McGovern (S. Dak.), Ross Bass (Tenn.), Joseph M. Montoya (N. Mex.), George D. Aiken (Vt.), Milton R. Young (N. Dak.), John Sherman Cooper (Ky.), J. Caleb Boggs (Del.), and Jack Miller (Iowa).

Appropriations: Sen. Carl Hayden (Ariz.), Chairman; Senators Richard B. Russell (Ga.), Allen J. Ellender (La.), Lister Hill (Ala.), John L. McClellan (Ark.), A. Willis Robertson (Va.), Warren G. Magnuson (Wash.), Spessard L. Holland (Fla.), John Stennis (Miss.), John O. Pastore (R.I.), A.S. Mike Monroney (Okla.), Alan Bible (Nev.), Robert C. Byrd (W. Va.), Gale W. McGee (Wyo.), Mike Mansfield (Mont.), E.L. Bartlett (Alaska), William Proxmire (Wisc.), Ralph Yarborough (Texas), Leverett Saltonstall (Mass.), Milton R. Young (N. Dak.), Karl E. Mundt (S. Dak.), Margaret Chase Smith (Maine), Thomas H. Kuchel (Calif.), Roman L. Hruska (Neb.), Gordon Allott (Colo.), Norris Cotton (N.H.), and Clifford P. Case (N.J.).

Commerce: Sen. Warren G. Magnuson (Wash.), Chairman; Senators John O. Pastore (R.I.), A.S. Mike Monroney (Okla.), Frank J. Lausche (Ohio), E.L. Bartlett (Alaska), Vance Hartke (Ind.), Gale W. McGee (Wyo.), Philip A. Hart (Mich.), Howard W. Cannon (Nev.), Daniel B. Brewster (Md.), Maurine B. Neuberger (Oreg.), Ross Bass (Tenn.), Norris Cotton (N.H.), Thruston B. Morton (Ky.), Hugh Scott (Pa.), Winston L. Prouty (Vt.), James B. Pearson (Kans.), and Peter H. Dominick (Colo.).



Interior and Insular Affairs: Sen. Henry M. Jackson (Wash.), Chairman; Senators Clinton P. Anderson (N.Mex.), Alan Bible (Nev.), Frank Church (Idaho), Ernest Gruening (Alaska), Frank E. Moss (Utah), Quentin N. Burdick (N. Dak.), Carl Hayden (Ariz.), George McGovern (S. Dak.), Gaylord Nelson (Wisc.), Lee Metcalf (Mont.), Thomas H. Kuchel (Calif.), Gordon Allott (Colo.), Len B. Jordan (Idaho), Milward L. Simpson (Wyo.), and Paul J. Fannin (Ariz.).

Public Works: Sen. Pat McNamara (Mich.), Chairman; Senators Jennings Randolph (W. Va.), Stephen M. Young (Ohio), Edmund S. Muskie (Maine), Ernest Gruening (Alaska), Frank E. Moss (Utah), Lee Metcalf (Mont.), B. Everett Jordan (N.C.), Daniel K. Inouye (Hawaii), Birch E. Bayh (Ind.), Joseph M. Montoya (N. Mex.), Fred R. Harris (Okla.), John Sherman Cooper (Ky.), Hiram L. Fong (Hawaii), J. Caleb Boggs (Del.), James B. Pearson (Kans.), and George Murphy (Calif.).

#### House Majority Assignments

Agriculture: Harold D. Cooley (N.C.), Chairman; W.R. Poage (Tex.), E.C. Gathings (Ark.), John L. McMillan (S.C.), Thomas G. Abernethy (Miss.), Watkins M. Abbitt (Va.), Paul C. Jones (Mo.), Harlan Hagen (Calif.), Frank A. Stubblefield (Ky.), Graham Purcell (Tex.), James H. Morrison (La.), Alec G. Olson (Minn.), Spark M. Matsunaga (Hawaii), Maston O'Neal (Ga.), Thomas S. Foley (Wash.), Joseph Y. Resnick (N.Y.), Lynn E. Stalbaum (Wisc.), Eligio de la Garza (Tex.), Joseph P. Vigorito (Pa.), John C. Mackie (Mich.), Rolland Redlin (N. Dak.), Bert Bandstra (Iowa), Stanley L. Greigg (Iowa), and Clair A. Callan (Nebr.).

Appropriations: George H. Mahon (Tex.), Chairman; Albert Thomas (Tex.), Michael J. Kirwan (Ohio), Jamie L. Whitten (Miss.), George W. Andrews (Ala.), John J. Rooney (N.Y.), John E. Fogarty (R.I.), Robert L.F. Sikes (Fla.), Otto E. Passman (La.), Joe L. Evins (Tenn.), Edward P. Boland (Mass.), William H. Natcher (Ky.), Daniel J. Flood (Pa.), Winfield K. Denton (Ind.), Tom Steed (Okla.), George E. Shipley (Ill.), John M. Slack, Jr. (W. Va.), John J. Flynt, Jr. (Ga.), Neal Smith (Iowa), Robert N. Giaimo (Conn.), Julia Butler Hansen (Wash.), Charles S. Joelson (N.J.), Joseph P. Addabbo (N.Y.), John J. McFall (Calif.), W.R. Hull, Jr. (Mo), D.R. (Billy) Matthews (Fla.), Jeffrey Cohelan (Calif.), Thomas G. Morris (N. Mex.), Edward J. Patten (N.J.), Clarence D. Long (Md.), John O. Marsh, Jr. (Va.), Robert B. Duncan, (Oreg.), Sidney R. Yates (Ill.), and Bille S. Farnum (Mich.).

Interior and Insular Affairs: Wayne N. Aspinall (Colo.), Chairman; Leo W. O'Brien (N.Y.), Walter Rogers (Tex.), James A. Haley (Fla.), Ed Edmondson (Okla.), Walter S. Baring (Nev.), Ralph J. Rivers (Alaska), Roy A. Taylor (N.C.), Harold T. Johnson (Calif.), Hugh L. Carey (N.Y.), Morris K. Udall (Ariz.), Compton I. White, Jr. (Idaho), Phillip Burton (Calif.), David S. King (Utah), Walter H. Moeller (Ohio), John V. Tunney (Calif.), Jonathan B. Bingham (N.Y.), Thomas S. Foley (Wash.), N. Nelman Craley, Jr. (Pa.), John A. Race (Wisc.), Richard White (Tex.), and Teno Roncalio (Wyo.).

Interstate and Foreign Commerce: Oren Harris (Ark.), Chairman; Harley O. Staggers (W. Va.), Walter Rogers (Tex.), Samuel N. Friedel (Md.), Torbert H. Macdonald (Mass.), John Jarman (Okla.), Leo W. O'Brien (N.Y.), John E. Moss (Calif.), John D. Dingell (Mich.), Paul G. Rogers (Fla.), Horace R. Kornegay (N.C.), Lionel Van Deerlin (Calif.), J.J. Pickle (Tex.), Fred B. Rooney (Pa.), John M. Murphy (N.Y.), David E. Satterfield III (Va.), Daniel J. Ronan (Ill.), J. Oliva Huot (N.H.), James A. Mackay (Ga.), John J. Gilligan (Ohio), Charles P. Farnsley (Ky.), and John Bell Williams (Miss.).

