

*Highlights*  
IN THE HISTORY OF  
*Forest* AND RELATED  
*Natural Resource*  
*Conservation*



Fred A. Seaton

*Secretary of the Interior*

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UNITED STATES DEPARTMENT OF THE INTERIOR



# Highlights in the History of Forest and Related Natural Resource Conservation

*1783*

A proclamation prohibited all persons from settling on lands inhabited or claimed by Indians or from purchasing or receiving lands from Indians without the express authority of the Congress. This policy has been consistently followed thereafter.

*1785*

The rectangular system of cadastral surveys, inaugurated in 1785 and continued to the present with improvements, was designed in part to protect the public lands. The design of the system prevented confusion and litigation over land titles which resulted from the systems of "indiscriminate locations" used by other governments. The system provided an easy means of land description, enabling the maintenance of good land title records, some of which are still in use after more than 100 years.

*1800*

By 1800 the need for local land offices near available public lands was clearly recognized when four district land offices were opened to serve the Ohio Territory. The number and location of those offices varied as conditions changed, with a peak of 123 in 1890. Only 16 land offices exist as of 1958. In 1800 the district land offices were operating units of the Treasury Department, a reflection of the revenue policy of the Government.

*1812*

The General Land Office was established in 1812 but was retained in the Treasury Department until 1849 when the Interior Department was created.

*1832*

Four sections of land containing hot springs were withdrawn as the Hot Springs Reservation in Arkansas. The land was so withdrawn to make its hot waters, believed to have curative powers, available for the use of all, although the act does not actually so state.

1849

The Department of the Interior was created in 1849. In the title of the creating act it is called "Home Department" but in the body of the same act the designation "Department of the Interior" is used. The latter title has been used officially since the creation of the Department.

The General Land Office, established in 1812, became a unit of the newly created Department of the Interior, having previously been a part of the Treasury Department.

1850

First Federal "timber agents" were appointed by the Secretary of the Interior to protect public timberlands. Their appointment marks the beginning of organized Federal guardianship of timber on public lands. Prior to the creation of the Department of the Interior, timber agents were employed occasionally by the Solicitor of the Treasury to safeguard forests under the law of 1831.

1854

The Secretary of the Interior turned over temporarily the protection of public lands to the Commissioner of the General Land Office with the comment that since many questions ultimately connected with public lands are necessarily involved in the adoption of proper measures for the protection of public property thereon, it seems proper "to commit the whole subject to your sound judgment and discretion as the public officer who from position and experience in such matters is most properly chargeable therewith."

1855

The special timber agents first appointed by the Secretary of the Interior in 1850 were discontinued, and their duties added to those of district land registers and receivers under the direct jurisdiction of the Commissioner of the General Land Office.

A circular, giving general directions and instructions concerning the protection of timber on public lands, was issued by the Commissioner of the General Land Office. Until 1877 this circular remained practically the sole guide for field officers responsible for the handling of public timber affairs.

Indian reservations were established by executive order. Most of the orders issued from 1855 to 1870 were directed toward a definition of reservation boundaries.

1864

"Yo-Semite" Valley and Mariposa Grove granted by Congress to the State of California upon the "express conditions that the premises shall

be held for public use, resort, and recreation \* \* \*." These lands later were reconveyed to the Federal Government for addition to Yosemite National Park.

### 1870

In 1870 and directly thereafter numerous executive orders were issued setting aside extensive areas for the use of the Indians, especially within that portion of the public domain acquired from Mexico. These reserved areas embraced several million acres of forest land.

The first timber sales from Indian lands under Government supervision were made in the late 1860's or early 1870's, but not until after 1890 did extensive logging operations take place under the direct supervision of the Indian Service.

The United States Census for the first time included a survey of forest resources.

### 1872

First appropriation (\$10,000) to the Department of the Interior for the general protection of public timberlands was included in the sundry civil appropriation act. Prior to this specific appropriation, timber agents were paid out of receipts from seized timber cut unlawfully on Federal lands.

Congress set aside the first national park reservation, now known as the Yellowstone National Park.

### 1874

President Grant transmitted a special message to Congress calling attention to the urgent need for governmental action in the protection and care of forests, including a draft of proposed forestry legislation which had the approval of both the Secretary of the Interior and the Commissioner of the General Land Office

A bill was introduced in the House of Representatives calling for the creation of a Commissionership of Forestry in the Department of the Interior, the incumbent to compile forest statistics and make other forest investigations. The bill failed to pass. A similar bill was introduced the following year. It also failed to pass. When the sponsor of the bill realized that there was no chance for a separate piece of forestry legislation, he conceived the idea of attaching the substance of his forestry bill as a rider to the general appropriation act for the fiscal year 1877. He proceeded promptly to do this and with success, for on August 15, 1876, this act was passed carrying a short forestry provision attached to the free seed distribution clause directing the Commissioner of Agriculture to allot \$2,000 for the purpose of collecting forest statistics, studying forest conditions and determining sound forestry measures and practices.

## 1876

A bill, sometimes called the first forest reserve bill, was introduced in Congress for the preservation of forests of the national domain adjacent to the sources of navigable rivers and other streams. This bill antedated by about 15 years the enactment of the law of 1891 which authorized the setting aside of national forest reserves and is now generally known as "The Forest Reserve Act."

J. A. Williamson—a militant advocate of public forest control—became Commissioner of the General Land Office. He insisted upon the employment of incorruptible agents for the protection of public timber.

## 1877

Carl Schurz, generally ranked among the ablest and most persistent early advocates of forestry in the United States, became the first truly forestry-minded Secretary of the Interior. During the 4 years of Secretary Schurz' administration the reports of the Department of the Interior were filled with forceful pronouncements and plans.

Secretary Schurz and Commissioner Williamson reorganized completely the system of protecting and caring for public timberlands. District land registers and receivers were relieved of their timberland protection responsibilities. A force of special timber agents was organized and a relentless and uncompromising drive was started against timber thievery and deprecations on public lands. Especially helpful in this difficult task was a revised and enlarged circular of instructions for timber agents on protection of public timberlands.

## 1878

Appropriations for salaries and expenses of special timber agents in the Department of the Interior began to increase rapidly. In 1877 the appropriation for this purpose amounted to only \$12,500. In 1878 it was doubled to \$25,000, increased to \$40,000 in 1880, and reached \$110,000 by 1898.

The Free Timber Act and the Timber and Stone Act were passed by Congress. Prior to the enactment of these laws there was no legal distinction between timberlands and other lands, and also no honest way to acquire public timberlands. The former act gave the people of nine western States the right to cut timber at will on mineral lands both for domestic and mining purposes. The latter act authorized the sale of land chiefly valuable for timber but unfit for agriculture and not previously offered for sale, the minimum price to be \$2.50 per acre and the maximum area sold to one person, association or corporation, 160 acres. The impractical and unenforceable provisions in these laws resulted in unprecedented fraud and opened the door wide to wholesale forest destruction. In 1885, the Govern-

ment sought to recover the value of 60 million board feet of high-grade lumber stolen from public forests by a single California company. In reviewing the results of the Timber and Stone Act a Secretary of the Interior in 1907 said "The purpose of this act may have been good but its effects have been vicious."

A report by Maj. J. W. Powell described the limits of the western arid region, classified the lands therein as irrigable, timber, and pasturage, and indicated what he considered the ways and means by which these lands could be brought into use. He recommended that sites for reservoirs be set apart, and that the farm unit on "pasturage" lands should not be less than 2,560 acres.

A bill was introduced in Congress, said to be largely the work of Secretary of the Interior Carl Schurz and Commissioner Williamson of the General Land Office, providing for the disposition and management of public timber and timberlands. It provided specifically that all public lands bearing timber of commercial value be withdrawn from sale or other disposal, and that timber-bearing lands chiefly valuable for the timber growing upon them be held by the Government for the purposes of preventing waste and destruction by fire, the gradual sale therefrom of only such trees as are most valuable as timber, and the continuous restoration and reproduction of the forests. It also provided for the creation of "Office of Forester" in the Department of the Interior, and authorized the President to appoint "such number of foresters at a compensation of \$2,500 per annum each," as he deemed necessary for the proper care, custody, preservation and appraisalment of the timber on the public lands. Section 15 of this proposed bill specified that any person who willfully or negligently sets fire to any woods, prairie or ground which are public lands of the United States or permits any fire to pass from his property to that of another shall be guilty of a misdemeanor and upon conviction shall be punished by a fine not to exceed \$1,000 or imprisonment not to exceed 1 year, or both, and shall be liable to the United States in double the amount of damage sustained. The Commissioner of the General Land Office, with the approval of the Secretary of the Interior, was designated as the proper authority to make all necessary rules and regulations for carrying this act into effect.

