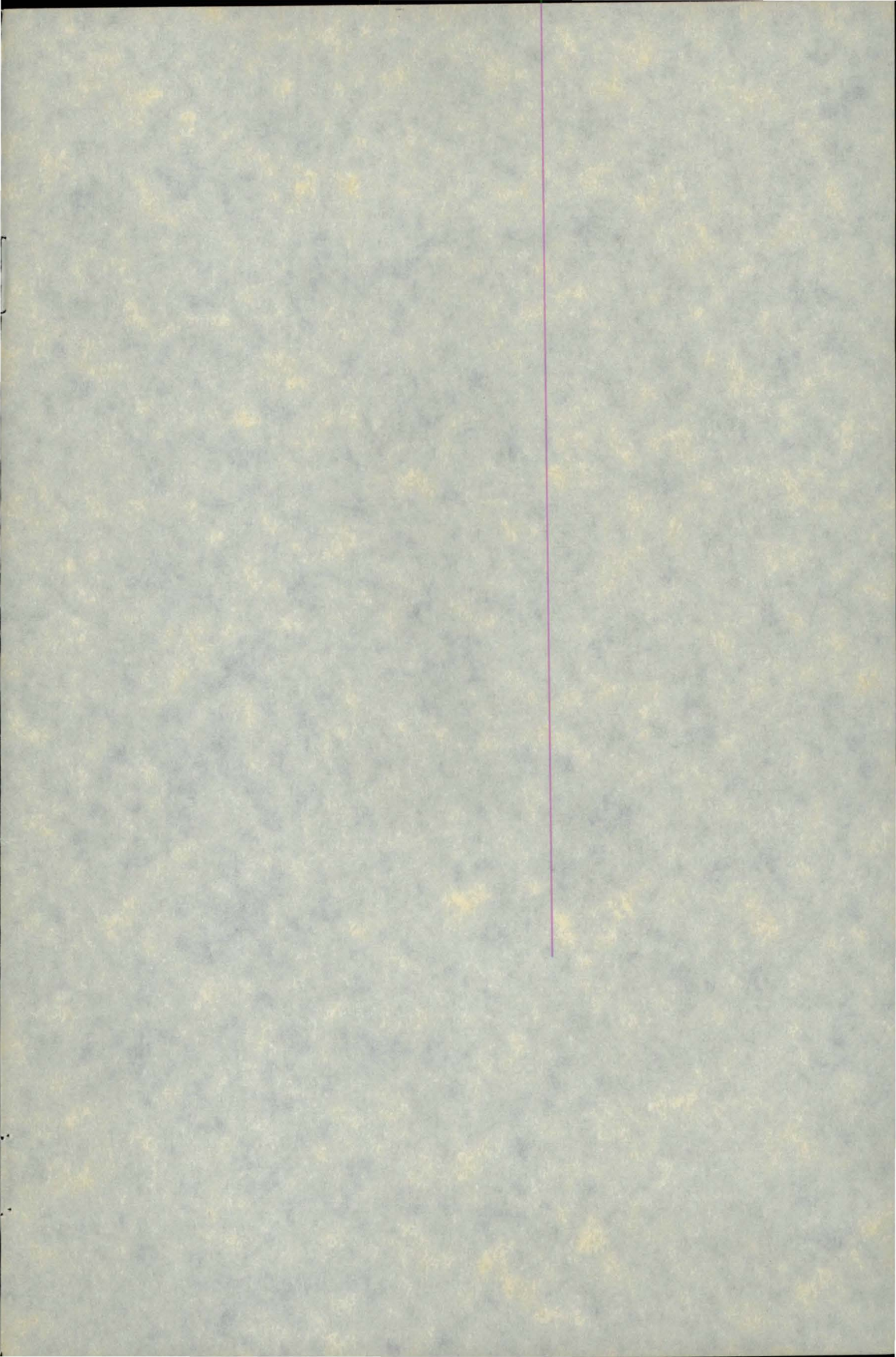


*SENATOR  
FRANK CHURCH*



*WILDERNESS RESOURCE  
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*WILDERNESS*  
*IN A BALANCED*  
*LAND USE*  
*FRAMEWORK*

*Frank Church*

UNIVERSITY OF IDAHO WILDERNESS RESEARCH CENTER

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## *Dean's Introduction*

**F**rank Church is a native Idahoan, raised in Boise, and the son of pioneer stock. After decorated military service in World War II, he attended Stanford University Law School, graduating with honors. He practiced law in Boise until 1956, when, at the age of 32, he was elected to the U.S. Senate; he was re-elected in 1962, 1968, and 1974. Today, Frank Church is truly a distinguished national leader in the affairs of this country.

