

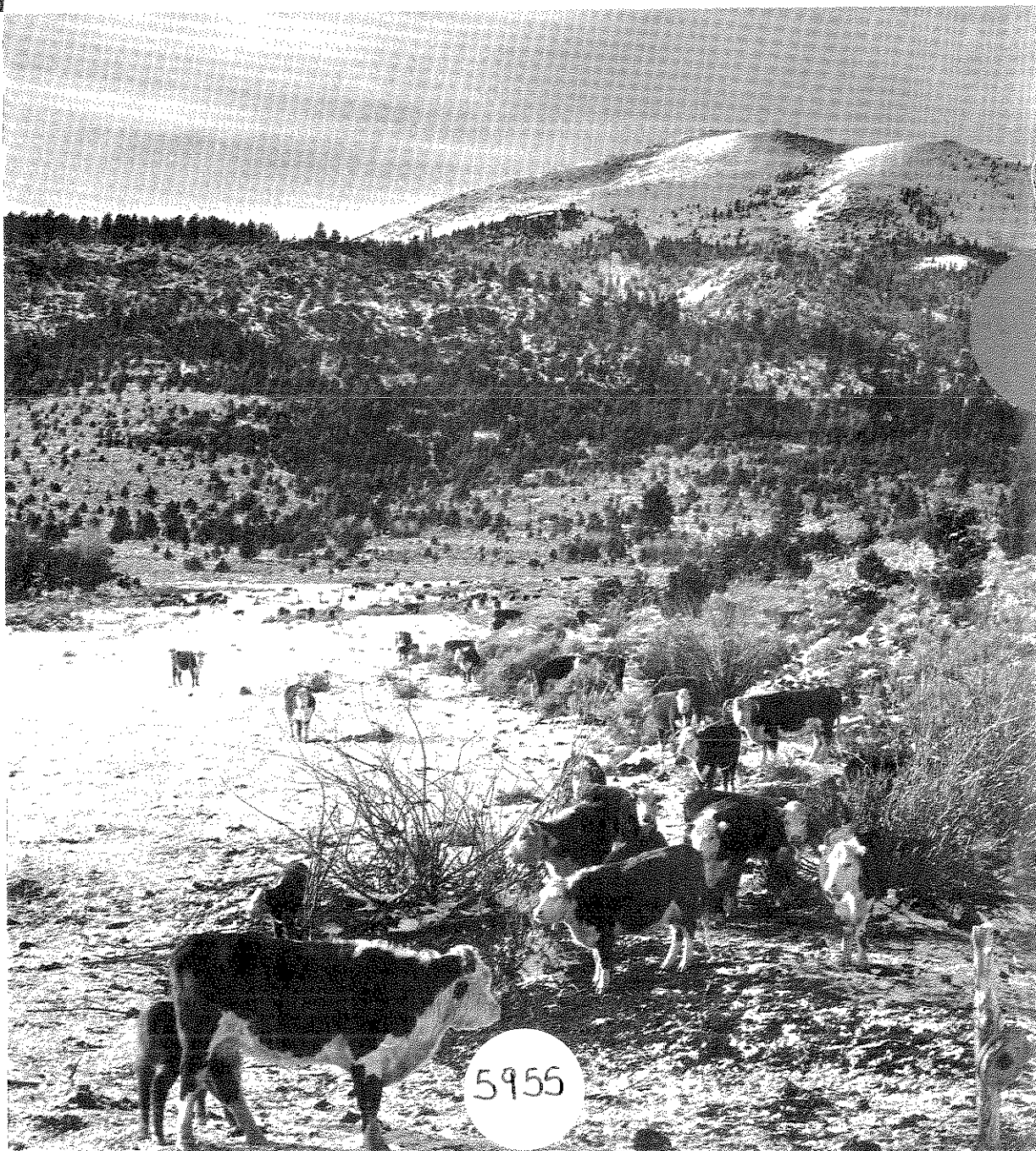
JANUARY 1964

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Our

PUBLIC LANDS

DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT



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Our PUBLIC LANDS



Created in 1849, the Department of the Interior—America's department of natural resources—is concerned with the management, conservation, and development of the Nation's water, wildlife, mineral, forest, and park and recreational resources. It also has major responsibilities for Indian and Territorial affairs.