## 1879

Congress created a Public Lands Commission for the purpose of codifying public land laws, setting up a system of public land classification, and making recommendations for the wise disposal and management of the remaining public lands. The commission was composed of the Commissioner of the General Land Office, the Director of the Geological Survey (both administrative officers of the Department of the Interior), and three civilians appointed by the President. The commission organized promptly,



spent several months holding hearings in practically all the larger public land States of the West, and within a year submitted a report of almost 700 pages of pertinent information about the public lands including a proposed public lands law that aimed to correct existing evils in public lands administration. The findings of this commission contributed greatly to laying the foundation and fashioning the framework of the Forest Reserve Act of 1891, which authorized the creation of national forest reserves.

### 1880

The Public Lands Commission of 1879 presented a comprehensive bill to Congress covering practically all phases of public land disposal and administration. It contained a special section on the withdrawal and management of public timberlands, the main objective of this section being the withdrawal from disposal of all public lands chiefly valuable for timber, or an alternative objective of setting aside designated portions of these public lands as forest reserves. Some consideration was given to this progressive bill, but it made little progress.

### 1885

A bill was introduced in Congress for the preservation of the woods and forests on the national domain adjacent to the sources of the navigable rivers and their affluents.

The Bureau of Biological Survey originated on July 1 as the Branch of Economic Ornithology in the Division of Entomology, Department of Agriculture.

The creation of forest reserves was a popular subject in Congress throughout the 1880's. During this decade from one to six forestry bills were introduced at practically every session of Congress. Six different bills were introduced in the Forty-eighth Congress (1885) calling for the creation of forest reserves. In spite of this great activity in Congress none of these many forestry bills were enacted into law.

### 1886

The predecessor of the Bureau of Biological Survey became the independent Division of Economic Ornithology and Mammalogy.

### 1888

A law was enacted forbidding trespass on Indian reservations. Prior to 1888 there was no law specifically prohibiting timber cutting on Indian reservations. The act of 1859 provided penalties for depredations on military or "other" reservations, but was not interpreted to apply to Indian reservations.

A bill was introduced in Congress for the protection and administration of forests on the public domain. It provided that all lands now or hereafter owned and controlled by the United States and devoted to forest uses are declared to be public forest lands, and that all unsurveyed public lands embracing natural forests, or which are less valuable for agricultural purposes, and all public lands returned by the public surveys as timberlands shall be withdrawn from survey, sale, entry or disposal under existing laws, and shall be disposed of only as provided in this act. The bill also provided that there shall be in the Department of the Interior a "Commissioner of Forests," who shall have the care, management and control of all forest lands owned or controlled by the United States, be entitled to a salary of \$5,000 a year, and give bond in the sum of \$50,000. Four "Assistant Commissioners of Forests" were also provided for who were to act as an advisory forest board or council to the Commissioner, and each of them was to have charge of a specific division or group of forest reserves and receive an annual salary of \$3,000.

This bill also provided in great detail for the protection and administration of the public forests. It specified that the Commissioner of Forests shall properly subdivide into divisions and districts such forest lands as constitute the forest reserves, organize "a forest service," appoint forest inspectors and forest rangers, "establish a practical system of forestry," and make reasonable rules and regulations for the prevention of trespass, the control of forest fires, and the "conservation of the forest growth." This bill also failed to pass, but each successive consideration of these forestry bills shortened the time when sound and progressive forestry legislation would be enacted.

### 1889

The American Forestry Congress presented a memorial to President Benjamin Harrison containing a résumé of timber trespass and timber thievery on the public lands. It showed that during the period 1881-87 upwards of \$36 million worth of timber was unlawfully taken from public lands and only about \$475,000 recovered by the Government. It proved convincingly that the administration of public timberlands was weak and ineffective.

Casa Grande Ruin became the first prehistoric site reservation by inclusion of an item in The Sundry Civil Appropriations Act "to enable the Secretary of the Interior to repair and protect the ruin of Casa Grande \* \* \* and so much of the public land adjacent thereto as in his judgment may be necessary for the protection of such ruin and the ancient city of which it is a part."

By permission of the President the sale of dead timber from Indian reservations was authorized, providing the timber had not been intentionally killed or injured.

1890

The cutting of 20 million board feet of green timber annually on the Menominee Indian Reservation in Wisconsin was authorized by a special act of Congress June 12. This was the first Federal law enacted in the United States regulating the cutting of timber on Government-managed lands.

The Sequoia, Yosemite, and General Grant National Parks were created. It is generally recognized that the National Park Service began with the creation of these three additional parks, at first proclaimed as "reserved forest lands."

1891

An act approved March 3 authorized the President to set aside by special proclamation national forest reserves out of public domain lands. This law now generally known as "The Forest Reserve Act," established the principle of Federal ownership of forest lands and is generally regarded as one of the big early forward steps in American forestry.

Only 27 days after the enactment of "The Forest Reserve Act," President Benjamin Harrison by special proclamation on March 30, set aside the first Federal forest reserve, for some time officially known as the "Yellowstone Park Timberland Reserve." At the time of its creation it included approximately 1,239,000 acres adjoining the Yellowstone National Park in Wyoming.

The second national forest reserve was established in Colorado on October 16. It comprised 1,198,000 acres and was at first officially called the "White River Plateau Timberland Reserve."

1893

By March 1, 1893, a total of 17,928,070 acres of public domain land had been set aside as national forest reserves. No additional areas were reserved until 1897, chiefly because no Government agency then had authority to administer these lands.

1894

Approval of the Lacey Act, which provided "\* \* \* that all hunting, or the killing, wounding, or capturing at any time of any bird or wild animal, except dangerous animals, when it is necessary to prevent them from destroying human life or inflicting an injury, is prohibited within the limits of said park \* \* \*." Although the act applied specifically to Yellowstone, it was the beginning of the policy of complete protection of wildlife in the national parks.

1896

The Division of Economic Ornithology and Mammalogy became the Division of Biological Survey, Department of Agriculture.

1897

On February 22, President Grover Cleveland set aside 13 forest reserves in 7 western States totaling 21,174,960 acres, an area greater than the total area of all forest reserves previously set aside, and also greater than the total area reserved during any one day in the entire history of public forest land reservation in the United States.

An act was approved June 4 providing for the administration of national forest reserves by the Department of the Interior. This law affirmed the power of the President to set aside forest reserves, provided for their administration and protection and also for the wise use of their resources. No funds were provided the first year to carry out the provisions of this new law. Perhaps this was an oversight, for the same Congress appropriated \$90,000 for special agents to protect "timber on public lands," which were also administered by the Department of the Interior.

A "Division of Geography and Forestry" was set up in the Bureau of Geological Survey in the Department of the Interior. This new unit was charged with the responsibility of developing and coordinating the surveying and mapping work on the forest reserves and the collection of data on their resources.

From the enactment of the law of 1897 until 1905 the administrative management of the forest reserves rested largely in the Department of the Interior, chiefly in the General Land Office and the Geological Survey, the latter being charged with the surveying and mapping of the reserves. The Division of Forestry in the Department of Agriculture was responsible for technical advice on forest reserve matters. The administration of the forest reserves for a short time was actually a tripartite affair.

1898

First appropriation (\$75,000) became available on July 1 to the Department of the Interior for the administration and protection of the newly created forest reserves. Directly after this appropriation became available, the Commissioner of the General Land Office, acting for the Secretary of the Interior, began the development of an organization to handle them. At first, these reserves were grouped in 11 districts, each in charge of a superintendent. Subordinate to the superintendent were supervisors, each in charge of a specific forest reserve. The supervisors in turn were assisted by rangers in charge of forest activities within specific local areas, especially forest patrol activities and other general forest protection work.

Professional forest education began in the United States. The New York State College of Forestry was established at Cornell University and the Biltmore Forest School at Biltmore, N. C. Two years later (1900) the Yale Forest School was established at New Haven, Conn. These three and other early American forest schools began promptly to take an active part in the development of American forestry. A small number of these early forestry graduates accepted employment in the Department of the Interior.