Senator Church is widely known and acclaimed for many things: his work in international affairs; his leadership in opposition to the war in Vietnam and to concentration of power in the presidency; his pursuit of governmental reform through re-establishment of constitutional principles and open government at all levels; his untiring efforts for the elderly, as chairman of the Senate Committee on Aging; his strong stands against undue Federal regulation and impacts on American life, be it gun control or taxes inflated by lack of economy in government.

But it is not these accomplishments that bring Senator Church to us tonight as the first speaker in the University of Idaho's Wilderness Resource Distinguished Lectureship series. It is his equally impressive national

leadership in environmental protection and resource management affairs. Let me cite some of his accomplishments in these fields.

He was floor manager of the controversial wilderness bill that passed the Senate in 1961 and 1963 and was signed into law in 1964, after 8 years of conflict and compromise. He also floor managed legislation establishing the Land and Water Conservation Act of 1968. He authored the Wild and Scenic Rivers Act of 1968. These are impressive environmental protection achievements, but they don't overshadow his efforts on behalf of balanced resource management and use. As chairman of the Senate Subcommittee on Public Lands, he led the development of clearcutting guidelines to control abuses and successfully postponed a threatened clearcutting ban that would have had severe impact on industries and economies dependent on working forests. In the last Congress, these same "Church clearcutting guidelines" were incorporated into the new National Forest Management Act of 1976, along with a Church-sponsored amendment to provide annual funding for reforestation and timber stand improvement to reduce the sizeable backlog of poorly stocked forest lands. Less publicized but also important are the Senator's continuing efforts to provide justified funding for Federal management programs to insure full multiple use benefits from public lands.

Here in Idaho we are particularly blessed as the beneficiaries of Senator Church's efforts for environmental protection. To balance our working natural resources and support an important and growing outdoor recreation and tourist industry, we have

- the Sawtooth and Hells Canyon National Recreation Areas;
- the Middle Fork of the Salmon River and the Middle Fork of the Clearwater River, with its Selway and



Lochsa tributaries, protected as Wild and Scenic Rivers;

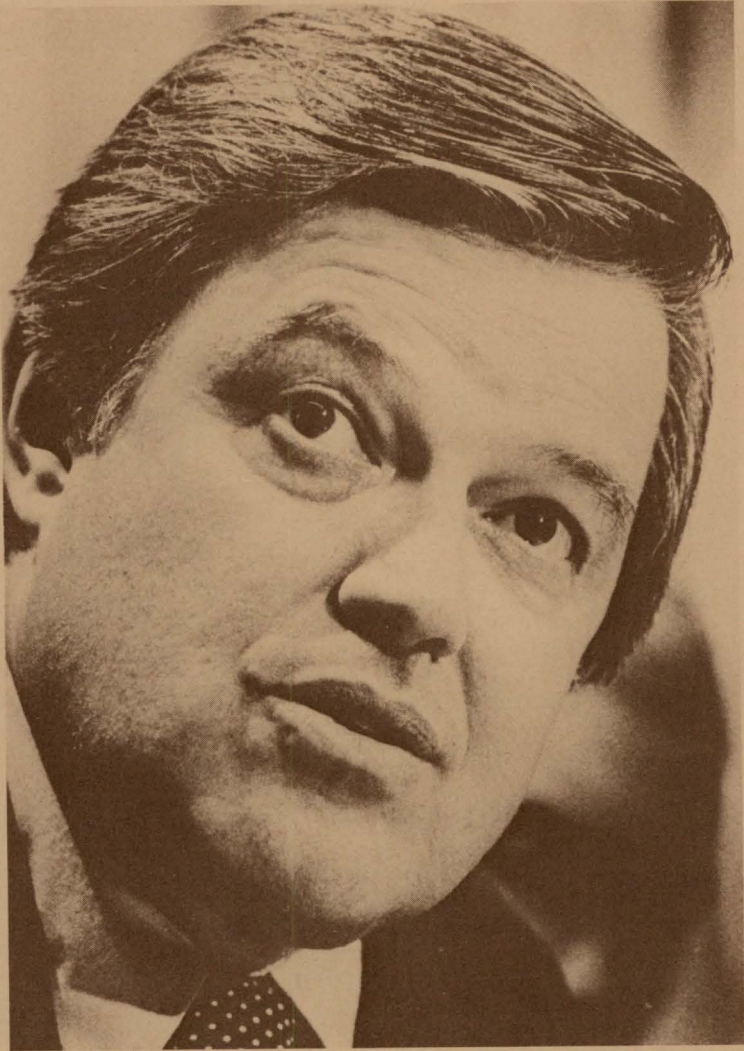
- the Bruneau, Moyie, Priest, and Saint Joe Rivers and the Main Fork of the Salmon River designated for study by 1978 as potential additions to the Wild and Scenic Rivers system;
- the Sawtooth and Selway-Bitterroot Wildernesses;
- and currently, the Idaho and Salmon River Breaks Primitive Areas proposed for reclassification as a great Central Idaho Wilderness.