Merchant Marine and Fisheries: Herbert C. Bonner (N.C.), Chairman; Edward A. Garmatz (Md.), Leonor K. Sullivan (Mo.), T.A. Thompson (La.), Frank M. Clark (Pa.), Thomas L. Ashley (Ohio), John D. Dingell (Mich.), Alton Lennon (N.C.), Thomas N. Downing (Va.), Bob Casey (Tex.), James A. Byrne (Pa.), Harlan Hagen (Calif.), Edith Green (Oreg.), Paul G. Rogers (Fla.), Frank A. Stubblefield (Ky.), John M. Murphy (N.Y.), Jacob H. Gilbert (N.Y.),

J. Russell Tuten (Ga.), William L. St. Onge (Conn.), John G. Dow (N.Y.), and Raymond F. Clevenger (Mich.).

Public Works: George H. Fallon (Md.), Chairman; John A. Blatnik (Minn.), Robert E. Jones (Ala.), John C. Kluczynski (Ill.), T.A. Thompson (La.), Jim Wright (Tex.), Kenneth J. Gray (Ill.), Frank M. Clark (Pa.), Ed Edmondson (Okla.), Harold T. Johnson (Calif.), W.J. Bryan Dorn (S.C.), David N. Henderson (N.C.), Arnold Olsen (Mont.), J. Russell Tuten (Ga.), Ralph J. Rivers (Alaska), Ray Roberts (Tex.), Robert A. Everett (Tenn.), Richard D. McCarthy (N.Y.), James Kee (W. Va.), John R. Schmidhauser (Iowa), Robert E. Sweeney (Ohio), James J. Howard (N.J.), and Ken W. Dyal (Calif.).

Rules: Howard W. Smith (Va.), Chairman; William M. Colmer (Miss.), Ray J. Madden (Ind.), James J. Delaney (N.Y.), James W. Trimble (Ark.), Richard Bolling (Mo.), Thomas P. O'Neill, Jr. (Mass.), B.F. Sisk (Calif.), John Young (Tex.), and Claude Pepper (Fla.).

Ways and Means: Wilbur D. Mills (Ark.), Chairman; Cecil R. King (Calif.), Hale Boggs (La.), Eugene J. Keogh (N.Y.), Frank M. Karsten (Mo.), A.S. Herlong, Jr. (Fla.), John C. Watts (Ky.), Al Ullman (Oreg.), James A. Burke (Mass.), Clark W. Thompson (Tex.), Martha W. Griffiths (Mich.), W. Pat Jennings (Va.), George M. Rhodes (Pa.), Dan Rostenkowski (Ill.), Phil M. Landrum (Ga.), Charles A. Vanik (Ohio), and Richard H. Fulton (Tenn.).

## NEW BILLS INTRODUCED

### FISH AND WILDLIFE

#### CONSERVATION AND RESTORATION OF HAWAIIAN NENE GOOSE

Mr. Spark M. Matsunaga (Hawaii) has introduced H.R.505, which would increase from \$15,000 to \$25,000 the amount authorized to be appropriated annually for a cooperative Federal-State effort to conserve and restore the rare Nene goose, official Hawaiian state bird. The program also would be extended. This is the same bill which was considered by the 87th and 88th Congresses. Referred 1/4/65 to the House Committee on Merchant Marine and Fisheries.

#### AGRICULTURE AND SOIL CONSERVATION

S.50--FEDERAL COST-SHARING FOR CERTAIN USES OF WATER STORED IN RESERVOIRS. Sen. Milton R. Young (N. Dak.). Further amends the Watershed Protection and Flood Prevention Act to permit Federal cost-sharing for certain uses of water stored in reservoir structures constructed or modified under the Act. The bill relates to allocation of costs for flood control, municipal or industrial purposes, and regulation of streamflow for water quality control. Referred 1/6/65 to the Senate Committee on Agriculture and Forestry.

S.398--EXTENSION OF CONSERVATION RESERVE CONTRACTS. Sen. Allen J. Ellender (La.). Authorizes extension of conservation reserve contracts through 1965. The bill also increases the limit on annual payments under the cropland conversion program from \$10,000,000 to \$20,000,000. Referred 1/2/65 to the Senate Committee on Agriculture and Forestry.

S.J.RES.20--COMMISSION ON REVISION OF FEDERAL AGRICULTURAL LAWS AND PROGRAMS. Senators Jacob K. Javits (N.Y.) and John G. Tower (Texas). Provides for the establishment of a Commission on the Revision of Federal Agricultural Laws and Programs. The resolution states that agricultural programs have been responsible for "an increasingly intolerable burden on the people of the United States in both taxes and higher prices...." A 12-member bi-partisan Commission would be established, representing both bodies of the Congress, the executive branch of Government, and private individuals. The Commission would make a comprehensive study and investigation of all Federal laws and programs pertaining to agriculture, with a view toward revising and modernizing them. To some degree, this would parallel the study of the Public Land Law Review Commission. Referred 1/12/65 to the Senate Committee on Agriculture and Forestry.

H.R.2847--ESTABLISHMENT OF CROPLAND RETIREMENT PROGRAM. Mr. Alexander Pirnie (N.Y.). Cited as the "Wheat and Feed Grain Act of 1965," this bill adjusts wheat and feed grain production to bring it in line with current demand. A voluntary land retirement and soil conservation program would be established. Referred 1/14/65 to the House Committee on Agriculture.

#### AIR POLLUTION

H.R.463--SAFE STANDARDS FOR DISCHARGE OF WASTES INTO THE AIR BY MOTOR VEHICLES. Mr. Seymour Halpern (N.Y.). Authorizes the Secretary of Health, Education, and Welfare to prescribe safe standards for the discharge of substances into the air by motor vehicles.



The manufacture for sale in commerce, the use in commerce, or importation of vehicles which do not conform would be unlawful. Not the same as S.306 (Report No. 2, page 8). Referred 1/4/65 to the House Committee on Interstate and Foreign Commerce.

ELECTRIC POWER

S.515--AURHOTIZATION FOR PASSAMAQUODDY TIDAL POWER PROJECT. Senators Edmund S. Muskie (Maine), Margaret Chase Smith (Maine), George D. Aiken (Vt.), Edward M. Kennedy (Mass.), Thomas J. McIntyre (N.H.), Claiborne Pell (R.I.), and Winston L. Prouty (Vt.). Authorizes construction of the Passamaquoddy-St. John hydroelectric project, subject to appropriate agreements between the U.S. and Canada. The project, which has bi-partisan backing, now has been declared economically feasible. The legislation would authorize construction of the necessary civil works and power plants by the Corps of Engineers, construction of high voltage transmission lines by the Department of the Interior. Power marketing, taking advantage of tidal energy, would be developed by the Interior Department. Referred 1/15/65 to the Senate Committee on Public Works.