### 1900

Passage of the act of May 25, giving to the Department of Agriculture the first general law for the protection of birds and mammals which was designed to aid in the restoration of birds where they had become scarce or extinct and to regulate the introduction of American or foreign birds or animals in localities where they had not existed. The act also prohibited the importation of injurious species, as well as prohibited the shipment in interstate or foreign commerce by common carrier of wild animals or birds imported illegally or killed contrary to State law.

### 1901

A Forestry Division was created in the General Land Office of the Department of the Interior. This new division was headed by Filibert Roth, who had served for some time under Dr. Fernow in the Division of Forestry in the Department of Agriculture. He was the first trained forester employed regularly in the Department of the Interior. Three other trained foresters served with him.

At the special request of the Secretary of the Interior, a trained forester in the service of the Division of Forestry in the Department of Agriculture was detailed to the Department of the Interior. His first field assignment was in the Black Hills region of South Dakota, where he prepared the first Government timber sale contract in the United States covering the proper removal of timber from Federal forest reserves. After completing this project, he acted as a special representative of the Secretary of the Interior for about a year inspecting and reporting on forest conditions and activities on other forest reserves throughout the West.

A special act was passed by Congress authorizing the Grand Portage Indians to sell timber from their allotted lands. Similar acts were passed in rapid succession authorizing the selling of timber on other Indian lands.

### 1902

Law was enacted by Congress requiring that 5 percent of the timber on the Chippewa Indian Reservation be left standing for forest renewal purposes and that cutting be restricted to pine.

## 1903

The Pelican Island Reservation was established by Executive Order of President Theodore Roosevelt on March 13 and became the first of the present system of national wildlife refuges.

Filibert Roth, who since 1901 headed the new Division of Forestry in the General Land Office in the Department of the Interior, together with his small staff of trained foresters, resigned. From the time of their resignation until 1910 no trained foresters were regularly employed in the Department of the Interior.

## 1905

The administration of the national forest reserves was transferred from the Department of the Interior to the Department of Agriculture on February 1. This transfer brought forestry in the Department of the Interior to the lowest level of operation since its inception, but some scattered forestry activities were continued, especially on Indian lands and by the Geological Survey.

Full bureau status given to the Bureau of Biological Survey, Department of Agriculture.

The Wichita Forest and Game Preserve was established by Presidential Proclamation. This area later was to become one of the most important national wildlife refuges for the protection of bison, and under the administration of the Forest Service the first herd of Texas longhorn cattle in the United States was established and is still in existence. The area was transferred to the Bureau of Biological Survey by Presidential Proclamation of November 27, 1936.

The Public Lands Commission, appointed by President Theodore Roosevelt in 1903, submitted a comprehensive report on the operation and effect of the public land laws. Noteworthy recommendations were made, including ones providing for the establishment of grazing districts or reserves, the classification of the public lands, the repeal of the Timber and Stone Act, and the sale of timber on unreserved public lands.

## 1906

The Division of Forestry and Geography of the Geological Survey continued to function in a small way, but was discontinued the following year.

An act approved June 25, afforded the first Federal protection to wildlife on national refuges. In 1909 this act was included in the Penal Code.

Passage of the "Antiquities Act" on June 8 authorized the President "in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of

the United States to be national monuments \* \* \*.” That same year three national monuments were established.

The Antiquities Act also made provision for the punishment of “any person who shall appropriate, excavate, injure, or destroy any historic or prehistoric ruin or monument, or any object of antiquity situated on lands owned or controlled by the Government of the United States, without the permission of the Secretary of the department of the Government having jurisdiction over the lands \* \* \*.”

### 1908

Under a cooperative agreement executed on January 22 between the Secretary of the Interior and the Secretary of Agriculture, the Forest Service temporarily was given directive supervision over logging and other forestry activities on certain Indian lands. This agreement was terminated on July 17, 1909, and thereafter the Forest Service exercised no administrative responsibilities on Indian forest lands except on the forested portions of a few reservations described in a special Executive Order of March 2, 1909, which contemplated the inclusion of such forested lands in certain national forests. By an Executive Order of February 17, 1912, all these forest lands were restored to the status of Indian reservation lands. Under authority of the act of March 28, 1908, a large double bank sawmill with an annual capacity of more than 20 million board feet was established on the Menominee Reservation in Wisconsin with the avowed purpose of manufacturing lumber on a commercial basis. During the past 30 years a total of more than 615 million board feet of timber has been cut from the Menominee Indian Reservation. Lumbering and sawmill operations have been the chief source of employment of the Menominee Indians during this time.

The National Bison Range in Montana was established by authority contained in the Agriculture Appropriation Act of May 23, as one of the areas on which a part of the remnant of the greatly depleted population of bison could be placed for propagation and the preservation of the species.

### 1909

Congress appropriated \$100,000 to the Department of the Interior for forestry work on Indian reservations for the fiscal year 1910.

By Executive Order No. 1032, President Roosevelt designated 17 reclamation reservoirs as wildlife refuges which set a precedent that has made it possible to extend wildlife protection to millions of acres of public lands.

### 1910

In February forestry organization was set up in the Indian Service, one of the principal administrative units of the Department of the Interior.

Only three technically trained men were appointed in this new forestry unit in 1910. This new organization, first called the "Indian Forest Service," was some years later named the "Forestry Branch of the Indian Service." In 1931 it became the "Division of Forestry" and now (1958) is known as the "Branch of Forestry" of the Bureau of Indian Affairs. The personnel of this division is now responsible for the protection, development, and administration of almost 6,200,000 acres of commercial forest and more than 10 million acres of woodlands and noncommercial mountain forests belonging to the Indians.

The President was authorized by law to make temporary withdrawals of the public lands.

First general law was enacted authorizing the sale of live timber from tribal and allotted Indian lands. This law provides that mature living and dead and down timber on unallotted lands of any Indian reservation (excepting in the States of Minnesota and Wisconsin) may be sold under regulations to be prescribed by the Secretary of the Interior and the proceeds from such sales shall be used for the benefit of the Indians of the reservation in such manner as he may direct. It also provided that the timber on any Indian allotment held under a trust or other patent containing restrictions on alienations, may be sold by the allottee with the consent of the Secretary of the Interior, and the proceeds thereof paid to the allottee or disposed of for his benefit under regulations to be prescribed by the Secretary of the Interior.

### 1911

One year and 4 days after the enactment of the law empowering the Secretary of the Interior to prescribe rules and regulations for the administration of Indian lands, a set of regulations were approved requiring the conservative use of forest resources on Indian reservations and outlining methods of administration. All Indian Service officials were instructed to take appropriate action to protect timber owned by the Indians.

### 1912

Authority was contained in the Agriculture Appropriation Act approved August 10, for the establishment of the National Elk Refuge at Jackson Hole, Wyo., as a means of providing winter food and protection for the dwindling Yellowstone herd of elk.

### 1913

Congress passed the act of March 4, 1913, commonly called the "Burnt Timber Act," which authorized the Secretary of the Interior to sell from the public lands timber which had been killed or damaged by fire.



An act approved March 9, extended Federal protection to wild geese, wild swans, brant, wild ducks, snipe, plover, woodcock, rail, wild pigeons, and other migratory game and insectivorous birds which pass through or do not remain permanently the entire year within the borders of any State or Territory. This act was declared unconstitutional by several U. S. District Courts and the appeal of the case, *U. S. v. Shauver*, to the Supreme Court, was not decided because of the treaty and legislation that followed.

### 1914

A timber cruise of the Menominee Indian Reservation in Wisconsin was started. The following year (1915) a timber cruise and contour map of the Quinault Indian Reservation in Washington was started.

### 1915

The Supreme Court held that the President had through the years acquired, with the tacit consent of the Congress, the general authority to make withdrawals of the public lands in the public interest, and that the specific grant of power in 1910 did not diminish the general authority of the President.

### 1916

Congress passed the Revestment Act, sometimes called the Chamberlain-Ferris Act, providing for the revestment to the Federal Government of title in lands held by the Oregon and California Railroad granted to it for the purpose of aiding in the construction of a railroad from Portland, Oreg., to the northern boundary of California. The land revested to the Federal Government under this act totaled 2,830,182 acres.