In his lecture tonight, Senator Church will address a controversial topic of national significance – and one that sparks considerable interest here in Idaho – the National Wilderness Preservation System. The Senator's legislative efforts attest to his belief in the role of wilderness as part of a balanced spectrum of land uses, and his remarks include a number of suggestions for securing such a balance through appropriate wilderness allocation and management.

Senator Church, we look forward to your presentation.



*Dr. John H. Ehrenreich is Dean, College of Forestry, Wildlife and Range Sciences, and Director, Wilderness Research Center, University of Idaho.*



# *WILDERNESS IN A BALANCED LAND USE FRAMEWORK*

*Frank Church*

**T**hank you for asking me to be the first speaker in your annual Wilderness Resource Distinguished Lectureship series. The College of Forestry, Wildlife and Range Sciences and the Wilderness Research Center are to be congratulated for establishing this new series. I hope it will contribute to balanced land and resource management.

The chance to speak here on "Wilderness in a Balanced Land Use Framework" is a treat for me. That subject has claimed a good deal of my time during 20 years in the Senate. And, being from Idaho, I have had more opportunity than most to savor wilderness.

## *The Early Controversy*

Passage of the Wilderness Act in 1964 marked the beginning of a legislative effort to preserve certain Federal lands in their natural state. The act was preceded by 8 years of lively debate in Congress, in the press, and in public

hearings throughout the country. Congress finally passed the legislation after 65 separate bills had been introduced. In the end, it was the public interest to be served by a wilderness system which overcame the vested interests arrayed against it. Still, it was never sufficiently understood at the time that the bill formed only part of a larger equation: by designating some lands as wilderness, it followed that more intensive use should be made of other lands, such as our working forests.

If any Senator were to be singled out, it is Hubert Humphrey who deserves the credit for being the father of the National Wilderness Preservation System. He introduced the first wilderness bill. However, by the time the legislation reached the Senate floor in 1961, its principal sponsor and advocate was Clinton P. Anderson of New Mexico, then serving as chairman of the Senate Interior Committee. Unfortunately, Senator Anderson was taken ill and had to be hospitalized just before the bill was called up for debate. At his request, I filled in as floor manager of the legislation.

Because the bill engendered a heated controversy in Idaho and elsewhere in the West, it was considered a heavy political cross to bear. In 1962, when I ran for re-election, the newspapers in Idaho were filled with references to the "Church Wilderness Bill," which was not intended as a compliment and gave me more credit than I deserved.

It was apparent that my opponents were determined to make wilderness the major issue of the campaign. No other politician in either party stood with me, and, as the election approached, most of them joined in a chorus of calamity over the awful fate in store for Idaho, should the Senate-passed bill become law.

Looking back, I still have vivid memories of that bitter campaign. I recall meetings where the mood of the crowd

made me wonder if a hanging were planned, with the noose intended for my neck! Wild-eyed descriptions of the Wilderness Bill had spread anger and alarm throughout the mountain communities. But Idahoans are fair minded, even when aroused, and they were willing to hear me out. They peppered me with questions:

“Senator, why are you in favor of converting our western forests into wilderness playgrounds for eastern millionaires?”

I replied that I thought the wilderness areas in Idaho would be used principally by our own citizens, a prediction since borne out by Forest Service statistics.<sup>1</sup>

“But, Senator, only the wealthy can afford to hire guides and packstrings. What about us ordinary folks?”

This argument, widely circulated and surprisingly believed, was enough to blow the mind. Most people hike into the wilderness, with packs on their backs and their children in string. A few years ago, in the summer of 1973, I spent a week in the Sawtooth Wilderness. We were the only party with horses. But we encountered many other wilderness visitors: college students and mountain climbers in small groups, older backpackers and fishermen, and hardy parents and their kids. That's not exactly the chic clientele you find at Sun Valley! Around the campfires, I remember the conversations well. One young father, leaning back to glimpse the treetops and the arching star-studded sky, put it this way: “What an irony! No amount of money could buy what is given us free tonight. No king could purchase these splendors. This is the best vacation we could possibly have as a family. And, you know, it happens to be the only kind I can afford!”

Well, enough of rhapsody. Let's return to the grim inquisition of the 1962 Senatorial campaign. A familiar statement was,

"That's not the point, Senator. Maybe some just plain people do enjoy the wilderness. Still, they're not the majority. Most of us want to drive through the woods and find places to park our campers. The great outdoors is OK, but we like a little comfort, too."

"Well, fine," I would reply. "We're spending a fortune building forest highways, developing campgrounds, marinas, and other recreational facilities. By the time we are done, 90 percent of our public lands will be accessible to the majority who want to take their vacations on wheels. But what about the people who don't? Are we to leave nothing for them, no escape from the pavement, the crowds, the billboards, the costly resorts? This country is big enough to leave some of its land alone, as a sanctuary for those who, from time to time, feel the need to get away from it all. Otherwise, we'll turn this country into a cage!"