FIREARMS

H.R.510--AMENDMENT TO FEDERAL FIREARMS ACT. Mr. Thomas P. O'Neill (Mass.). Amends the Federal Firearms Act. This bill guarantees that a person cannot buy a gun through the mails in contravention of local laws. It is similar, but not identical to S.14, the so-called "Dodd Bill" (Report No. 2, page 8). Referred 1/4/65 to the House Committee on Ways and Means.

FLOOD CONTROL, RIVERS AND HARBORS  
RIVER BASIN DEVELOPMENT

S.425--RESERVOIR ON MILL CREEK IN GRAND COUNTY, UTAH. Sen. Frank E. Moss (Utah). Authorizes and directs the Corps of Engineers to construct and operate a multiple-purpose dam and reservoir on Mill Creek in Grand County, Utah, for flood control, recreation, and the development of municipal and irrigation water supplies. Referred 1/12/65 to the Senate Committee on Public Works.

S.460--CONSTRUCTION OF DEEP-DRAFT HARBOR BY STATE OF INDIANA AT BURNS DITCH. Senators Birch E. Bayh (Ind.) and R. Vance Hartke (Ind.). Authorizes construction of a deep-draft harbor by the State of Indiana on the shore of Lake Michigan in the vicinity of Burns Waterway, with the Federal Government assuming an appropriate part of the cost of construction. Sen. Bayh said this bill does not interfere with the preservation of the Indiana Dunes National Lakeshore as proposed in S.360 (Report No. 2, page 12). Same as H.R.50 (Report No. 2, page 9). Referred 1/12/65 to the Senate Committee on Public Works.

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\* GILBERT DAM AND RESERVOIR ON BUFFALO RIVER, ARKANSAS \*  
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\* Mr. James W. Trimble (Ark.) has introduced a bill, H.R.2245, "to authorize \*  
\* the Secretary of the Army to construct Gilbert Dam and Reservoir on the Buffalo \*  
\* River in Searcy County, Ark." This proposal only recently was the subject of \*  
\* public hearings in Arkansas. It is widely opposed by conservationists and \*  
\* others who hope to see the Buffalo set aside as a free-flowing stream because \*  
\* of its exceptional recreational values. The National Park Service has recom- \*  
\* mended that the Buffalo be set aside as a National River. Referred 1/11/65 to \*  
\* the House Committee on Public Works. \*  
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H.R.2842--RECOVERY OF COST OF REMOVING OBSTACLES FROM NAVIGABLE WATERS. Mr. John S. Monagan (Conn.). Authorizes the U.S. to recover by civil actions the cost of removing certain obstructions from navigable waters of the U.S. Owners of vessels and/or cargoes would be responsible. Referred 1/14/65 to the House Committee on Public Works.

#### FORESTS AND FORESTRY

S.7--ESTABLISHMENT OF SPRUCE KNOB-SENECA ROCKS NATIONAL RECREATION AREA. Senators Robert C. Byrd (W.Va.) and Jennings Randolph (W.Va.). Directs the Secretary of Agriculture to establish the Spruce Knob-Seneca Rocks National Recreation Area within and adjacent to the Monongahela National Forest in West Virginia. The area would not exceed in the aggregate 100,000 acres. Adequate summer and winter outdoor recreational facilities would be established. Referred 1/6/65 to the Senate Committee on Agriculture and Forestry.

S.312--RESEARCH ON USES FOR FARM AND FOREST PRODUCTS. Sen. Olin D. Johnston (S.C.). Provides for additional research on developing new and improved uses for farm and forest products and for developments of new crops. Referred 1/7/65 to the Senate Committee on Agriculture and Forestry.

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\* PRESERVATION OF UPPER PRIEST LAKE, IDAHO \*  
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\* Senators Frank Church (Idaho) and Len Jordan (Idaho) have introduced S.435, \*  
\* which would extend boundaries of the Kaniksu National Forest in Idaho to \*  
\* preserve the "gemlike body of water" known as Upper Priest Lake. The bill \*  
\* authorizes the Secretary of Agriculture to purchase 417 acres of land to preserve \*  
\* the lake from subdivision development. "Unless we can act, and act soon, \*  
\* commercial development will invade this idyllic setting," Sen. Church told his \*  
\* colleagues. "More than four years ago the Idaho Wildlife Federation set out to \*  
\* prevent this type of commercial development. Last year, when it appeared the \*  
\* development was a certainty, a national semi-scientific organization, Nature \*  
\* Conservancy, came to the rescue with a loan to the owners to buy an extra year's \*  
\* time in which to save the lake. During this period the owners have agreed to \*  
\* negotiate with public agencies for disposition of their land." Referred 1/12/65 \*  
\* to the Senate Committee on Interior and Insular Affairs. \*  
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H.R.398--PERMIT FOR DEVELOPMENT OF MINERAL RESOURCES IN COLORADO LANDS. Mr. Wayne N. Aspinall (Colo.). Permits the discovery, location, development, and utilization of the mineral resources of certain public lands in national forests in Colorado. Involved are the national forest lands in the Gunnison, Rio Grands, San Juan, and White River National Forests, aggregating 7,178 acres, described in a withdrawal of July 21, 1964, for administrative and recreation sites, roadside zones and experimental uses. Referred 1/4/65 to the House Committee on Interior and Insular Affairs.

#### INDIAN LANDS AND RESOURCES

S.96--AMENDMENT TO INDIAN LONG-TERM LEASING ACT. Sen. Clinton P. Anderson (N.Mex.). Makes certain amendments to section 1 of the Indian Long-Term Leasing Act. Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

#### IRRIGATION AND RECLAMATION

S.32--AUTHORIZATION FOR SOUTHERN NEVADA WATER PROJECT. Senators Alan Bible (Nev.) and Howard W. Cannon (Nev.). Authorizes the Secretary of the Interior to construct, operate,

and maintain the southern Nevada water project for the principal purpose of delivering water for municipal, industrial, and incidental irrigation use. The principal features of the southern Nevada shall consist of intake facilities, pumping plants, aqueduct and laterals, etc., required to provide water from Lake Mead on the Colorado River for distribution within Clark County, Nev. Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.75--AUTHORIZATION FOR LOWER COLORADO RIVER BASIN PROJECT. Senators Carl Hayden (Ariz.) and Paul J. Fannin (Ariz.). Authorizes the construction, operation, and maintenance of the Lower Colorado River Basin project, Arizona. Sen. Fannin made his initial speech in the Senate on the introduction of this bill, saying that Arizona is in dire need of immediate construction of the central Arizona unit contained in it. He said the benefits would extend far beyond Arizona. Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.254--AUTHORIZATION FOR TUALATIN FEDERAL RECLAMATION PROJECT, OREGON. Senators Maurine B. Neuberger (Oreg.) and Wayne Morse (Oreg.). Authorizes the Secretary of the Interior to construct, operate, and maintain the Tualatin Federal reclamation project in Oregon. Mrs. Neuberger said the 61,100 acre-foot development behind Scoggin Dam was essential for flood control and would provide added benefits for irrigation, water quality, fish and wildlife, and other purposes. The estimated construction cost is \$19,235,300, of which \$14,431,500 is reimbursable. Referred 1/7/65 to the Senate Committee on Interior and Insular Affairs.