As the Nation's principal conservation agency, the Department works to assure that nonrenewable resources are developed and used wisely, that park and recreational resources are conserved for the future, and that renewable resources make their full contribution to the progress, prosperity, and security of the United States—now and in the future.

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COVER

Winter is a rugged time for the plants and animals that dwell on the public lands. Cattle and sheep in many areas return to base ranches, while forage plants lie dormant and snows bring life-giving moisture to the land. These wintering cattle were photographed at Drakes Flat, in the Bureau of Land Management's Lakeview District of Oregon.

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DEPARTMENT OF THE INTERIOR
Stewart L. Udall, Secretary
BUREAU OF LAND MANAGEMENT
Charles H. Stoddard, Director

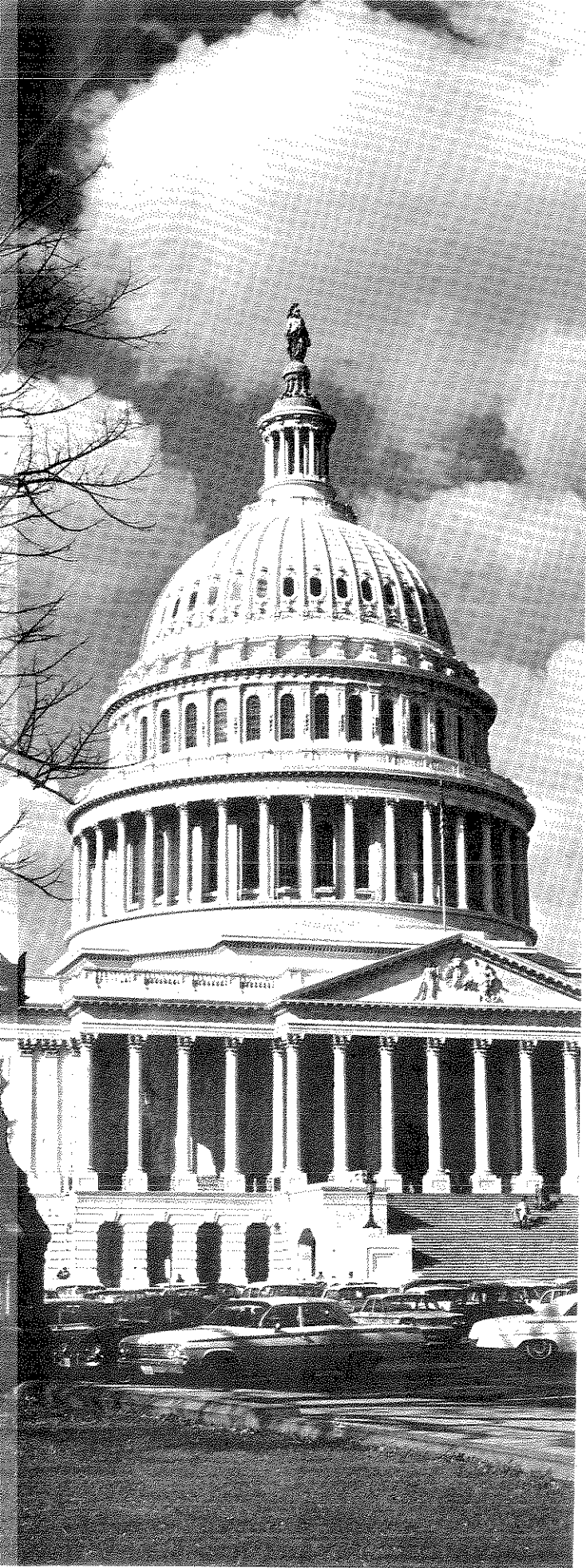
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The Wide Country