Still, in the autumn of 1962, it was not possible to debate the wilderness issue solely on its merits. Too many people who depended on the public domain for their livelihood were afraid that the wilderness concept, once imbedded in the law, would spread and spread, until their jobs were threatened. They forecast a time when our resource-based industries — timber, cattle and sheep grazing, mining, and water development for power and irrigation — would all be constrained by the expanding wilderness system. That was the rub which no amount of argument could dispel.

So, looking back, it was hardly surprising that the user groups should have combined against me on the wilderness issue. The night before the election, my chances looked bleak. My father-in-law, the late Chase Clark, paced back and

forth in our living room at home in Boise. He was then Federal District Judge, but he had formerly served as Governor of Idaho, as Mayor of Idaho Falls, and had held membership in both houses of the State Legislature. As well as any man, he knew that the user groups had historically dominated Idaho politics.

“Tell me, Frank,” he asked, “how do you expect to win? All the organizations that count are against you: the cattlemen, the woolgrowers, the mining association, the forest products industry, the newspapers, the chambers of commerce . . . and for what? For wilderness! You don’t just have rocks on your mind; you’ve got rocks in your head!”

Well, he hadn’t exhausted the list. The doctors and dentists were also against me — but that was on account of Medicare.

The Judge’s case was pretty persuasive that night. All I could say was, “Pop, maybe I’ll be lucky like Harry Truman. Remember 1948? Everybody was against Harry Truman, everybody but the people.”

The next day I won the election. A corner had been turned. Despite the raging editorials, the united efforts of the user groups, the scare talk, a majority of the people wanted a part of our fast-vanishing wilderness saved. They knew this was the right thing to do, if the good life they had enjoyed was to be preserved — for themselves and for their children. The campaign had been a classic case of the West divided against itself, and the issue was decided in accordance with the best instincts of the voters.

Valid as the verdict favoring wilderness was then — and is now — the fears of those who opposed the Wilderness Bill in 1962 have not proved to be unfounded. The

concept of an expanding wilderness *has* extended far beyond the limits of the original bill. To understand how it happened and what it may imply for the future calls for a brief review of our recent history.

### *The Growth of the Wilderness Concept*

As finally enacted into law in 1964, the original Wilderness Act created 54 "instant" wilderness areas totaling 9.1 million acres. In addition, the 34 existing primitive areas in our national forests were to be reviewed and their boundaries redrawn, with the objective of then admitting them, one by one, into the wilderness system. The roadless land within the national parks and wildlife refuges was also to be reviewed, and tracts found appropriate were to be recommended to Congress for inclusion. Altogether, a wilderness system of 40 to 50 million acres was anticipated.

Since then, despite growing pressures for more wilderness, Congress has acted with restraint. In 1975, the Eastern Wilderness Act was approved. It designated 16 national forest areas — some 207,000 acres — as wilderness, and directed a study of 17 other areas — an additional 125,000 acres. Considering the urgent need for wilderness in the densely populated regions of the East, this was hardly a runaway program.

Then came the Bureau of Land Management (BLM) Organic Act last year. It requires a study of BLM's 13 primitive and natural areas, encompassing 307,000 acres, for possible wilderness classification, and within the next 15 years an inventory of all the 90 million acres of roadless lands within the vast domain of the BLM,<sup>2</sup> looking toward the selection of new wilderness study areas. Since most of



this land is arid or semi-arid, no serious impact on existing uses should be entailed.

Since 1964, however, unanticipated court decisions have greatly confused the picture. The East Meadow Creek decision, upheld by the Supreme Court in 1972, decreed that no roadless area next to a national forest primitive area may be developed prior to a Congressional decision on whether or not to incorporate the area in the National Wilderness Preservation System. Following this decision, the Forest Service conducted a far-reaching review, identified 1449 roadless areas 5000 acres or larger—a total of 56 million acres—and selected 274 of them, 12.3 million acres, as new wilderness study areas. Furthermore, the Chief of the Forest Service ordered that agency plans for any of the roadless areas not selected for wilderness study—44 million acres—must still consider wilderness as one possible use. Furthermore, environmental impact statements would have to be prepared for each planning unit.

All these events have increased the potential size of the wilderness system from the 40 to 50 million acres originally contemplated by Congress to something much larger. Today, 14.4 million acres are in the system. Excluding proposals under the Alaska Native Claims Settlement Act, nearly 25 million acres are pending action by Congress; another 24 million acres have been committed to wilderness study by either Congress or the agencies; while nearly 150 million acres of roadless lands remain with opportunities for wilderness as well as other uses. These are agency estimates; environmentalists claim an even greater acreage.<sup>3</sup>

All this presents us with serious questions about the future use of at least 150 million acres of roadless land that

may also be of value for logging, mining, or other multiple use applications. What part of this should be wilderness? What part should be managed for other purposes?