S.302--NORTH LOUP DIVISION OF MISSOURI RIVER BASIN PROJECT, NEBRASKA. Senators Carl T. Curtis (Neb.) and Roman L. Hruska (Neb.). Reauthorizes construction by the Secretary of the Interior of the North Loup division, Nebraska, Missouri River Basin project. Two reservoirs would furnish water to some 53,000 acres of land. Referred 1/7/65 to the Senate Committee on Interior and Insular Affairs.

S.303--NEBRASKA MIDSTATE DIVISION, MISSOURI RIVER BASIN PROJECT. Senators Carl T. Curtis (Neb.) and Roman L. Hruska (Neb.). Authorizes the Secretary of the Interior to construct, operate, and maintain the Nebraska midstate division, Missouri River Basin project. Principal purpose of the project would be to furnish surface irrigation water supply for 140,000 acres of land, with conservation of fish and wildlife a supplemental benefit. A diversion dam and related works would be located on the Platte River. The construction authorization would not exceed \$84,202,000. Referred 1/7/65 to the Senate Committee on Interior and Insular Affairs.

S.354--AUTHORIZATION FOR PALMETTO BEND RECLAMATION PROJECT, TEXAS. Sen. Ralph Yarborough (Texas). Authorizes the Secretary of the Interior to construct, operate, and maintain the Palmetto Bend reclamation project in Texas. Similar in purpose to H.R.163. (Report No. 2, page 10) but considerably different in wordage. S.354 provides: "The Secretary is authorized to transfer to a Water users' organization the care, operation, and maintenance of the project works, and, if such transfer is made to credit annually against the organization's repayment obligation that portion of the year's operation and maintenance costs which, if the U.S. had continued to operate the project, would have been allocated to fish and wildlife, and recreation purposes. Prior to assuming care, operation, and maintenance of the project works the water users' organization shall obligate itself to operate them in accordance with criteria established by the Secretary of the Interior with respect to fish and wildlife and recreation." Referred 1/8/65 to the Senate Committee on Interior and Insular Affairs.

S.355--AUTHORIZATION FOR COLUMBUS BEND PROJECT, TEXAS. Sen. Ralph Yarborough (Texas). Authorizes the Secretary of the Interior to construct, operate, and maintain the Columbus Bend Federal reclamation project in Texas. Principal features would include a national wildlife refuge. Similar in purpose to H.R.162 (Report No. 2, page 10), but different in several respects. This bill contains a provision similar to that in S.354, above relative

to costs for fish and wildlife and recreation. Referred 1/8/65 to the Senate Committee on Interior and Insular Affairs.

S.553--UPPER NIOBRARA RIVER COMPACT, WYOMING AND NEBRASKA. Sen. Milward L. Simpson (Wyo.). Consents to the upper Niobrara River compact between Wyoming and Nebraska. Sen. Simpson said the two states had ratified the compact in 1962 but consent of the Congress was necessary and urgent. Referred 1/15/65 to the Senate Committee on Interior and Insular Affairs.

H.R.399--RECONVEYANCE OF MINERAL INTERESTS AT VEGA DAM, COLORADO. Mr. Wayne N. Aspinall (Colo.). Authorizes the Secretary of the Interior to reconvey mineral interests in certain lands to the former owners to provide adjustments in order to make uniform the estate acquired for the Vega Dam and Reservoir, Collbran Project, Colorado. Referred 1/4/65 to the House Committee on Interior and Insular Affairs.

H.R.506--CONSTRUCTION OF KOKEE WATER PROJECT, HAWAII. Mr. Spark M. Matsunaga (Hawaii). Authorizes the Secretary of the Interior to make a loan and grant to Hawaii for construction of the Kokee water project. Purpose of the project is to provide irrigation water, hydroelectric power, conserve and develop fish and wildlife, provide recreation and control floods. The State would provide lands. Up to \$20,000,000 would be authorized. Referred 1/4/65 to the House Committee on Interior and Insular Affairs.

H.R.2929--AUTHORIZATION FOR MANSON UNIT, CHIEF JOSEPH DAM PROJECT, WASHINGTON. Mr. T.S. Foley (Wash.). Authorizes the Secretary of the Interior to construct, operate, and maintain the Manson unit, Chelan division, Chief Joseph Dam project, Washington. The unit would irrigate 5,800 acres of land, conserve and develop fish and wildlife resources, and enhance recreation opportunities. The bill carries an authorization of \$12,400,000. Referred 1/14/65 to the House Committee on Interior and Insular Affairs.

H.R. 2858--PAYMENT OF DEBT SERVICE CONSTRUCTION CHARGES. Mr. Al Ullman (Oreg.). Provides for the payment of debt service construction charges and increased operation and maintenance charges when irrigable lands are taken for nonagricultural uses under Federal programs. Referred 1/14/65 to the House Committee on Interior and Insular Affairs.

#### MINES AND MINERALS

S.85--DISPOSITION OF PROCEEDS OF SALES, BONUSES, ROYALTIES, AND RENTALS. Sen. Gale W. McGee (Wyo.). Amends section 35 of the Mineral Leasing Act of 1920 with respect to the disposition of the proceeds of sales, bonuses, royalties, and rentals. Ninety per cent of the funds paid the U.S. from these sources would be returned to the states. See S.90 (Report No. 2, page 10). Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.368--STUDY OF STRIP AND SURFACE MINING OPERATIONS. Senators Frank J. Lausche (Ohio), Hugh Scott (Pa.), and R. Vance Hartke (Ind.). Provides for a study by the Secretary of the Interior of strip and surface mining operations in the U.S. The study would be the subject of a report to the Congress. Sen. Lausche said: "In many areas the land has been robbed of its resources and abandoned to the wrath of the elements. Time alone will not heal these wounds." The study would provide the basis for a land reclamation program. Referred 1/12/65 to the Senate Committee on Interior and Insular Affairs.

S.401--RELIEF CONCERNING OIL AND GAS LEASE. Sen. E.L. Bartlett (Alaska). Authorizes the Secretary of the Interior to receive, consider, and act upon any petition of Robert A. Adams, of Spenard, Alaska, for reinstatement of a certain U.S. oil and gas lease. Referred 1/12/65 to the Senate Committee on Interior and Insular Affairs.