One of the most beautiful but seldom visited areas of the public lands is the Three Forks country astride the Idaho-Oregon line, where three tributaries of the Owyhee River meet in this deep canyon. From the edges of almost sheer cliffs, the visitor can look hundreds of feet down to the valley below. The surrounding land is nearly flat, and the canyon has been carved through untold centuries by the waters of the Owyhee. Careful land management will protect the watershed, and keep clean the precious waters—needed downstream for irrigation, domestic use, and for production of power in reservoirs miles away.



Meeting the President's Challenge

by Stewart L. Udall

Secretary of the Interior

The remarks that follow were made by Secretary of the Interior Stewart L. Udall at the Fifth American Forest Congress, the recent national "town meeting" held to discuss far-reaching conservation problems. The Congress met in Washington, D.C., October 27-31, 1963. The tragedy of November 22 did not diminish the challenge of the late President, who called for a "third wave of the conservation movement."

AT the end of his conservation trip in September, President Kennedy, in Las Vegas, summarized his impressions of the state of American resources and called for a "third wave of the conservation movement" to tackle the unsolved problems of the 1960's.

The Fifth American Forest Congress is, I think, a fitting followup to the President's challenge, for if we can generate the insight and enthusiasm that will be needed to mount a fresh attack on the many pressing problems that confront us, it will take strong leadership from such organizations as the American Forestry Association. It is fitting, too, that the AFA should step forward to provide such leadership—as this organization almost singlehandedly held the torch of conservation aloft in the dark days when waste and plunder were our unspoken national policies and the forces were gathering that led to the first wave of the conservation movement under Theodore Roosevelt and Gifford Pinchot.

Your editor in the May issue of *American Forests* said, "AFA believes that this decade's so-called 'quiet conservation crisis' has become all but inaudible. It needs an explosive booster shot."

As one who has popularized the term "quiet crisis of the 1960's," I hope that this national "town meeting" will touch off such shots as are needed now in the never-ending job of conservation.

I am glad that much of the time of the Congress is being given to the Department of the Interior land management problems. I want to give most of my time to a discussion of those problems. Specifically, I want to emphasize management of public lands under the Bureau of Land Management.

Progress Since the Last Forest Congress

First, however, I think we should examine briefly progress—or lack of it—since the last Forest Congress.

The past decade has seen more progress in fire control than any previous period in history. We have made advances in equipment, tools, and chemicals.

Public education has been accelerated each year in an attempt to reduce the number of man-caused fires. The Department has developed coordinated fire prevention in cooperation with the Forest Service, the States and the forest industry.

We have done much to reduce fire hazards in recent years.

Fire control facilities, especially detection facilities, have been improved and expanded from the Southwest to the Arctic. There are many more airplanes, more lookouts, more and better equipment of all kinds.

Training of fire control personnel has been increased fivefold in the past 4 years.

An almost direct product of the Fourth Forest Congress was Public Law 167, the 1955 Multiple Use Mining Act. Under this law, the Department has cleared surface rights on 7 million acres of unpatented mining claims.

The Fourth Forest Congress advocated broader application of multiple-use principles to land management. In practice, multiple use is an established policy in the Department. However, such a policy has not received full congressional recognition. This is one of many conservation issues, unresolved for decades, which we should highlight.

Not Well Appreciated or Understood

Some of us who grew up in the freedom of the "wide country" of the West have a special duty to take leadership in its conservation. The Bureau of Land Management lands are a strong factor in that effort, but they are not well appreciated or understood.

Few people other than those who enjoy grazing privileges, have mineral leases, operate mining claims, or have purchased timber know the exact location and condition of these public lands. Few people outside

of government and the advisory boards know or understand in any detail the many duties and responsibilities of public land management. Unlike national parks and national forests, these lands have no easily identified boundaries because of their intermingled nature.