There are no easy answers to these questions. Experience proves that. However, there are a number of things which can help us make the hard decisions.

### *Congressional Strategy for Wilderness Classification*

Congress must begin to do some long-range thinking about the ultimate size and location of the wilderness system. The current practice of area-by-area classification obscures the need for a comprehensive view of the national system we intend to build. Omnibus bills to incorporate a number of areas at once are obviously necessary. This is the purpose of the Endangered American Wilderness Bill I will introduce in the Senate within the next week or two.<sup>4</sup> By speeding up the incorporation of areas for which there is widespread agreement, the study of remaining areas can be expedited and the needed decisions sooner made.<sup>5</sup>

Meanwhile, we should move ahead with the backlog of proposals now pending before Congress. For example, here in our own state, the Idaho Primitive Area and the Salmon River Breaks Primitive Area have still to be reclassified as wilderness. That's a high priority on my list for this session. This region is the largest roadless tract left in the United States, south of Alaska. It will constitute a wilderness of immense attraction and significance.

In addition to the workload now facing us, Congress must also oversee the ongoing management and classification plans. Congress is not properly representing the people if concerned citizens can't turn to us and say, "We think the agency is mistaken in proposing to develop — or not to develop — this or that area. Come take a look."<sup>6</sup>

But in carrying such appeals to Congress, I would hope that the various interest groups would strive to present broadly balanced and well-reasoned arguments. For example, proponents of wilderness sometimes appear to be more concerned about obtaining the maximum size than they are about the true wilderness quality of an area. At the same time, some timber interests are more concerned with total allowable cut reductions than with actual use of the timber in the proposed area. Mining interests seem of the opinion that nothing should ever restrict exploration or mining anywhere — even if the potential of the survey is minimal.

Most of the 1175 Forest Service roadless areas not selected for wilderness study — and perhaps many of the BLM tracts yet to be inventoried — will be better suited for other uses. Our goal should be to see that endangered and deserving areas move more swiftly into wilderness designation and, equally important, that areas better suited for resource development are scheduled for such use with all deliberate speed, thus reducing the uncertainty now facing our resource-dependent industries.

### *Wilderness Related to Better Use of Other Lands*

It is not possible to resolve wilderness issues in a vacuum. For example, a relatively small amount of the nation's timber supply is tied up in potential wilderness. A loss of this timber to wilderness could be made up easily through more intensive management of our working forests. Better methods of reforestation, thinning, fertilization, control of fire, insects and disease, and improvements in the genetic makeup of seedlings could all help boost the annual harvest, as could improved timber utilization, logging methods and planning. Elsewhere, incentive programs might spur fiber production on small, privately owned woodlots. Wilderness advocates should — and they often do — recognize

that it's in their best interests to see multiple use management improved. The ultimate size of the wilderness system may well depend on increasing production levels from our other lands.

I'm reminded here that, back in the early 70s following debates on the proposed Timber Supply Act, an ad hoc committee of conservationists and lumber industry representatives was convened by the American Forestry Association. Its purpose was to identify "areas of agreement." The concept is a good one because it puts diverse groups to work, side by side, searching for consensus on matters they do agree upon. And, in addition, by helping build a common effort to get more from our forests — both wood and wilderness — it helps reduce the polarization that so often bogs us down in resource matters.

So, as I work for wilderness, I work also for more efficient forest management across the board.<sup>7</sup> I urge sportsmen, conservationists, and environmentalists to help. Because the only way we can fashion an adequate wilderness system is as part of a well-balanced resource management program for the entire country.

### *The Purity Issue*

My final comments tonight concern the issue of wilderness purity. Time after time, when we discuss wilderness, questions are raised about how developed an area can be and still qualify as wilderness, or what kinds of activities within a wilderness area are consistent with the purposes of the Wilderness Act. I believe, and many citizens agree with me, that the agencies are applying provisions of the Wilderness Act too strictly and thus misconstruing the intent of Congress as to how these areas should be managed.

One of my long-time friends, Ted Trueblood, challenged the purity doctrine of the Forest Service in the September 1975 issue of *Field & Stream*.<sup>8</sup> As Ted put it, the Forest Service with its purist doctrine is trying to scuttle the Wilderness Act. In arguing the case, Ted refers to requirements which make outfitter operations difficult, to fish and wildlife management activities which limit the enjoyment of hunters and fishermen, to the exclusion of deserving Idaho areas from wilderness classification because they contain minor evidence of man's prior activities, and perhaps most tragic of all, to the burning of historic cabins to eliminate the evidence of earlier human habitation.