PARKS, MONUMENTS, AND RECREATION AREAS

S.6--AUTHORIZATION FOR THE ALLEGHENY PARKWAY. Senators Robert C. Byrd (W. Va.), Jennings Randolph (W. Va.), John Sherman Cooper (Ky.), Daniel B. Brewster (Md.), Thruston B. Morton (Ky.), and Joseph D. Tydings (Md.). Provides for the establishment and administration of the Allegheny Parkway in West Virginia, Kentucky, and Maryland. The Parkway would extend along the Allegheny Mountains from Hagerstown, Md., to Cumberland Gap National Historical Park, Kentucky. Similar, but not identical, to H.R.319 (Report No. 2, page 12) Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.33--ESTABLISHMENT OF FOSSIL BUTTE NATIONAL MONUMENT, WYOMING. Senators Gale W. McGee (Wyo.) and Milward L. Simpson (Wyo.). Authorizes establishment of the Fossil Butte National Monument on not more than 8,500 acres of lands in Lincoln County, Wyo. The Monument would be administered by the National Park Service. Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.92--ESTABLISHMENT OF FLAMING GORGE NATIONAL RECREATION AREA, UTAH AND WYOMING. Senators Gale W. McGee (Wyo.) and Frank E. Moss (Utah). Establishes the Flaming Gorge National Recreation Area on the Colorado River in Utah and Wyoming. The area would consist of a north unit administered by the Secretary of the Interior and a south unit administered by the Secretary of Agriculture. Administration shall be coordinated. Hunting, fishing, and trapping shall be permitted in accord with laws and regulations of the respective states. Grazing, mineral leasing and entry, and vacation cabin site use would be permitted under regulations preserving scenic, scientific, historical and recreational values. Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.330--ESTABLISHMENT OF GOLDEN SPIKE NATIONAL MONUMENT, UTAH. Sen. Wallace F. Bennett (Utah). Establishes the Golden Spike National Monument in Utah. Similar to S.26 (Report No. 2, page 11). Referred 1/8/65 to the Senate Committee on Interior and Insular Affairs.

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\* ESTABLISHMENT OF GREAT BASIN NATIONAL PARK, NEVADA \*  
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\* Senators Alan Bible (Nev.) and Howard W. Cannon (Nev.) have reintroduced \*  
\* S.499, to establish the Great Basin National Park in Nevada. The 123,000-acre area \*  
\* features Wheeler Peak, Lehman Caves, a limestone arch, stands of bristle-cone \*  
\* pines and remnants of the unique geology of the Great Basin. "During the past \*  
\* several years, extensive hearings in the field have been held to attempt to \*  
\* reconcile the divergent views of the conservationists on the one hand, and the \*  
\* local mining and grazing interests on the other," Sen. Bible told his colleagues. \*  
\* Mining and grazing would be permitted under certain restrictions, activities \*  
\* conservationists question being appropriate for an area with park status. \*  
\* Referred 1/15/65 to the Senate Committee on Interior and Insular Affairs. \*  
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H.R.328--EXTENSION OF BLUE RIDGE PARKWAY, NORTH CAROLINA AND GEORGIA. Mr. Phil M. Landrum (Ga.). Authorizes the Secretary of the Interior to accept donations of lands and interests to construct an extension of the Blue Ridge Parkway from Geech Gap, N.C., to U.S. Route 41 north of Atlanta and Marietta, Ga. Subsection 2 (3) provides that "the Secretary of the Interior may, when the Appalachian Trail Conference agrees to assume maintenance thereof, relocate and reconstruct portions of the Appalachian Trail, including trail shelters, that may be disturbed by the parkway extension, and he may construct new sections, including shelters, in order to safeguard or provide for the continuity of the trail; provided, that such relocation, reconstruction, and construction may be performed (A) on non-Federal lands when the Appalachian Trail Conference obtains the consent of the



owner to the use of the lands for the purpose, and (B) upon national forest lands with the approval of the Secretary of Agriculture." Referred 1/4/65 to the House Committee on Interior and Insular Affairs.

H.R.2778--ESTABLISHMENT OF BIGHORN CANYON NATIONAL RECREATION AREA. Mr. J.F. Battin (Mont.). Establishes the Bighorn Canyon National Recreation Area in Wyoming and Montana to provide for public outdoor recreation use and enjoyment of the Yellowtail Reservoir. The Crow Indian Tribe would be granted the exclusive right to develop and operate water-based facilities along their shoreline. Hunting and fishing shall be permitted in accordance with the laws of the states. This is the same bill which was passed by the Senate late in 1964. Referred 1/14/65 to the House Committee on Interior and Insular Affairs.

#### PUBLIC LANDS

S.84--REIMBURSEMENT TO WYOMING FOR IMPROVEMENTS ON LANDS. Senators Gale W. McGee (Wyo.) and Milward L. Simpson (Wyo.). Provides reimbursement to the State of Wyoming for improvements made on lands in Sweetwater County, Wyo., if and when the lands revert to the U.S. The lands have been used for cooperative agricultural demonstration work. Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.426--RESTRICTION OF OUTER CONTINENTAL SHELF, EASTERN TEST RANGE. Senator Henry M. Jackson (Wash.). Provides for the restriction of 2,630,000 acres of the Outer Continental Shelf for use by the Defense Department as the Eastern Test Range. The restriction is for a five-year period with an option to renew. Referred 1/12/65 to the Senate Committee on Interior and Insular Affairs.

S.427--RESTRICTION OF OUTER CONTINENTAL SHELF, GULF TEST RANGE. Senator Henry M. Jackson (Wash.). Provides for the restriction of 24,328,601 acres of the Outer Continental Shelf in the Gulf of Mexico for use by the Defense Department as the Gulf Test Range. The restriction is for a five-year period with an option to renew. Referred 1/12/65 to the Senate Committee on Interior and Insular Affairs.

S.428--RESTRICTION OF OUTER CONTINENTAL SHELF, MATAGORDA WATER RANGE. Sen. Henry M. Jackson (Wash.). Provides for the restriction of 3,874,291 acres of the Outer Continental Shelf for use by the Air Force, Department of Defense, as the Matagorda Water Range. The restriction is for three years with an option to renew. Referred 1/12/65 to the Senate Committee on Interior and Insular Affairs.

S.468--CONVEYANCE OF LANDS TO CITY OF ROSEBURG, OREGON. Senators Wayne Morse (Oreg.) and Maurine B. Neuberger (Oreg.). Authorizes the conveyance of title to two parcels of land containing 47 acres to the city of Roseburg, Oreg. The land previously had been transferred to the U.S. without consideration. Referred 1/12/65 to the Senate Committee on Labor and Public Welfare.

H.R.28--CONVEYANCE OF REAL PROPERTY TO STATE OF FLORIDA. Mr. E.J. Gurney (Fla.). Provides that the Secretary of the Air Force shall, without monetary consideration, transfer 20 acres of land at Cape Kennedy Air Force Station in Brevard County, Fla., to the State for educational purposes. Referred 1/4/65 to the House Committee on Armed Services.

H.R.29--CONVEYANCE OF REAL PROPERTY TO STATE OF FLORIDA. Mr. D.R. (Billy) Matthews (Fla.). Identical to H.R. 28 above. Referred 1/4/65 to the House Committee on Armed Services.

H.R.278--RETROCESSION OF JURISDICTION OVER LANDS. Mr. Charles E. Bennett (Fla.). Permits the administrators of Federal agencies to retrocede to the States certain jurisdiction of the U.S. over land within the States. Referred 1/4/65 to the House Committee on Government Operations.

H.R. 396--CONGRESSIONAL NOTIFICATION OF CERTAIN PROPOSED PUBLIC LAND ACTIONS. Mr. Wayne N. Aspinall (Colo.). Provides that, pending implementation of recommendations to be made by the Public Land Law Review Commission, the Secretary of the Interior or his designee may not withdraw, reserve, restrict, or change in use designation or classification more than 2,560 acres of public lands without notifying both Houses of the Congress in advance. The Secretary of Agriculture would have a similar restriction on classification or designations of national forest lands involving 5,000 acres or more. Referred 1/4/65 to the House Committee on Interior and Insular Affairs.