Congress in creating the National Park Service directed that the national parks and allied areas be conserved "In such a manner and by such means as will leave them unimpaired for the enjoyment of future generations." During the first 10 years of the National Park Service its forestry problems and responsibilities were handled largely by the regular personnel of the different local parks throughout the country.

In the Indian Appropriation Act approved May 18, was an item creating the Red Lake Indian Forest with an area of almost 110,000 acres within the Red Lake Indian Reservation in Minnesota.

In response to a resolution adopted by the United States Senate, the Secretary of State negotiated a treaty with Great Britain for the protection of migratory birds in the United States and Canada. The Treaty was duly ratified and on December 8 proclaimed by the President.

## 1918

Authority was approved May 13 for the Secretary of the Interior to exchange, for lands in private ownership, lands formerly embraced in the grant to the Oregon & California Railroad Co. Lands must be of approximate equal value and action must be to consolidate timber holdings of the United States.

The enabling act to carry out the Treaty with Great Britain for the protection of migratory birds was approved on July 3.

## 1919

Congress enacted a law authorizing the reconveyance to the Federal Government of all unsold Coos Bay Wagon Road Grant lands located in western Oregon. The land reconveyed under this act totaled 93,163 acres.

## 1920

The constitutionality of the Migratory Bird Treaty Act was sustained by the Supreme Court in its decision rendered April 19, in the case of *Missouri v. Holland* (252 U.S., 416).

The Mineral Leasing Act was adopted, providing for orderly prospecting, the opportunity for conservation measures, and an adequate return to the Government from public domain deposits of oil, gas, phosphate, sodium, coal, potassium, and sulphur. Operations under the Act are administered jointly by the Bureau of Land Management and the Geological Survey. Since 1947, leasing of all types of minerals in most "acquired" Federal lands has also been assigned to these agencies. The Bureau of Indian Affairs and the Geological Survey supervise the leasing of Indian mineral lands.

## 1922

An act was approved September 20 which authorized the Secretary of the Interior to protect and preserve from fire, disease or the ravages of beetles, or other insects, timber owned by the United States upon public lands, national parks, national monuments, Indian reservations, and other public lands. It also provided for cooperation with other Federal agencies, with States, and with private owners of timber.

## 1924

An item in an appropriation act approved June 5, authorized the construction of a commercial sawmill on the Red Lake Indian Reservation in Minnesota. A single band mill was built and placed in operation in 1925.

Since the mill was established, more than 87 million board feet of timber have been cut and delivered to the mill up to and including June 1948.

The Upper Mississippi Wildlife and Fish Refuge Act approved June 7, was the first Federal law authorizing the acquisition of lands for wildlife refuge purposes and for the protection of other wild birds, game animals, fur animals, and fishes. The act also set a precedent for coordinating the fields of wildlife and fishery conservation by placing the protection and preservation of fishes in the Upper Mississippi River under the jurisdiction of the Secretary of Commerce, to be administered by the Bureau of Fisheries, and that of protecting wildlife under the jurisdiction of the Secretary of Agriculture, to be administered by the Bureau of Biological Survey.

### 1925

A new electrically equipped concrete and steel sawmill with an annual capacity of 20 million board feet was erected on the Menominee Indian Reservation in Wisconsin. Recent estimates indicate that a 40- to 50-year supply of virgin timber still remains and that the present forest area is fully capable of maintaining the operation of this mill at normal capacity when the virgin timber is removed.

The Alaska Game Commission was established by an act approved January 13, which provided for the protection of birds, mammals and fishes in the Territory of Alaska under regulations to be promulgated by the Secretary of Agriculture upon consultation with or recommendations from the Alaska Game Commission.

### 1926

The act of April 12, 1926, authorized the Secretary of the Interior to provide for the export of timber from Alaska.

### 1927

The National Park Service Forestry Division was created under the Chief Park Naturalist who was a forestry graduate. To his duties as Chief Park Naturalist was added the additional work of forest protection planning and administration.

### 1928

In the National Park Service the Chief Park Naturalist's title was expanded on March 16 to include that of Chief Forester, and a Fire Control Expert was appointed July 16 to assist the Chief Forester, both with headquarters at Hilgard Hall, University of California at Berkeley.

First general appropriation (\$10,000) made by Congress for forest fire protection in national parks. Previously separate appropriations were made for this purpose to specific parks.

One of the most important migratory bird refuges, the Bear River Migratory Bird Refuge on Great Salt Lake in Utah, was established under the act of April 23, 1928, under special arrangements agreed upon with the Utah Fish and Game Commission. The establishment of this project enabled the restoration of approximately 65,000 acres of marshes on the shores of Great Salt Lake and through the impoundment of fresh water pools the elimination of a death trap for hundred of thousands of waterfowl.

### 1929

The President approved on February 18, the Migratory Bird Conservation Act in furtherance of the Migratory Bird Treaty with Great Britain, and thereby authorized the acquisition of areas of land and water for the establishment of a national system of inviolate sanctuaries for waterfowl and other migratory birds.

### 1930

On April 15 the Forestry Division of the Office of Indian Affairs, in addition to its regular forestry functions also became responsible for the protection and administration of grazing on more than 42 million acres of Indian range lands.

### 1931

A grazing policy for Indian lands was put into effect on July 1.

### 1933

The headquarters of the Fire Control Expert of the National Park Service was transferred from Berkeley, Calif., to Washington, D. C.

A Branch of Forestry (now—1958—Branch of Park Forest and Wildlife Protection) headed by a Chief Forester, was created in the National Park Service for the purpose of organizing and developing the forestry work of the whole service.

Congress passed the act of March 31, 1933 (Unemployment Relief Act), under which authority the Civilian Conservation Corps was created.

Under President Franklin D. Roosevelt's Executive Order dated June 10, all national park activities were consolidated under the National Park Service, the title of which was changed to "Office of National Parks, Buildings, and Reservations." Name of National Park Service was restored later. This consolidation brought under the Department of the Interior, in addition to the National Park System already administered by the National Park Service, the National Capital Parks, the national military parks and national monuments administered by the War Department, and the national monuments administered by the Forest Service of the Department of Agriculture.

The Soil Erosion Service was established without formal departmental order as a temporary agency of the Department of the Interior to carry out

the provisions of the National Industrial Recovery Act relating to the prevention of soil erosion, and to administer expenditures of Public Works Administration allocations for this purpose. This Service organized the first nationwide soil conservation program in the United States. Forty-one soil and water conservation demonstration projects were established throughout the country and approximately 50 CCC camps were assigned to erosion control work during the period this agency was within the Department. The agency was transferred to the Department of Agriculture in March of 1935.

### 1934

Section 6 of the act of June 18, 1934, provides that: "The Secretary of the Interior is directed to make rules and regulations for the operation and management of Indian forestry units on the principle of sustained-yield management, to restrict the number of livestock grazed on Indian units to the estimated carrying capacity of such range, and to promulgate such other rules and regulations as may be necessary to protect the range from deterioration, to prevent soil erosion, to assure full utilization of the range and like purposes."

This act is the first Federal forestry legislation in the United States in which the principle of sustained-yield is definitely prescribed for the management of federally controlled lands.

About 165 million acres of "left-over" land remained in the public domain, located chiefly in the 10 western States of Arizona, California, Colorado, Idaho, Montana, Nevada, New Mexico, Oregon, Utah and Wyoming. These lands were figuratively orphaned by the lack of any legislation providing for their control and management. With the approval of the Taylor Grazing Act on June 28, a way was opened for the correction of this deplorable situation. It entrusted to the Secretary of the Interior the responsibility of conserving and rehabilitating not in excess of 80 million acres, that is, approximately one-half of the remaining public domain. The Taylor Grazing Act in part provides that: "In order to promote the highest use of the public lands pending its final disposal, the Secretary of the Interior is authorized . . . to establish grazing districts . . . not exceeding in the aggregate an area of 80,000,000 acres of vacant, unappropriated, and unreserved lands from any part of the public domain of the United States (exclusive of Alaska) which are not in national forests, national parks and monuments, Indian reservations, revested Oregon and California Railroad grant lands, or reconveyed Coos Bay Wagon Road grant lands, and which in his opinion are chiefly valuable for grazing and raising forage crops, provided that no lands withdrawn or reserved for any other purpose shall be included in any such district except with the approval of the head of the department having jurisdiction thereof . . ."