Such policies are misguided. If Congress had intended that wilderness be administered in so stringent a manner, we would never have written the law as we did. We wouldn't have provided for the possibility of insect, disease and fire control. We wouldn't have allowed private inholdings to remain. We wouldn't have excluded condemnation as the means for forcibly acquiring developed ranches within wilderness areas — a practice allowed on ordinary national forest lands from which wilderness is created. We wouldn't have made wilderness classification subject to existing private rights such as mining and grazing. We wouldn't have provided for the continuation of nonconforming uses where they were established — including the use of motor boats in part of the Boundary Waters Canoe Area and the use of airfields in the primitive areas here in Idaho. As these examples clearly demonstrate, it was *not* the intent of Congress that wilderness be administered in so pure a fashion as to needlessly restrict its customary public use and enjoyment. Quite the contrary, Congress fully intended that wilderness should be managed to allow its use by a wide spectrum of Americans.

There is need for a rule of reason in interpreting the act, of course, because wilderness values are to be protected. As I stated in 1972 while chairing a hearing of the Subcommittee on Public Lands:

*... The Wilderness Act was not deliberately contrived to hamstring reasonable and necessary management activities. We intend to permit the managing agencies... latitude... where the purpose is to protect the wilderness, its resources and the public visitors within the area... [including, for example] minimum sanitation facilities... fire protection necessities... [and] the development of potable water supplies. ... The issue is not whether necessary management facilities are prohibited; they are not. The test is whether they are necessary.<sup>9</sup>*

Thus, the wilderness management framework intended by Congress was that the agencies do only what is *necessary*. The facilities just mentioned may be required — and restrictions on use may sometimes be needed to protect especially fragile locations. But in adopting regulations, common sense is required. For example, I can understand the Forest Service urging outfitters and guides to make their camps conform to the spirit of a wilderness experience for their clients; but it seems insane to allow wooden tent floors in their camps, only to require them to be packed out of the area each fall before they disappear below the snow and then carried back in again after the spring thaw!

In summary, if purity is to be an issue in the management of wilderness, let it focus on preserving the natural integrity of the wilderness environment — and not on needless restriction of facilities necessary to protect the area while providing for human use and enjoyment.

### *Summary and Conclusions*

We often embark on a journey looking for one thing and discover something else. Columbus and other explorers of his time were looking for the East Indies and discovered two continents they did not know existed. The search begun by Aldo Leopold, Bob Marshall and others earlier in this century for a system to protect some of America's wilderness remnants led eventually to a heightened concern for our natural environment. Yes, the wilderness movement was the forerunner of the environmental movement. Through our concern for these wildlands, we came to realize that it is folly to extract and exploit resources without considering the impact of these actions on the surrounding environment. We have been forced to recognize that man cannot live well in an empty open-pit copper mine, or on a falling water table, an eroded farm, or a field of tree stumps.

Thus, the wilderness movement was not a romantic excursion into the past; rather, it was the start of an exploration of our future. We are learning, at times painfully slowly, that all the components of the environment — both the living plants and animals and the fossil fuels and minerals which are their ancient relatives — are vital to our well-being.

I think the real meaning of wilderness was stated best 20 years ago by my late colleague from New Mexico, Senator Clinton Anderson. He was not only chairman of the Senate

Interior Committee and a former Secretary of Agriculture, but a hard-headed businessman to boot. He put it this way:

*Wilderness is an anchor to windward. Knowing it is there, we can also know that we are still a rich nation, tending to our resources as we should – not a people in despair scratching every last nook and cranny of our land for a board of lumber, a barrel of oil, a blade of grass, or a tank of water.<sup>10</sup>*

Today as we rise to the difficult challenge of designating and managing wilderness, we must rise, too, to the challenge of better stewardship of all our natural resources: the land, the water, and the air. As we proceed on this journey together, the real meaning of wilderness will open our eyes like an Idaho sunrise on a summer morning.





## Notes

<sup>1</sup> Two studies of the Selway-Bitterroot Wilderness, by the Forest Service in 1971 and by the University of Idaho's Wilderness Research Center last summer, show that it's not only wealthy people who use the wilderness, nor is it people from far away. It is people representing *all* incomes, ages and educations, and the vast majority of them live *near* the area. Perhaps most important is the fact that so many of them are students: nearly one-fourth in the 1971 study and more than one-third last year in this Idaho-Montana wilderness.

<sup>2</sup> The exact acreage of BLM roadless lands potentially suitable for wilderness is uncertain until an inventory is carried out. This estimate is documented in House of Representatives Report 94-1163, May 15, 1976, pages 18 and 50.

<sup>3</sup> See Table 1.

<sup>4</sup> The Endangered American Wilderness Bill was introduced in the Senate by Senator Church March 30, 1977. See *Congressional Record* S5127-S5133, March 30, 1977.

<sup>5</sup> On this point, see my "Introductory Statement for the Endangered American Wilderness Act," *Congressional Record* 122 (103), June 29, 1976.

<sup>6</sup> Recent laws and current proposals in Congress often reflect that, after taking such a look, Congress has disagreed

with agency decisions and has upheld the intent of these citizen requests.