#### WATER CONSERVATION, POLLUTION CONTROL

S.22--MORE ADEQUATE NATIONAL PROGRAM OF WATER RESEARCH. Senators Clinton P. Anderson (N.Mex.), E.L. Bartlett (Alaska), Birch E. Bayh (Ind.), Alan Bible (Nev.), Quentin N. Burdick (N. Dak.), Frank Carlson (Kans.), Ernest Gruening (Alaska), Philip A. Hart (Mich.), Henry M. Jackson (Wash.), Thomas H. Kuchel (Calif.), Edward V. Long (Mo.), Mike Mansfield (Mont.), Gale W. McGee (Wyo.), George McGovern (S. Dak.), Lee Metcalf (Mont.), Wayne Morse (Oreg.), Frank E. Moss (Utah), John G. Tower (Texas), and Ralph Yarborough (Texas). Restores Senate language of the Water Resources Research Act of the 88th Congress. Title II originally authorized the appropriation of \$5 million, increasing \$1 million annually each year for five years, to \$10 million annually for grants to institutions, foundations, or individuals for water research. The House eliminated Title II but agreed in conference to an authorization of \$1 million each year for ten years, subject to preappropriation submission to Congress of research projects proposed. Sen. Anderson told the Senate that the President objects to this procedure and the Administration is reluctant to implement the water research program until the bill is amended. Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.23--PROGRAM TO INCREASE USABLE PRECIPITATION. Senators Clinton P. Anderson (N.Mex.), Wallace F. Bennett (Utah), Alan Bible (Nev.), Howard W. Cannon (Nev.), Peter Dominick (Colo.), Thomas H. Kuchel (Calif.), Edward V. Long (Mo.), Gale W. McGee (Wyo.), George McGovern (S. Dak.), John G. Tower (Texas), and Ralph Yarborough (Texas). Provides that the Secretary of the Interior, cooperating with the National Science Foundation, shall initiate and carry out a program aimed at increasing the annual average usable supply of water from rainfall and snowfall in areas of the U.S. where the increase would be beneficial. Sen. Anderson said that five major river basins in the southwest and upper Missouri basin would need additional water. The bill provides for a program ending June 30, 1971, and an authorization of \$20,000,000. Referred 1/6/65 to the Senate Committee on Commerce.

S.24--EXPANSION OF SALINE WATER CONVERSION PROGRAM. Senators Clinton P. Anderson (N. Mex.), Alan Bible (Nev.), Edward V. Long (Mo.), Frank E. Moss (Utah), John G. Tower (Texas), and Ralph Yarborough (Texas). Expands, extends, and accelerates the saline water conversion program of the Secretary of the Interior by authorizing \$275,000,000 to be used for the period through 1972 rather than \$75,000,000 through 1967. Sen. Anderson said that bigger plants need to be developed. Referred 1/6/65 to the Senate Committee on Interior and Insular Affairs.

S.493--ASSISTANCE FOR THE DEVELOPMENT OF RURAL WATER SYSTEMS. Senators George D. Aiken (Vt.) and Mike Mansfield (Mont.). Amends the Rural Electrification Administration Act to assist in the development of adequate rural water systems. Sen. Aiken said the proposal would help solve housing location problems, commenting: "Full development of the most desirable areas in which to live cannot proceed until we have the foresight to conserve and make available through local systems the water resources of each area." Referred 1/15/65 to the Senate Committee on Agriculture and Forestry.

\* Sen. Edmund S. Muskie (Maine), joined by Senators E.L. Bartlett (Alaska),  
\* Birch E. Bayh (Ind.), J. Caleb Boggs (Del.), Daniel B. Brewster (Md.), Hiram  
\* L. Fong (Hawaii), Ernest Gruening (Alaska), Edward M. Kennedy (Mass.), Jack  
\* Miller (Iowa), A.S. Mike Monroney (Okla.), James B. Pearson (Kans.), Jennings  
\* Randolph (W. Va.), Abraham A. Ribicoff (Conn.), and Harrison A. Williams, Jr.,  
\* (N.J.), has introduced a bill, S.560, to provide improved cooperation by  
\* Federal agencies to control water and air pollution from Federal installations.  
\* Part of this bill was in S.649 of the 88th Congress. The Secretary of Health,  
\* Education, and Welfare would be permitted to set standards of pollution for  
\* Federal installations and agencies would report on compliance. Referred 1/15/65  
\* to the Senate Committee on Public Works.

### MISCELLANEOUS BILLS OF INTEREST

H.R. 466--INCREASED AUTHORIZATION FOR PUBLIC WORKS ACCELERATION. Mr. Ken Hechler (W. Va.). Increases to \$1,800,000,000 the amount authorized to be appropriated under terms of the Public Works Acceleration Act. See S.110 (Report No. 2, page 14). Referred 1/4/65 to the House Committee on Public Works.

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*For Release at 5:15 pm Dave Fortner*  
UNITED STATES DEPARTMENT OF AGRICULTURE

Washington, January 12, 1965

Secretary Freeman Doubles No-Cut Area in Boundary Waters Canoe Area:

Secretary of Agriculture Orville L. Freeman today took action to nearly double the land area where timber cutting is prohibited in the Boundary Waters Canoe Area in the Superior National Forest in Minnesota, thereby placing within this zone about 90 percent of the water surface of the entire area.

The Secretary's action adopted one of the major recommendations made by a special citizens committee which he appointed last May to study the management of the canoe area.

"In the remainder of the area -- outside the no-cut portion -- commercial timber harvesting will continue subject to strict protection of recreation values and under improved forest management because of the vital significance of timber harvest to the local economy," the Secretary said.

"In addition to the changes in land use, I am placing tighter controls on recreation use to protect the wilderness aspects of the area.

"In accepting the recommendations of the review committee, I am directing the Forest Service to add to the no-cut part of the Boundary Waters Canoe Area by February 1966 a group of areas totaling 150,000 acres.

"Furthermore, the committee has also recommended that wherever possible, and without disruption to the local economy, plans be developed so that additional acreages can be put into the no-cut area.

"In view of this further goal, I am directing stepped up action by the Forest Service, and I am confident that an additional 100,000 acres can be added to the no-cut area. These remaining acreages will be brought into the no-cut area in stages as soon as outstanding timber contracts can be fulfilled, or the Forest Service can work out alternate supplies for operators. I believe we can reach this goal within the next few years.

"Under a third step, in line with the committee's recommendation, I am directing the Forest Service to manage 22,000 acres outside the Boundary Waters Canoe Area similarly to that within the area.



"Thus, the three steps we are announcing today will mean an addition of 272,000 acres to the area in which there will be no cutting, giving it a future total of more than 600,000 acres.

"To preserve the primitive-type recreation, I believe we should make some changes in managing the zone of the Boundary Waters Canoe Area in which no timber cutting is permitted," the Secretary said.