Yet many other people are vitally affected by the conditions and use of these lands and their resources. Public lands make up much of the watersheds of great rivers—the Missouri, Columbia, Yellowstone, Colorado, and thousands of tributaries—to mention only one consideration. The use of these lands for outdoor recreation is another. They have always offered substantial recreational opportunities—particularly for hunting and fishing.

We must not underestimate the interests of these other people when we take into account the interests of commercial users who are more directly concerned with certain public lands. Without general public awareness of these lands, however, the particular interests of the direct users are apt to be overpowering.

A Clear and Current Directive

One would think that an agency like Interior, with respect to its 466 million acres of so-called "vacant" lands, would have a clear and current directive from Congress for their management.

It does not.

You would think that we operate under comprehensive up-to-date laws. We do not.

You would think that such a large and complex real estate operation would be organized under long-range projects with definite financial commitments for improvements over a period of years. It is not.

Our statutory setup for administering these lands reminds me of a ghost town that time has passed by. We are being forced to use horse and buggy statutes in a guided missile age.

One of the current notions leading to some friction is that there is extensive flexibility in administrative authority regarding public lands. In other words, many assume that all deficiencies or hardships concerning public lands can be overcome in the Bureau or the Department. It is too great an administrative burden to absorb all the shock when the fault derives from the status of the legislation.

I am glad that some of the discussion heard here will emphasize reform of the public land laws. My Department and other departments have endorsed the proposal to establish a land law review commission. I am sure that the recommendations of this Congress will be highly valuable in the work of the commission if it is established.



This abandoned desert land entry in California demonstrates the abuses that can take place under inadequate land laws. Few public lands today are suited for agricultural entry.

To their credit, many members of Congress have acknowledged a long period of inaction in public land law reform. They have been relatively moderate in their criticism of executive action that had to be taken to fill in the breach. Let us hope that leadership will be exerted now to overcome these inadequacies.

Specific kinds of inadequacies in our public land laws have been well documented in our appearances before Congressional committees.

The Homestead Act of 1862 is out of step with today's conditions. The Mining Law of 1872 needs supplementation in the interest of modern mining itself as well as some kind of adjustment in relation to other uses.

The Taylor Grazing Act of 1934 is not necessarily immune from reform considerations.

The laws governing the sales of public lands are as strikingly obsolete as any. It is ironic that the same government officials who have sought permission for years to sell lands for use in rapidly growing western communities are charged with wanting to lock up these lands and throw away the key.

When the laws themselves are out of date and bring about unconscionable results, usually the Government employee close at hand is blamed.

Some of our citizens may ask, "Aren't these just waste lands? Can't they simply be turned over to the stockmen or the States? Why bother with them at all?"

These are questions that we are trying to answer. We believe that investments under appropriate cir-

cumstances, for example for range rebuilding, are very much in order on a large scale.

In most cases the public lands I'm talking about are a residue. They are what was left after the homesteaders and the miners passed; after the national parks and national forests were carved out of them. But as I said earlier—times have changed. Our economy has changed. Our population and its patterns of settlement have changed. Our methods of transportation have changed. Where these lands were of little value yesterday, they are often of great value today.

The Generous Lands

In monetary terms these values have been apparent for years, but they have received very little public attention. Revenues from public lands have exceeded the costs of administration by a ratio of 8 to 1 during the past 150 years. Gross receipts for all years through 1961 totaled more than \$2.5 billion; of that total, the receipts for the last 15 years accounted for \$1.5 billion. The cost of managing the public domain during the same 15-year period was \$185 million.

The memory of man is short. We tend to forget how generous the land has been to us, and what bountiful wealth it still has to offer, if treated decently in return. We forget that the public lands are a national treasure, one which belongs to future generations as much as it does to us.

On the other hand, much has been accomplished in some public land areas. Under the Taylor Grazing Act, many successful range conservation projects have been carried out in cooperation with local people. Several projects like the Vale Project in Oregon have been placed on full schedule.