The Migratory Bird Hunting Stamp Act, approved March 16, prescribed a hunting stamp at a cost of \$1 per season for all persons over 16 years of age for hunting migratory waterfowl as a means of raising funds for carrying out the provisions of the Migratory Bird Conservation Act and for the enforcement of the Migratory Bird Treaty Act.

The field of wildlife protection of Government lands was expanded by the act approved March 10, which authorized the Secretaries of Agriculture and Commerce to recommend the establishment of breeding places for game birds, game animals, and fishes on lands and waters within the national forests.

The passage of the so-called Coordination Act of March 10, provided for cooperation between Federal, State and local agencies in the coordination of activities for wildlife conservation.

Executive Order No. 6724 allotted a \$1 million fund as an emergency measure to give impetus to the migratory bird refuge program and the acquisition of lands needed to expand upland and big-game areas. This fund was supplemented by a similar allocation of \$950,000 under Executive Order No. 7345.

The land classification provision of the Taylor Grazing Act, as amended, authorized the Secretary of the Interior to classify the unreserved public lands as to their suitability for disposal. This closed the era of indiscriminate disposal of the public domain and has permitted the institution of procedures for the orderly disposition of unreserved public lands, either by disposal to private owners or the States, or by management by an appropriate land management agency.

The Department of the Interior formed the Division of Grazing, later known as the Grazing Service, to administer the grazing districts established under the provisions of the Taylor Grazing Act.

## 1935

Title IV of the act approved June 15 authorized the Bureau of Biological Survey to sell surplus timber, wildlife, hay, grass, etc., from the national wildlife refuges and to charge sales expense to gross revenue before giving counties 25 percent of revenue.

Under title VII of the act approved June 15, a \$6 million fund, known as the NIR, Agriculture Wildlife Refuge, was appropriated for additional land acquisition for waterfowl and wildlife refuge purposes.

Historic Sites Act passed. In addition to declaring a national policy of preserving for public use historic sites, buildings, and objects of national significance and making provision therefor, the act established an "Advisory Board on National Parks, Historic Sites, Buildings, and Monuments," which replaced the informal Advisory Group appointed in 1929.

The expanding program for the development of national wildlife refuges was augmented by the initiation of WPA and NYA programs on many national wildlife refuge projects.

### 1936

The President laid the cornerstone of the new building of the Department of the Interior on April 16. In concluding his address, he said: "So, as I view this serviceable new structure, I like to think of it as symbolical of the Nation's vast resources that we are sworn to protect, and this stone that I am about to lay, as the cornerstone of a conservation policy that will guarantee to future Americans the richness of their heritage."

The grazing law of 1934 limited the area of public domain that could be included in grazing districts to 80 million acres. Following the enactment of the original law numerous requests were received by the Secretary of the Interior for the inclusion of more and larger areas in the grazing districts with the result that on June 26 the law was amended permitting the inclusion of a maximum of 142 million acres in grazing districts.

All matters relating to wildlife management within Indian reservations were assigned June 16 to the Division of Forestry and Grazing.

The Park, Parkway and Recreation Survey Act, passed on June 23, authorized the National Park Service to cooperate with the various States and their political subdivisions in making a comprehensive study of public park, parkway and recreational programs in the United States.

General regulations for the control and management of Indian forest lands were revised and approved by the Secretary of the Interior on April 23.

### 1937

For the first time in the history of American forestry a plan of sustained-yield management was authorized and outlined for a specific Federal forest property by the enactment of a law August 28 providing for the administration of the revested Oregon & California Railroad and the reconveyed Coos Bay Wagon Road grant lands in western Oregon totaling approximately 2,681,000 acres. This law provides for the conservation of land, water, forest and forage on a permanent basis, for the prudent utilization of these resources and for the realization of the highest current income consistent with sound forest management. The law also specifies that these lands shall remain under the jurisdiction of the Department of the Interior and that the timber thereon "shall be sold, cut, and removed in conformity with the principle of sustained-yield for the purpose of providing a permanent source of timber supply, protecting watersheds, regulating streamflow, contributing to the economic stability of local communities and industries, and providing recreational facilities," and emphasizes the cooperative possibilities in forest conservation by empowering the Secretary of the Interior to

make cooperative agreements with Federal and State agencies and with private forest owners and operators for the purpose of promoting the prudent use of forest land. Of special significance is the provision of this act restricting the annual cut of timber on these lands to a total of 500 million board feet, and the provision specifying that not to exceed 25 percent of the annual receipts from these lands may be used for administration purposes.

September 2 marked the passage of the Federal Aid to Wildlife Restoration Act, which enabled the Federal Government to assist the States in wildlife restoration projects by providing financial assistance from the Federal excise tax on the sale of sporting arms and ammunition.

A treaty with Mexico for the protection of migratory birds and game mammals was concluded and proclaimed March 15, and the Migratory Bird Treaty Act of 1918 was amended to extend its provisions to the Mexican convention.

### 1938

The position of Director of Forests was created in the Office of the Secretary of the Interior for the purpose of coordinating and directing all forestry functions and activities of the Department.

The Oregon and California Revested Lands Administration of the General Land Office was established in charge of a Chief Forester with offices at Portland, Oreg.

An Advisory Committee on Forestry composed of seven members, four of whom were foresters, was appointed by the Secretary of the Interior to function with the Oregon and California Revested Land Administration. The organization meeting of this Committee was held September 6.

The Kentucky Woodlands National Wildlife Refuge was the first of two major additions and six new national wildlife refuges and six management areas to be transferred to the Bureau of Biological Survey from the Soil Conservation Service and its predecessor agencies to augment the program of the Biological Survey for preserving outstanding and representative ecological areas of wildlife habitat.

The Small Tract Act was adopted, permitting the lease and sale of tracts of 5 acres or less of public lands which are valuable for recreational, home, cabin, health, or business site purposes.

### 1939

Law enacted authorizing the exchange of revested Oregon & California Railroad and reconveyed Coos Bay Wagon Road grant lands in western Oregon. Land of approximately equal value required for exchange. Designed to augment act of August 28, 1937. This act repealed the act of May 13, 1918.



The first appropriation (\$37,500) was made for the prevention and suppression of fires on the public domain in Alaska, including the maintenance of patrols, the employment of field personnel, and the use of airplanes. The Alaskan Fire Control Service of the General Land Office was established in Alaska as the unit to administer this fund.

The Bureau of Fisheries, formerly in the Department of Commerce, and the Bureau of Biological Survey of the Department of Agriculture, were transferred to the Department of the Interior. The President in recommending these two transfers made the following observation in a message of May 9:

. . . These two Bureaus have to do with conservation and utilization of the wild-life resources of the country, terrestrial and aquatic. Therefore, they should be grouped under the same departmental administration, and in that Department which, more than any other, is directly responsible for the administration and conservation of the public domain.

By the order of the Secretary of the Interior the "Division of Grazing" of the Department of the Interior became the "Grazing Service."

Law enacted relating to the disposition of funds derived from the Coos Bay Wagon Road grant lands.

The Taylor Grazing Act was amended July 14 to provide for the organization of advisory boards of local stockmen for each grazing district to furnish advice and recommendations to the administrators of the Taylor Grazing Act on applications for grazing permits and on rules and regulations relating to the administration of the act.

## 1940

The Lea Act of April 26 authorized the Secretary of Agriculture to provide for the nationwide coordinated control of white pine blister rust, an introduced disease attacking five-needled pines. The act further provides that all control measures on forest lands owned or managed by a department other than Agriculture may be accomplished only with the consent of the Federal agency managing the lands.

The Office of Land Utilization was created April 15 as a unit of the Office of the Secretary of the Interior to coordinate the functions, programs, and activities of the bureaus of the Department in the field of resource management. The Office of the Director of Forests became a unit of the Office of Land Utilization.

Under Reorganization Plan No. III, the two Bureaus, Fisheries and Biological Survey, were consolidated to form the Fish and Wildlife Service, Department of the Interior, effective June 30.

In recognition of the fact that the Bald Eagle was no longer a mere bird of biological interest, but a symbol of American ideals of freedom, and that the species was being threatened with extinction, an act was passed June 3

extending virtually absolute protection to the Bald Eagle within the United States.