He has directed the Forest Service to take the lead in promptly working out arrangements to zone lakes according to boat motor sizes, including a no-motor zone, and to discontinue use of motorized equipment at all but a few portages. He also announced continuation of the ban on flying aircraft below 4,000 feet.

"Mining activities within the Canoe Area will be reviewed," the Secretary said. "We will not consent to future applications for mineral prospecting in the Canoe Area except in cases of national emergency."

As another step in creating a more complete wilderness environment within the Canoe Area, the Secretary said that the remaining private, county and State lands within the area should be acquired by the Federal government.

"Increased use of the Boundary Waters Canoe Area has created new problems of sanitation and water pollution. We will push ahead vigorously to end this problem. We also will step up management programs to restore to a natural condition some of the campsites which are trampled by use," the Secretary said. "We expect in the near future to start a system to register visitors and to license outfitters. This recommendation by the Study committee will have an important place in the provisions of the new management plan to be developed.

"Commercial timber cutting will be continued in the remaining one-third of the canoe country, subject to strict application of the principle that there will be no cutting which will present a hazard to maintaining desirable recreation environment adjacent to lakes and water courses," the Secretary said.

"The harvesting of pulpwood and manufacture of secondary products provides the major employment in some counties. Transfer of all the timber in the canoe country to 'no-cut' status would seriously jeopardize the economy and put people out of work. To aid these industries, the Forest Service will continue to improve the forest outside the Canoe Area through better fire suppression programs, control of insect and disease epidemics, and reforestation.

"The committee of six Minnesotans made a thorough study of the management of the Boundary Waters Canoe Area. I appreciate the work they did -- visiting the area, conducting hearings, and conferring with people closely associated with the area," Secretary Freeman said.

Members of the committee are: Dr. George Selke, former Minnesota State Commissioner of conservation; Wayne Olson, present commissioner of conservation for the State of Minnesota; Ray Haik, vice-president of the Minnesota Chapter of the Izaak Walton League; Rollie Johnson, news director, WCCO-TV, Minneapolis; John Vukelich, county supervisor, St. Louis County, Minnesota; and David J. Winton, chairman of the Board, Winton Lumber Company, Minneapolis.

NOTE TO EDITORS: A copy of the Citizens Committee Report is available from the Forest Service, U.S. Department of Agriculture, Washington, D.C. 20250.

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STATEMENT BY SECRETARY FREEMAN  
ON THE REPORT OF THE REVIEW COMMITTEE  
FOR THE BOUNDARY WATERS CANOE AREA

Last May I appointed a committee to review the management of the Boundary Waters Canoe Area in the Superior National Forest in Minnesota. I felt the review necessary because of the many public expressions of deep concern about road building, timber cutting, and use of mechanized forms of travel in the parts of the Canoe Area where the Plan of Management permits it. I asked a group of six distinguished citizens, all familiar with Minnesota, to make a broadly based review of the management of this Area and to recommend to me any changes they believe should be made. I told the Review Committee that we need to have management objectives for this Area which will realize for the people who live in the vicinity of the Superior National Forest and for the people of the entire nation the highest long-term public values.

The Review Committee has been chaired by Dr. George Selke, former Commissioner of Conservation in the State of Minnesota. The other members of the Review Committee are: Wayne Olsen, Commissioner of Conservation for the State of Minnesota; Ray Haik, Vice President of the Minnesota Chapter of the Izaak Walton League; Rollie Johnson, News Director, WCCO-TV, Minneapolis; John Vukelich, County Supervisor, St. Louis County, Minnesota; and David J. Winton, Chairman of the Board of Winton Lumber Company, Minneapolis, Minnesota.

This Committee held public meetings in the Twin Cities and elsewhere in the vicinity of the Canoe Area. The Committee and its individual members made numerous trips to, through, and into the vicinity of the Canoe Area.

The Committee had extended correspondence with people interested in this Area, and had appropriate contact with technical experts in many fields pertinent to this subject. It then drew its own conclusions.

The Committee has done an excellent job of identifying problems and recommending solutions. Those interested in the details of the recommendations and the carefully developed thinking of the Committee should read the report.

I am today announcing decisions on those recommendations that lie within the Department's power to act.

#### I. General Objectives of Management

On this subject the Committee recommends:

The Boundary Waters Canoe Area (BWCA) should be managed as a primitive-type recreation area, with only those uses permitted which are compatible therewith and in compliance with the Shipstead-Newton-Nolan Law, the Wilderness Act, and other applicable Federal laws. - - - -

Paraphrasing a quotation from the recent Leopold Committee Report on Wildlife Management in the National Parks, the Review Committee recommends "as a primary goal that the biotic associations be maintained, or where necessary be created, as nearly as possible, in the condition which prevailed when the Area was first visited by white men." To achieve this "it is necessary to manage the habitat."

The objective should be, in the main, to obtain a forest of the long-lived species, such as the red pine, white pine, and white spruce.

In accepting this recommendation of the Committee, I want to emphasize that the main characteristic of the Canoe Area which is important in wilderness considerations is the spectacular abundance of lakes and streams in a natural setting.

The opportunity to use these lakes and streams for primitive-type recreation sets this Area apart from others in the National Forests. Objectives of management must particularly emphasize the preservation and maintenance of the primitive character of the Area in the vicinity of lakes and streams.

## II. Managing the Forest Cover

In summary, the Committee recommends:

Promptly withdraw about 150,000 acres from commercial timber harvest and add this area to the zone of "no-cutting." Continue and improve fire prevention and suppression programs. Prevent and control insect and disease epidemics with a minimum of hazard to wildlife and vegetation. Permit cover manipulation and rehabilitation as needed for safety, sanitation, or to correct overuse. In the reduced portion of the area zoned for timber harvesting, use methods that fit the recreational emphasis to which the Area is dedicated and which are consistent with management of a primitive-type recreation area.

I am accepting the general intent of this series of recommendations. We will add, effective immediately, a group of areas totaling about 150,000 acres.

The Committee has recommended that wherever possible, and without disruption to the local economy, plans be adjusted so that further areas can be added to the "no-cut zone." We will earmark for future addition to the "no-cut zone" another group of areas totaling about 100,000 acres which are similar in character but which cannot be added immediately. Many of the acres in this second group are subject to outstanding timber sale contracts and cannot be added to the "no-cut zone" until we are able to either work out alternate



local sources of timber supplies or else have met existing contract commitments. We will add this additional acreage as rapidly as we can.

These changes will result in placing within the zone of "no-cutting" about 90 percent of the lake surface within the Boundary Waters Canoe Area.

Both groups of areas need to be specifically identified by further on-the-ground review. I am directing the Forest Service to perform this review and identify these areas by not later than February 1, 1966.

Commercial timber cutting will be continued in the remaining one-third of the canoe country, subject to strict application of the principle that there will be no cutting which will present a hazard to maintaining desirable recreation environment adjacent to lakes and water courses.

The harvesting of pulpwood and manufacture of secondary products provides the major employment in some counties. Transfer of all the timber in the canoe country to "no-cut" status would seriously jeopardize the economy and put people out of work. To aid these industries, the Forest Service will continue to improve the forest outside the Canoe Area through better fire suppression programs, control of insect and disease epidemics, and reforestation.