Projects under the Accelerated Public Works Act have been a recent means of speeding conservation work and at the same time relieving unemployment.

A major potential of public lands is timber. There are 155 million acres of public domain forests and woodlands under Bureau of Land Management management. This approaches the size of the national forest system.

In western Oregon there is another class of public forests under BLM management. The O&C Sustained Yield Act of 1937 was the first Federal sustained yield law and in effect the first Federal multiple-use management law. Many public and private forest managers have adopted forestry techniques pioneered on the O&C.

The savvy of the Department of the Interior's foresters and the efficiency of the O&C operation are presently being illustrated in connection with the gigantic timber salvage work resulting from the Columbus Day,

1962, hurricane which swept through the Pacific Northwest. The point I want to make is that we have the forest management knowhow and efficiency which could and should be extended to those vast public domain forests and woodlands—those 155 million acres capable of producing nearly 3 billion board feet of timber every year.

I am not going to say that there is a complete apathy toward Bureau of Land Management lands. Organizations such as AFA have done too much too long for that to be said.

I will say that there is too much heat and too little light in public discussions on many of the problems. The hard crust of traditional thought and practice about these lands is almost impenetrable in some parts of the West.

This is not to say that we are not making good progress under the handicap of delayed legislative action. Some outstanding advances have been made in Bureau of Land Management administration in a very short period of time.

To mention only a few things: We eliminated an entire echelon of administrative overhead, bringing decision making closer to the people and the land. The chaos of excessive land applications and appeals was brought under control. State and national advisory boards have broader representation. Forest administration was strengthened. Grazing users were assisted and protected in tenure privileges during difficult periods of adjustment to capacity. Wildlife management on public lands was strengthened. And a series of legislative drafts have been presented to Congress.

Resource Conservation Areas

Recognizing a need for greater mutual understanding, we in the Department are launching, through the Bureau of Land Management, a program of Resource Conservation Areas. The individual areas—some 85 in number—will give practical demonstration of what can be done with our public range and forest lands. If you have not seen the striking result of range and forest land rehabilitation, you are in for a pleasant surprise.

The public lands within these areas will be developed and managed in cooperation with soil conservation districts, private landowners, State and county governments, local clubs and conservation groups, and youth organizations. The program will help perfect techniques. It will provide accurate, up-to-date information. It will give the public an accurate picture of the diversity of the lands and resources they own and the many benefits that can come from scientific management.

If enough of our people care enough about the natural resource values of our Nation to join in a fight to protect those values with a balanced conservation program, then this generation can proudly put its signature on the land for the future generations to see and enjoy.

Through this Fifth Forest Congress, the knowledge of qualified persons will be brought to bear and the will of the general public will further come to light. It is for us who have positions of executive or legislative responsibility to heed and take notice. To the fulfillment of these obligations, let us all commit our imagination, skills, and talent.





Land management in action is the construction of a water detention dam on the Poso Resource Conservation Area in BLM's Canon City District in southern Colorado.

The Resource Conservation Areas

THE Bureau of Land Management's resource conservation areas—first announced by Secretary of the Interior Stewart L. Udall at the Fifth American Forest Congress on October 28, 1963—are part of an effort to identify and show what can be done with millions of acres of public domain in the West.

The areas—85 now, with more planned—are a new venture in public identification and participation, although the practices they illustrate are standard for BLM resource managers.

The program is aimed at demonstrating in tangible, visible form how wise management practices on the public lands can provide far reaching benefits in soil and water conservation; better forage for domestic livestock and wildlife; higher sustained yields of forest products; and protection of the Nation's capital investments in these lands.

And through these small resource conservation areas, BLM is seeking to show, on concentrated areas ranging

from a few hundred to a few thousand acres, what can be done on millions of other acres it manages in the Western States.

In this program BLM is actively cooperating at the local level with civic and agricultural organizations, conservation groups, and other interested citizens—whether or not they make direct use of resources of the public lands. Their purpose is to show the benefits to be derived by all Americans from the sound multiple-use management of this national heritage.