Reorganization Plan No. IV transferred the functions of the Soil Conservation Service of the Department of Agriculture with respect to operations conducted on lands under the jurisdiction of the Department of the Interior to the Department of the Interior effective July 1. The coordination of the soil and moisture conservation activities of the Department was assigned to the Office of Land Utilization and the field operations were placed under the direct supervision of the action agencies.

## 1941

The Federal fire law, enacted November 15, amended section 52 of the Criminal Code with respect to use of fire on public lands or on lands owned or leased by or under the partial, concurrent, or exclusive jurisdiction of the United States.

Under date of August 17 the Director of the Office of Civilian Defense, acting under a directive from the President, initiated the organization of a facility security program in cooperation with the departments and agencies of the Federal Government. The facility security program had as its objective the mobilization of existing authorities and nonmilitary forces of the Nation against subversive forces and against fire and other hazards of accidental origin which might disrupt the war program. Of the 10 facility protection subcommittees organized, three were of vital concern to the Department of the Interior. The forestry agencies of the Department of the Interior in cooperation with the Forest Service, Department of Agriculture, were charged with the prosecution of the timber security program; responsibility for the protection of minerals, including petroleum, was delegated to the Bureau of Mines and the Office of the Petroleum Coordinator for War; and the Bureau of Reclamation, in cooperation with the Federal Power Commission, assumed responsibility for the protection of power resources and irrigation facilities.

On May 19, 1942, the President issued Executive Order No. 9165, which directed the Office of Civilian Defense to assume responsibility for the development and execution of a program of protective measures against subversive enemies. This order gave authority and impetus to the plans and programs which had already been worked out by various facility security subcommittees of the Office of Civilian Defense. As a result of the state of completion of the plans covering the timber and mineral fields, protection programs were ready for immediate action upon the enactment of the sixth supplemental national defense appropriation bill for 1942-43. The bill which was approved April 28, 1942, provided \$812,000 for the protection of forest, brush, and grasslands under the jurisdiction of the

Department of the Interior and \$800,000 for the protection of mineral resources and facilities of the Nation, including petroleum.

These funds made it possible for the Department to strengthen greatly its protection organizations on Indian lands, the Oregon and California re-vested grant lands, the national parks, and the wildlife refuges. Operations in the continental United States were confined largely to lands situated within 300 miles of the eastern and western coasts and the Gulfs of California and Mexico by reason of the strategic importance of these zones from the standpoint of possible attacks from the air. Owing to the strategic importance of Alaska, special consideration was given to the large areas of forest and brush land in the interior of the Territory. Adequate funds had up to that time never been available for the protection of these vast resources.

As a part of the emergency fire protection program, plans were completed during the latter part of the fiscal year 1942 providing for the cooperation of the Civil Air Patrol in the detection of fires and the transportation of fire fighters and supplies to fires in inaccessible areas.

The fire protection program of the Nation was further strengthened by the establishment of the Forest Fire Fighters Service by the Office of Civilian Defense in cooperation with the forestry agencies of the Department of the Interior and the Department of Agriculture. This Service cooperated by mobilizing the manpower essential to safeguard the forest resources.

## 1942

Legislation abolishing the Civilian Conservation Corps was passed July 2. Thus ended one of the most important conservation movements initiated by President Franklin D. Roosevelt in 1933.

Act of June 5 authorized the Secretary of the Interior to lease or sell public lands for use in connection with the manufacture of arms, ammunition, and implements of war, etc. This authority was utilized by the General Land Office to sell stumpage from the public domain. Act limited to the duration of the war. It was terminated December 31, 1946.

The first appropriation under the authority of the Lea Act for the control of white pine blister rust was made for the fiscal year 1942 in the amount of \$115,000. It was allotted to the National Park Service and the General Land Office.

The Secretaries of the Interior and Agriculture approved on April 7 and April 20, respectively, a memorandum of understanding providing for complete cooperation between the two Departments in the field of soil and moisture conservation.

Under the authority of the Selective Training and Service Act of 1940, the Director of the Selective Service System was authorized to establish

projects of national importance to which might be assigned persons found under 5g of the act to be conscientiously opposed to participation in combatant and noncombatant training and service in the land or naval forces of the United States. Under this authority the Division of the Selective Service System authorized the organization of certain camps on Department of the Interior lands. The liaison between the Department of the Interior and the Selective Service System, while originally assigned to Mr. Conrad L. Wirth of the National Park Service, was transferred on March 12, 1943, to the Office of Land Utilization. This program, which at its height provided upward of 1,800 conscientious objectors for work on forest protection and water conservation on lands of this Department, provided welcome manpower at a time when labor was extremely limited. This program was terminated officially on March 31, 1947.

### 1943

A formal memorandum of understanding providing for permanent coordinated action in fire control was approved by the Secretaries of Interior and Agriculture in January.

### 1944

In recognition of the fact that programs designed to attain a closely coordinated plan in the field of land use could not be fully realized without a similar degree of coordination in the field of water development programs, the Water Resources Committee was established within the Office of the Secretary by Departmental Order No. 1946 under date of May 2. The Water Resources Committee acts in an advisory capacity to the Secretary and its functions concisely stated are: the assembly of essential information covering the water development programs of the bureaus and offices of the Department and other Federal, State, and private agencies; the review of all basic water development projects or programs proposed to be undertaken by the bureaus and offices of the Department; the preparation for submission to the agencies concerned with water development programs of statements covering various aspects of such programs with a view to providing definite information thereon and reconciling such conflicts with respect to water use as may develop; the conduct of hearings on problems concerned with the use and development of water resources for the purpose of resolving questions concerning policy; and the formulation of such recommendations to the Secretary as will insure an all-inclusive departmental water conservation policy.

The act of August 28, 1937, which provided for management of the Oregon and California revested and reconveyed grant lands was the first recognition in Federal law of the principle of cooperative sustained-yield in forest management. During 1944 the Department of the Interior joined

with the Department of Agriculture and other agencies in requesting from the Congress general legislation which would authorize sustained-yield cooperative agreements for all classes of public lands administered by the Secretaries of Interior and Agriculture for timber production purposes. This important legislation was secured on March 29.

The act of September 27 authorized the disposal of sand, gravel, stone and timber from the public lands other than national parks and Indian lands by the Secretary of the Interior. This authority was limited to the duration of the war plus 6 months. It was utilized almost entirely for the sale of stumpage from public domain lands. It terminated December 31, 1946.

During the year the Department secured a regular appropriation for the administration and management of the forest resources on the public domain in Alaska. Thus, for the first time an orderly plan of management for the timber resources in the interior of Alaska was authorized by the Congress.

### 1945

The Secretaries of Interior and Agriculture approved on May 11 and June 21, respectively, a memorandum of understanding which provided for complete coordination in the fields of budgeting, programing, research and control against white pine blister rust in this country.

The Congress, as the request of the Office of Land Utilization, increased the respective bureau appropriations for fire control in amounts approximately equivalent to the funds available under the emergency fire appropriation which was discontinued June 30.

At the suggestion of the Office of Land Utilization arrangements were made between the General Land Office and the Forest Service of the Department of Agriculture, and later approved by the Congress, whereby the General Land Office would reassume on July 1, its responsibility for the protection from fire of the forests lying on the unreserved and unappropriated public domain in the continental United States outside of grazing districts. Since 1938 funds for fighting forest fires on these lands had been appropriated by the Congress to the Forest Service.

A major advancement in the sustained-yield management of the Oregon and California revested grant lands was the declaration on November 28 by the Secretary that their timber-producing capacity is 606,664,000 feet, board measure (subsequently revised to 769,300,000 board feet). This declaration, which was authorized by the act of August 28, 1937, and was supported by exhaustive field examinations, increased the potential production annually of the O. and C. lands by 106,664,000 feet. The announcement was followed by the first formal hearing on a proposed sustained-yield master unit, the Siuslaw master unit, on December 3. This master unit was formally approved by the Secretary on December 11, 1946, and the remaining

11 master units on which hearings were held in January 1947 were approved November 29, 1947.

### 1946

Acting with the advice of the Office of Land Utilization, the General Land Office established on March 19 a forestry division responsible for the establishment of effective procedures for the management of the forests on the public domain. At the same time the Alaskan Fire Control Service was made responsible to this division. For the first time since February 1, 1905, the way was clear for a start to be made toward providing intensive management for the forests on the unreserved and unappropriated public domain in the continental United States and Alaska.