PL 94-557, an omnibus Wilderness Act, added 16 wildlife refuge areas and 3 national forest areas to the National Wilderness Preservation System. One of these latter was a noninventoried roadless area and one a nonselected roadless area. Within national forest boundaries, the act also designated 8 new wilderness study areas, 4 of which were noninventoried, 2 and part of a third of which were non-selected roadless areas.

PL 94-567, an omnibus Wilderness Act, added 13 national park areas to the National Wilderness Preservation System, revised boundaries of 3 existing wilderness areas, and created 1 wilderness study area from Forest Service noninventoried and nonselected roadless areas.

S 393, the Montana Wilderness Study Areas Bill, which passed only the Senate in the 94th Congress, designated 10 new wilderness study areas on national forests. With the exception of portions of 3 of them, the study areas were nonselected roadless areas. (See Senate Report 94-1027.) This bill has been reintroduced to the 95th Congress under the same number.

S 3630, the proposed Endangered American Wilderness Bill, introduced in the Senate late in the 94th Congress, called for 9 "instant" wilderness areas and 6 wilderness study areas, all or part of each of the 15 areas being Forest Service noninventoried or nonselected roadless areas. A nearly identical "Endangered Bill" was introduced in the House by Congressman Udall (H 14524), but did not pass. A revised version of H 14524 has been reintroduced in the 95th Congress as HR 3454.

S 1384, the Oregon Omnibus Wilderness Areas Bill, called for "instant" wilderness classification of 14 areas, 4 of them Forest Service nonselected roadless areas. This bill has been reintroduced to the 95th Congress but has been revised to focus entirely on nonselected roadless areas.

<sup>7</sup> While I have strongly supported wilderness and wild river additions, I'm equally proud of my support for across-the-board improvements in resource management — the

"Church clearcutting guidelines" in the recent National Forest Management Act and my sponsored amendment to that act to provide increased annual funding for reforestation and timber stand improvements. See also Church, Frank. "Tussock Moth—A Call for Control," *Congressional Record* 120 (13), February 7, 1974; Church, Frank. "The Forest Service Needs Adequate Funding," *Congressional Record* 119 (73), May 15, 1973; Church, Frank. "Senator Church Calls for Comprehensive Management of National Forest Resources," *Congressional Record* 122 (5), April 12, 1976.

<sup>8</sup> Trueblood, Ted. "The Forest Service versus the Wilderness Act," *Field & Stream*, September 1975. Inserted in the *Congressional Record* at the request of Frank Church: *Congressional Record* 121 (136), September 17, 1975.

<sup>9</sup> Senate Interior Subcommittee of Public Lands. Hearings on S 2453 and related wilderness bills, May 5, 1972, 92nd Congress, Second Session, pages 61-62.

<sup>10</sup> Anderson, Clinton P. "Conservation Is Our Constant Task," *American Forests* 67 (11), November 1961.