BLM's Director Charles H. Stoddard emphasizes the need for greater public participation in land management activities: "We hope to acquaint every American, wherever he lives, with the thought that he is part owner of a great national treasure—which is becoming ever more valuable as our population grows.

"We want to show the housewife that resource management on these lands can mean cleaner, purer water in her tap; we hope to show the millions who hunt, fish,

camp, and play on public lands that their enjoyment can be enhanced by sound land management.

"To the many thousands whose livelihood depends on the forest products, meat, wool, and other industries, we hope to make clear that these lands have magnificent potential for future yields if handled properly. And to all taxpayers—and that means everyone—we hope to demonstrate that prudent capital investment in the public lands will yield tremendous dollars-and-cents savings in the years to come."

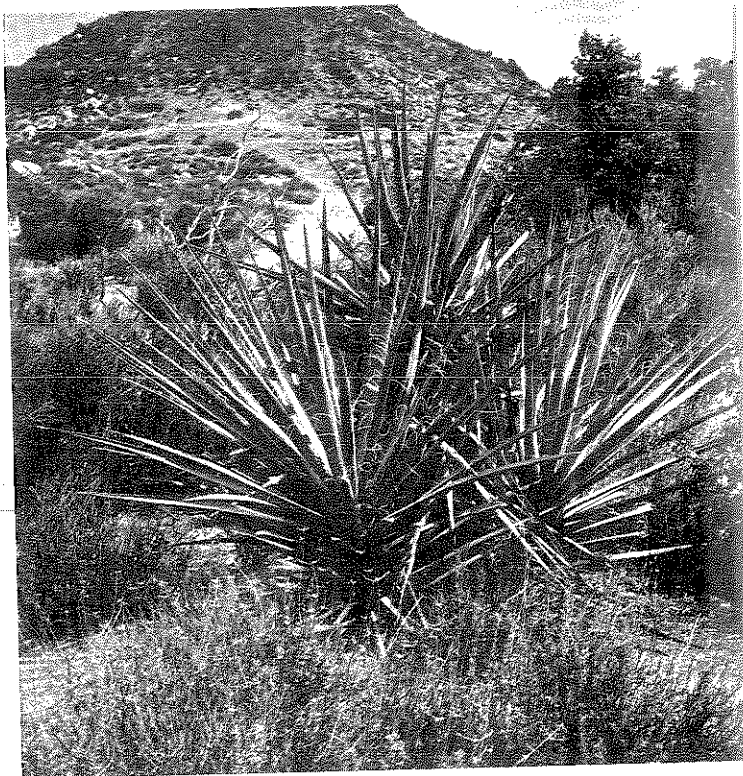
The Slow, Undramatic Job

Resource conservation areas are located in nearly all of the Bureau of Land Management's administrative districts. Areas have been carefully chosen to show a wide variety of land conservation practices, many applicable to private lands as well as to the public lands managed by BLM.

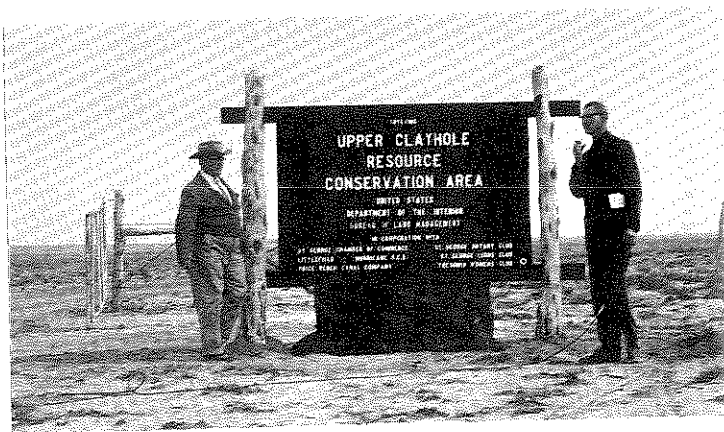
Explaining the slow, often undramatic job of improving the public lands means a checkdam to plug a spreading gully . . . fencing to control over-use by domestic livestock . . . pipe to carry water from a trickling spring to a water trough. These are the tools used on many of the areas. Intensive land treatment such as contour furrowing and reforestation of denuded lands will show how bulldozers, chains, drills, and plows can be used to convert scrubby wastelands into productive pastures and growing forests.