A recognition of the difficulties of multiple-purpose Federal water and power resource development brought about the formation by agreement of what is known as the Federal Inter-Agency River Basin Committee, consisting of representatives of the Army Engineers, the Department of Agriculture, the Federal Power Commission, the Department of the Interior, and later, the Department of Commerce and the Department of Health, Education, and Welfare. This has formed the basis for a better coordination of the programs of the affected agencies and closer integration of policies.

The establishment of the Pacific Northwest Coordination Committee marked the first action leading toward coordination of natural resource program activities of the Department within a specific geographical region.

Reorganization Plan No. 3 consolidated the functions of the General Land Office and the Grazing Service into the Bureau of Land Management and initiated a reorganization intended to decentralize the program of public land administration.

The Coordination Act of March 10, 1934, was amended by an act approved August 14, which required that all departments and agencies of the United States and any public or private agency operating under Federal permit to consult with the Fish and Wildlife Service and the head of the agency exercising administration over wildlife and fishery resources in the particular State, in order to insure that the impoundment, diversion, or control of the waters of any stream or other body of water would be so constructed with a view to preventing the loss of and damage to wildlife and fishery resources.

### 1947

At the request of the Departments of the Interior and Agriculture and with the support of all forest agencies, the Congress enacted a bill providing for the control of all forest insects and diseases harmful to the forests of the Nation. This bill, which was signed into law on June 25, was patterned after the white pine blister rust control act of April 26, 1940. This marked the final step necessary for the coordinated action of all agencies, Federal,

State, and private, in the control of any forest pest harmful to the trees of the Nation.

At the request of the Department, the Congress passed and the President approved July 31 a bill which authorized the disposal of sand, stone, gravel, and timber from the public lands. This legislation, which the Department had needed for some time, completed the authority for the essential and proper management of timber sales from all forest lands under the jurisdiction of the Department.

### 1948

The O. and C. lands were reopened to exploration, location, entry, and disposition of the general mining laws under an act approved April 8, which provided for the recording of mineral claims with the Federal Government for the first time.

The so-called Lea Act was approved on May 18, providing for cooperation between the Department of the Interior and the State of California for the management and control of migratory waterfowl and other wildlife in the State of California.

In August an order was issued by the Secretary establishing the general pattern of field committees of the Department. Under this order, the Southwest Field Committee and the Pacific Northwest Field Committee were set up to succeed the Pacific Northwest Coordination Committee. In subsequent years, additional field committees have been created in different regions. The field committees have played an important role in facilitating coordination of field natural resource program activities involving the bureaus of the Department. In addition, they serve as focal points in the Department for exchange of information with other Federal, State, and local agencies and public and private groups on matters of mutual concern in the field of resource management and use.

### 1949

At the request of the Department, the Congress passed and the President approved on May 31 an amendment to section 1 of the act of March 28, 1908, to permit at the Menominee Reservation in Wisconsin of the cutting of an additional volume of 5 million board feet annually during the fiscal years 1949, 1950, and 1951 of dead, diseased and blown-down timber.

The Migratory Bird Hunting Stamp Act was amended August 12, increasing the price of duck stamps to \$2 and authorizing public hunting on a portion of areas acquired under the provisions of the act.

### 1950

Public Law 875 of the Eighty-first Congress, approved September 30, authorized Federal assistance to States and local governments in major

disasters. This legislation paved the way for mutual assistance at all levels of government during national emergencies and together with Public Law 920, approved January 12, 1951, authorizing a Federal civil defense program, made possible preplanning to meet serious emergencies in wild as well as urban lands throughout the country.

Regulations defining and authorizing permits which can be issued for rights-of-way for logging roads across the Oregon and California revested lands and the rights the Government may accept in return were established by the Bureau of Land Management. Authority for the regulations was based upon the act of January 21, 1895 (28 Stat. 635, 43 U.S.C. 956), the acts of June 9, 1916 (39 Stat. 218) and February 26, 1919 (40 Stat. 1179) and by the act of August 28, 1937 (50 Stat. 874).

August 9 marked the passage of the Federal Aid in Fish Restoration Act which enabled the Federal Government to assist the States in fish restoration and management projects by providing financial assistance from the Federal excise tax on fishing equipment.

The Division of Land Utilization was created as a unit of the Office of the Secretary on December 1, superseding the Office of Land Utilization established 10 years earlier. The functions of the former Office of Land Utilization in the coordination of natural resource programs and activities of the bureaus of the Department were assumed by the new Division.

## 1951

Two forest districts, one at Redding, Calif., and the other at Russellville, Ark. (subsequently closed in 1958), were established by the Bureau of Land Management to provide forest management and protection for the large acreage of public domain forest and watershed lands then in Federal ownership in these areas. Additional forest districts were established at Sacramento, Calif., in 1955, Missoula, Mont., 1956, Coeur d'Alene, Idaho, 1954, and Ukiah, Calif., 1957.

## 1952

The Bureau of Land Management reached an agreement with the Association of Land Grant Counties of Western Oregon whereby funds appropriated by the Eighty-second Congress for the acquisition of rights-of-way and construction of timber access roads for the harvesting of O. and C. timber was made a reimbursable charge against the O. and C. land-grant fund. The monies appropriated to provide access to the timber on these lands according to the 1952 agreement is to be reimbursed to the general fund of the Treasury of the United States.

Halogeton glomeratus commonly called halogeton is an introduced poisonous weed that has become a serious menace on the public land ranges of the West. Livestock people and others acquainted with this weed were



afraid that halogeton would rapidly invade all the denuded and depleted soils throughout the West. This concern culminated in action by Congress when it approved the Halogeton Glomeratus Control Act (Public Law 529, 82d Congress, 2d Session, 66 Stat. 597) on July 14, providing for the control of halogeton on lands in the United States and for other purposes. The act authorized the Secretaries of Agriculture and Interior to conduct surveys to detect the presence and effect of halogeton, determine the measures and operations necessary to control, suppress, and eradicate the weed and carry out such measures and operations as either may deem necessary for purposes of the act.

### 1953

Section 9 of the act of May 22, 1928, amended to extend the nationwide forest survey to the Territories and possessions, thereby permitting the timber resources of Alaska to be inventoried.

The Technical Review Staff was created as a central staff office in the Office of the Secretary. It superseded, among other offices the Division of Land Utilization established in 1950. The functions of the former Division of Land Utilization in the coordination of natural resource programs and activities of the bureaus of the Department were assumed by the Technical Review Staff.

A House concurrent resolution adopted August 1 declared it to be the sense of the Congress that certain specifically named Indian tribes and all Indian tribes within specifically named States should be freed of Federal control and supervision at the earliest possible date. It was further declared to be the sense of the Congress that the Secretary of the Interior should examine all existing legislation dealing with such Indians, and treaties between the Government and such Indians, and report his recommendations for necessary new legislation to carry out the intent of the resolution to the Congress not later than January 1, 1954.

### 1954

Six acts, introduced pursuant to the 1953 concurrent resolution, were passed by the Congress and signed by the President specifically providing for the termination of Federal supervision over several tribes of Indians. Two of these laws, Public Law 399, with respect to the Menominee Indians in Wisconsin, and Public Law 587, with respect to the Klamath Indians in Oregon, provide for the termination of the Federal trusteeship and management responsibility for substantial amounts of forest land and merchantable timber. Under the provisions of these public laws the Indians are given authority to determine for themselves the future management or disposition of all tribal resources and all provisions of the laws are to be accomplished by August 13, 1958, and December 31, 1958, for the Klamath

and Menominee Indians, respectively. When the provisions of these Acts have been consummated the forest lands involved will be subject to State conservation laws and regulations and will no longer be subject to Federal requirements pertaining to sustained-yield management.

The Taylor Grazing Act of 1934, as amended, was further amended by the act of May 28 which removed the limitation on the area of public domain that could be included within grazing districts. As of 1958, 60 grazing districts have been established with a total area of about 160 million acres of Federal and non-Federal lands administered by agreement, of which approximately 30 million are classed as forest and woodlands.

With the joint support of both the Department of the Interior and the Department of Agriculture, the Congress by an act of June 24, finally settled the status of the Oregon and California controverted lands. This controversy related to the status of some 462,000 acres of publicly-owned lands in western Oregon which was intermingled with national forest lands. The act sustained the contention that the lands in question were Oregon and California lands and hence the receipts therefrom would be placed in the Oregon and California fund. The act further provided that these lands would be managed by the Forest Service as an integral part of the national forest within which they are located.