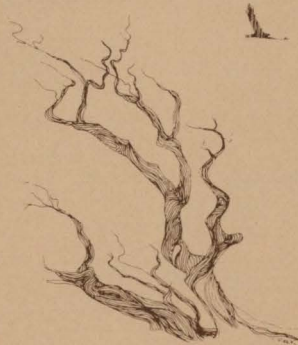


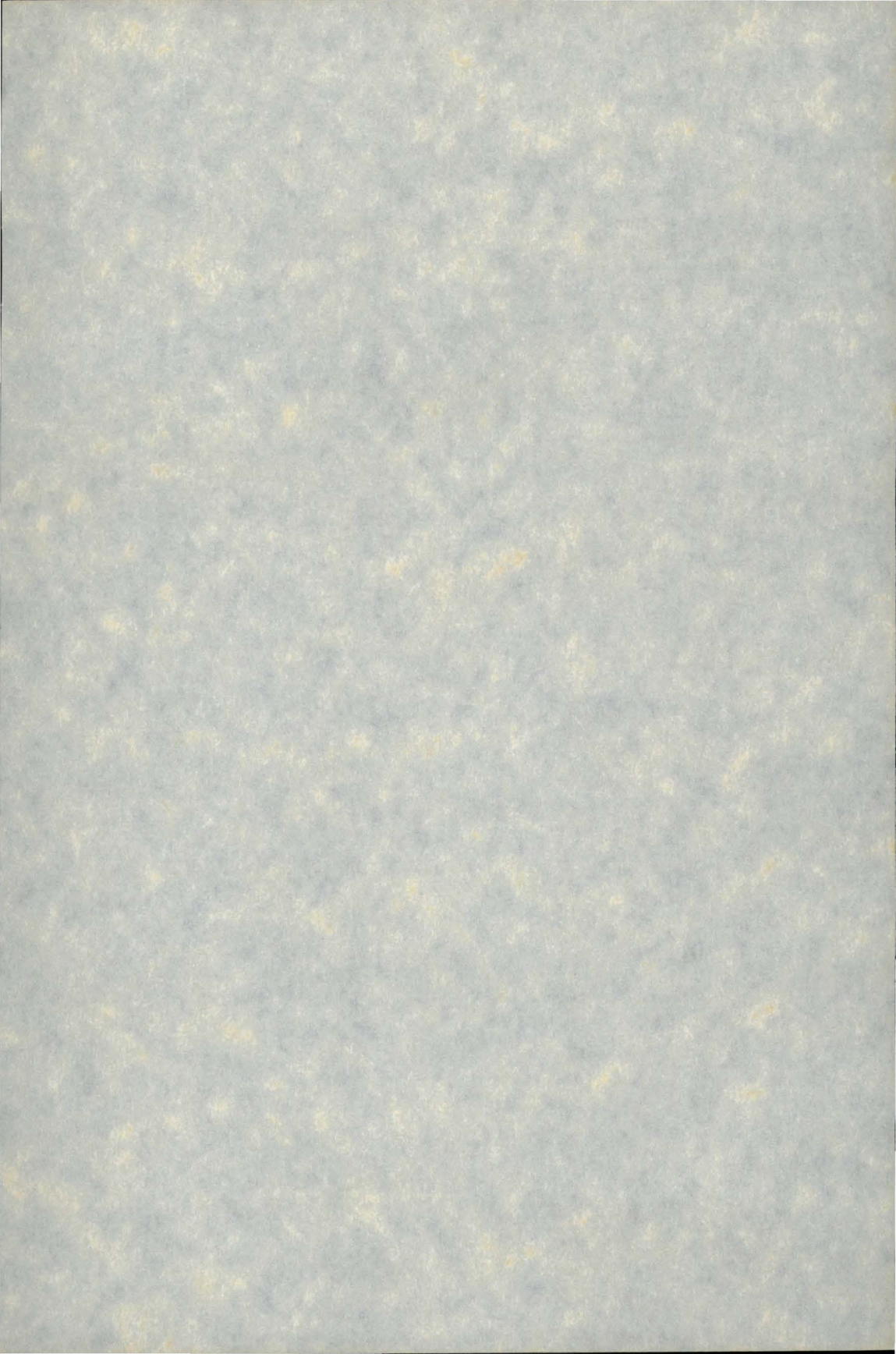
Table 1. The National Wilderness Preservation System (in millions of acres) as of January 1977, with wilderness proposals, wilderness study areas designated by Congress and the agencies, and remaining roadless lands that are potential wilderness.

Agency <sup>a</sup>	USFS	NPS	F&WS	BLM <sup>b</sup>	Total
Total Agency Jurisdiction	187.6	31.1	32.1	450.0	700.8
Classified Wilderness	12.6 (92 areas)	1.1 (17 areas)	0.7 (52 areas)	--	14.4 (161 areas)
Proposals to Congress	3.2	14.0	7.2	--	24.4
Congress Mandated Study Areas	1.6	10.6	--	0.3	12.5
Admin. Established Study Areas	10.9	0.3	--	--	11.2
Remaining Potential Wilderness	42.2	--	13.8	89.5	145.5 <sup>c</sup>
Total Wilderness Jurisdiction	70.5	26.0	21.7	89.8	208.0

<sup>a</sup> USFS = U. S. Forest Service; NPS = National Park Service; F&WS = Fish and Wildlife Service; BLM = Bureau of Land Management.

<sup>b</sup> The BLM figures reflect the following: 120-140 million acres, including some of the roadless lands, may be withdrawn or assigned to other agencies under the Alaska Native Claims Settlement Act; the study areas are BLM primitive and natural areas which total 307,000 acres; remaining roadless lands are minimum estimates, cited from House Report 94-1163.

<sup>c</sup> Excluding any proposed allocations under the Alaska Native Claims Settlement Act, these remaining roadless lands include the following agency estimates of acreage in Alaska: USFS, 18.1 million acres; NPS, none; F&WS, 13.6 million acres; BLM, minimum 64.0 million acres. Thus, 95.7 million acres of these roadless lands are in Alaska and 49.8 million acres are in the other states.





*The University of Idaho Wilderness Research Center has initiated the Wilderness Resource Distinguished Lecture-ship as an annual event to encourage constructive dialogue and to broaden understanding of the wilderness resource. Speakers are invited on the basis of contributions to the philosophical or scientific rationale of wilderness management.*

*Other activities of the Wilderness Research Center include promotion of sound methods of protective management; stimulation of interdisciplinary research; support of a graduate student assistantship and of summer research projects for undergraduate students; sponsorship of annual field trips for Wildland Recreation Management students; and other similar wilderness-related activities appropriate to the mission of a land grant university.*

*Support for the Center or for its specific projects is welcomed in the form of gifts and bequests. For further information, contact*

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University of Idaho