There will be no more long-term contracts for the sale of National Forest timber. Contracts, which now provide generally for 10 and 15-year sales, will be limited to five years or less. Restoration of cover, where this is needed, will be handled promptly. Some crossings of portages will probably have to be made. These are to be held to the smallest number possible.

The Committee also recommended that about 22,000 adjacent acres outside the boundaries of the Canoe Area be managed similarly as the BWCA itself. I am directing the Forest Service to carry out this recommendation.

### III. Control of Mechanized Travel and of Motors on Boats Used for Recreational Purposes

In summary, the Committee recommends:

Prohibit mechanized travel, summer and winter, on all portages and other public lands in the Boundary Waters Canoe Area, except for

two portages that are on the International Boundary and one into Trout Lake. Close the Four-Mile Portage when the remaining private holdings are acquired.

Establish three zones for various sizes of motors on boats used for recreational purposes, of which a large zone back from the International Boundary and from the road access points would be a "no-motor zone."

Prohibit watercraft equipped for overnight accommodations.

These recommendations deal with a subject only partly under the control of the Department of Agriculture. Also involved are responsibilities of the State of Minnesota, some existing private and public rights, and interests of the Province of Ontario.

The actions recommended are needed to maintain the primitive character of the lakes and streams of the Canoe Area. Consequently, I am accepting the principle involved in these recommendations. To put the recommendations into effect will require joint effort of several units of Government. This Department will proceed immediately to put these recommendations into effect to the extent of its authority. We will also take the lead in seeking joint action where that is required to:

1. Put into effect a system of zoning for boat motor sizes, including a zone with no motors;
2. Eliminate mechanized travel with exceptions of the type noted by the Committee;
3. Prohibit watercraft equipped for overnight accommodations.

This joint effort will recognize existing private and public rights until such time as these rights may be legally extinguished by appropriate future action.

#### IV. Mining Activities

The Committee recommends, in summary, that consent of the Department of Agriculture not be given for mining and mineral leasing in the Boundary Waters Canoe Area, except in a national emergency, and that private mineral rights within the Canoe Area should be acquired.

I am sympathetic to the intent of these recommendations. The purchase of private mineral rights is a complex matter. I am directing the Forest Service to explore this matter fully and to develop a program and cost estimates for my further consideration.

We will follow the policy of withholding consent on future applications for mineral prospecting permits in the Canoe Area except in cases of national emergency. As recommended by the Committee, we will withdraw consent previously given where we can. I accept the view that mineral development should proceed outside of the Canoe Area.

#### V. Wildlife

In summary, the Committee recommends maintaining the present division of responsibilities between the State and the Federal Government and the present effective cooperative programs. It also recommends some specific actions to improve fishing and wildlife populations. Executing these programs will require cover manipulation and other positive management steps.

The concept of an active and effective program to maintain and improve fishing and hunting is accepted. Its execution must be kept within the guideline that the primitive character of lakes and streams is to be maintained.

We look forward to continuing effective working relationships with State agencies in this and many other parts of the program for the Canoe Area.

#### VI. County Reimbursements

The Department is sympathetic to the income problem faced by the affected counties. We understand the thinking behind the Committee recommendation for an "appraisal of land and review every five years of the formula for reimbursement." There are some very practical problems that need to be carefully explored before we would be in a position to seek the changes in legislation that would be necessary to adopt these recommendations. I am directing the Forest Service to review and report back the need and feasibility of seeking a change in the present legislation, which specifies a ten-year interval.

#### VII. Use of Firearms

The Committee has recommended that carrying and use of firearms be prohibited except during the regular hunting season. Because this would constitute an important restriction on personal prerogatives, I want to defer action on this recommendation pending further study of the problem involved.

#### VIII. Use of Advisory Committees

Three recommendations deal with use of committees to advise on problems of managing the Area. These three would provide for continuation of the President's Quetico-Superior Committee; for use of ad hoc committees of advisors prior to adopting proposed extensive changes in management in the Area; and for periodic future reviews of management policies, by an appointed committee, at least every ten years.



Each of these recommendations is a sensible one. I am **accepting** them with the observation that use of such committees should be kept on a practical basis.

IX. Other Recommendations

The other recommendations of the Committee are accepted. I am directing the Forest Service to continue existing programs that are covered by these recommendations, or, where appropriate, to develop new programs that will accomplish the aims sought by these recommendations. The recommendations are:

1. Continue the airspace reservation.
2. A system for control of litter and sanitation.
3. A system of visitor registration.
4. Special attention to air and water pollution problems,  
i. and control of one known sewage problem.
5. Assurance of priority for research and a program for coordinating research.
6. Acquisition by the Federal Government of remaining private, State, and county lands.'
7. Provide a program of site management and restoration in areas of heavy use.
8. Work to continue the existing working relationships between Canada and the United States and their political subdivisions.
9. Develop an information-education program for users of the Canoe Area and an in-Service training program for Forest Service employees.

Continuation of the airspace reservation is vital. Some of the other subjects, such as pollution control and coordination of research, obviously entail responsibilities that go beyond the authorities of the Department of Agriculture. Others open up areas for action that are quite broad. For instance, a system to register users should be accompanied by a system to license outfitters. I accept the recommendation on research in the broad terms in which it is intended and am directing the Forest Service to give high priority to implementing this recommendation.

The Committee appropriately points out that carrying out this program for the Canoe Area will require that we continue a program of special financing. This is entirely true. Some greatly needed activities will require more funds, such as expanded research, pollution abatement, greatly intensified administration, recreation improvements outside the Area, and control of use within the Area. The Department is willing to work to accomplish special financing for this program.

Now a brief comment on one matter that is not specifically a part of the Committee recommendations.

Among the objections raised last Spring to administration of the Boundary Waters Canoe Area were contentions that the Forest Service was condoning, or permitting, activities inconsistent with controlling laws and regulations. These charges could not be ignored. I directed the Department's Inspector General to thoroughly check all such allegations and otherwise review any situations which might have prompted them.

The Inspector General acted promptly and, in June, prepared a comprehensive report documenting his findings and conclusions. His findings were clearcut in reporting that the Forest Service was neither condoning, nor permitting, activities contrary to the laws and regulations under which the

Boundary Waters Canoe Area is to be administered. The Inspector General did report a good deal of public misunderstanding about the provisions in the Plan of Management, and its detailed application on the ground.

Those who are familiar with the present Plan of Management will recognize that the recommendations I have accepted, and the actions I am directing the Forest Service to take, constitute some significant changes in management for the Boundary Waters Canoe Area. I think it is high time these changes in management were brought about.

These measures do not go as far as some people demand. Others will vigorously object to actions that limit use in order to preserve the primitive character of the Canoe Area.

I have made my decision after careful study of allegations made by both sides in this controversy. It is clearly time to add to the land area being managed solely for primitive environment around lakes and streams, and to provide for tighter controls on the way recreation use is carried on.

The Review Committee members have made an important public contribution to public land management in the United States and in the State of Minnesota. I publicly express my appreciation and my indebtedness to them .

January 12, 1965



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