Moreover, the act provided authority for the exchange of national forest and other Oregon and California lands which were intermingled but not in controversy as to status. This exchange, which was required to be completed within 2 years, eliminated most of the intermingling of national forest and Oregon and California lands, which had been criticized by proponents of more efficient Federal forest land management in western Oregon.

As a result of a review and analysis of the Department's existing soil and moisture conservation program and its rate of progress, the Secretary on July 23 called for a more aggressive and dynamic program on public and Indian lands under the Department's jurisdiction. A revised and accelerated schedule for soil and moisture conservation work expenditures over a 20-year period to commence in 1956 was later approved by the Secretary. Objectives of this 20-year soil and moisture program on public and Indian lands are (1) use in accordance with optimum capabilities, (2) treatment in accordance with needs for permanent protection, improvement and maintenance, and (3) control of surface run-off so as to provide water intake for plant needs, for sustaining ground water levels, and for minimizing downstream damages to the greatest possible extent.

On September 8 the Federal Civil Defense Administrator delegated to the Secretary of Agriculture the responsibility for planning a national program for the prevention and control of fires caused by enemy attack in rural areas of the United States. The Secretary of Agriculture on Au-

gust 15, 1955, assigned administration of this function to the U. S. Forest Service and directed that a national committee, composed of representatives from all rural fire control agencies including the Department of the Interior, be formed to advise in the carrying out of this function. Hence, the Department of the Interior, with direct responsibility for the protection from fire of over 400 million acres of land, cooperates with the Department of Agriculture in the nationwide planning for the protection of all rural lands from fires which might be caused by enemy attack.

### 1955

An act of May 27 authorized the execution of agreement between agencies of the United States and other agencies such as States, counties, municipalities, or organized fire districts for mutual aid in fire control.

At the request of the Departments of the Interior and Agriculture the Congress executed on July 23 a law which amends the act of July 31, 1947 (Material Disposal Act) and the mining laws to provide for multiple use of the surface of the same tract of public lands. This act provides for the separation of the mineral resources from the surface rights on public lands, and is designed to eliminate abuse of the mining laws.

By an act of August 1, the Congress finally eliminated the Timber and Stone Act of June 3, 1878, the purpose of which in 1878 was considered good but the effects of which were just the opposite in the years immediately following. Successive Secretaries of the Interior had from 1900 onward recommended its repeal.

### 1956

In February a 10-year conservation program for all areas administered by the National Park Service, entitled MISSION 66, was submitted to the Congress by the Department. This program had the firm endorsement of the President and called for substantially increased National Park Service appropriations through 1966 in order to (1) overcome long-standing development deficiencies, and (2) make possible more effective use and satisfactory maintenance of additional facilities to meet the continually increasing volume and pattern of national park visitations. Congressional approval was evidenced by appropriation of the necessary increased amount of funds needed to initiate the program. 1966 will mark the fiftieth anniversary of the National Park Service.

The act approved May 4 provided authorization for the establishment of public recreational facilities in Alaska for a 5-year period as an aid to the settlement and development of the Territory. Authorization for annual appropriations of not more than \$100,000 for each of the 5 years was also provided. The initial appropriation received under this authority amounted to \$100,000 for the fiscal year 1957.

An act of August 3 relating to the management of the Red Lake Indian Forest and sawmill amended the 1916 Indian appropriation act by specifically directing the Secretary of the Interior to administer the forest in accordance with scientific forestry that will encourage production of successive timber crops and authorized the purchase of standing timber from any other lands, including lands outside the reservation, which would contribute to the profitable operation of the sawmill.

The Congress gave increased recognition to the fish and wildlife resources of the Nation through enactment of the Fish and Wildlife Act on August 8. This legislation enhanced the position of fish and wildlife activities in the Federal Government and incorporated a declaration of policy by the Congress noting the importance of fish and wildlife resources to the national economy and food supply and to the health, recreation and well-being of all citizens. An Assistant Secretary for Fish and Wildlife was created in the Department. In addition, a new United States Fish and Wildlife Service directed by a Commissioner and composed of a Bureau of Commercial Fisheries and a Bureau of Sport Fisheries and Wildlife, was authorized to replace the existing Fish and Wildlife Service.

In order to provide the basis for a more intensive grasshopper and Mormon cricket control effort on lands under the jurisdiction of the Department, the Secretaries of Interior and Agriculture on August 20 and July 24, respectively, approved a memorandum of understanding between the Department of the Interior and the Department of Agriculture. While responsibility for the control of these pests is vested in the Secretary of Agriculture under a 1938 joint resolution of the Congress, the memorandum spelled out in broad general terms the basic principles necessary and desirable to effectuate the fullest cooperation between the two Departments leading to control of such pests on Department of the Interior lands.

### 1957

The Klamath Indian Termination Act of 1954 was amended by the the act of August 14 which extended the termination date to August 13, 1960, and deferred the sale of tribal property.

### 1958

The act approved July 2, amending the Menominee Indian Termination Act of 1954, extended the termination date to not later than December 31, 1960, and included within the termination plan provisions for the protection of the forest on a sustained-yield basis and for the protection of the water, soil, fish and wildlife.

On July 16 the Secretary approved a formal policy statement on recreational use of public lands administered by the Department's Bureau of Land Management. The policy defines overall principles and sets up working

guidelines for future use, development and disposal of certain Federal land for public recreation. Open coastal and inland water frontage, other lands of manifest recreational value and key access lands will receive particular attention. Special provisions are spelled out for the O. and C. and Coos Bay Wagon Road grant lands in Oregon and for Alaska public lands. Forest management plans for disposable resources will recognize the recreational aspects of public lands and, if forest lands are identified as having significant recreational value in conjunction with multiple land use, such lands will ordinarily be retained in Federal ownership.

The act of August 1 amended the Migratory Bird Hunting Stamp Act of 1934, as amended, by raising the price of "Duck Stamps" from \$2 to \$3 and earmarking the total sale proceeds, except for printing and distribution costs, for the acquisition of suitable areas for migratory bird refuges. Previously, stamp revenues had been authorized for administration and enforcement purposes. The extent of refuge lands permitted to be opened to public hunting was increased to 40 percent.

In addition, the act authorized the acquisition of small wetland and pot-hole areas within the waterfowl breeding area of the United States to be known as "Waterfowl Production Areas" not subject to the inviolate sanctuary provisions of the Migratory Bird Conservation Act.

The act of August 12 amended the Coordination Act of 1934, as amended, by providing for more effective integration of a fish and wildlife conservation program with Federal water resource developments. Authority of project construction agencies to provide for the enhancement of fish and wildlife resources as an integral part of water project development was clearly established and authority of these agencies to provide for the mitigation of damages to these resources was continued and strengthened.

The act of July 7 provided for the admission of the State of Alaska into the Union. Provision was made for granting selection rights to 102,950,000 acres of vacant, unappropriated and unreserved public land and 400,000 acres of national forest land. Despite the size of these grants, the major portion of the new State is composed of federally owned land. Administration and management of the fish and wildlife resources of Alaska is retained by the Secretary of the Interior under existing laws until he certifies that the new State has made adequate provisions for such administration and management.

Contrary to expectations at the time of the enactment of the original act, the number of tribal members electing to withdraw under the Klamath Indian Termination Act of 1954, as amended, exceeded 77 percent. A sale to convert 77 percent of the tribal assets to cash would have meant the disposal of a large percentage of the Klamath forest. Such a sale probably would have depressed the local timber market, reduced the values received by the Indian owners, and would not have assured the continuance

of sustained-yield management for the Klamath forest. To avoid such undesirable results the act of August 23 provided that each purchaser of forest lands within certain boundaries to be approved by the Secretaries of Interior and Agriculture would agree to manage such timber on a permanent sustained-yield basis and would pay the Indian owners at least the same value as they could have expected from a sale on the open market without restrictions. The law further provided that such forest lands not sold with a sustained-yield covenant would be taken by the United States Government as a national forest. In addition, title to the Klamath Marsh would be taken in the name of the United States to be designated the Klamath National Wildlife Refuge. Both actions would be accomplished as of April 1, 1961, and within an authorization to purchase not to exceed \$90 million.