With the help of community cooperators, BLM will use interpretative signs and leaflets to describe the practices on each area, with maps to aid visitors who wish to make self-guided tours. All of the areas have been purposely chosen with location and access in mind,

BELOW: Cattle graze in crested wheatgrass on the Government Creek area in Utah, where intensive work has permitted partial restoration of a cut in grazing allotments, first such action in Utah.



ABOVE: The McCain Valley Resource Conservation Area in southern California is an outstanding example of State-Federal cooperation. **BELOW:** Ceremonies dedicating the Upper Clayhole area in Arizona was attended by hundreds.





Visiting game wardens from Kenya and Uganda inspect work on the Poncha Pass Resource Conservation Area in Colorado, seeing reseeding and water development work.

so local groups and interested individuals may watch the progress of resource conservation on a nearby area.

Many improvements aren't readily apparent after just one growing season—in largely arid areas of the West, good stands of grass take two or more years to mature. Thus, to emphasize the contrast between poor and improved lands, BLM is using as demonstration areas some lands on which work has already been in progress.

Modern Caretakers

The challenge of conserving, managing and developing America's natural resources calls for a wide variety of skills and techniques. The Bureau of Land Management must use many different methods to produce the greatest benefits from lands which range over the sun-baked deserts of Arizona and New Mexico to the frozen tundra far northward in Alaska.

BLM's modern caretakers of the public lands work closely with those who use the natural resources of forage and fiber, soil, water, minerals, wildlife, and priceless opportunities for recreation. Many users already have made cooperative agreements with BLM to construct improvements such as fences and stock watering facilities on lands they use under lease or permit. In the resource conservation area program, the Bureau will expand its cooperative efforts to include many more groups and individuals.

Community cooperation is an essential ingredient in the resource conservation area program. As an alert citizen of your community, you should be aware of *what* needs to be done, *how* it can be done, and *who* should do it—private landowners, State, and local

governments, Federal agencies—or a combination of many people working together.

Occupying a special place among community co-operators are the local soil conservation districts. Many such districts are already working with BLM on demonstration areas, and it is anticipated that their leadership will add materially to the effectiveness of the program.

Secretary Udall, in announcing the program, asked all interested conservationists to visit resource conservation areas, and to follow their progress through on-the-ground inspections, discussions at club meetings, and by encouraging interest among others in the community.

In the first announcement, Secretary Udall designated 85 areas in 10 Western States. These are key segments of larger units of public lands, chosen to typify local resource problems and solutions. Additional areas will be designated in these and other States as the program progresses.

For exact location of areas and descriptive leaflets, contact the nearest BLM office. Visitors are welcome on all the areas—but please remember to keep your vehicle on established roads and trails, and to leave gates as you find them.

THE 85 resource conservation areas are identified largely by local place names—which reflect the lusty history of the West, and the dependence of early settlers on resources of the land. These names tell much of the origins of those who settled the lands—Spanish and Mexicans, English-speaking pioneers from the East, and the native Indians.

Some of the place names—Calamity Ridge and Disappointment Valley, both in Colorado—suggest the difficulties of the pioneers. Other names commemorate happier times, as Paradise Valley in Nevada and Gold Basin in Colorado.

Animals are remembered: Grasshopper and Horse Prairie in Montana, Antelope Mountain in Nevada, Maverick Point, and Mule Point in Utah, and the more prosaic Sheep Creek in Utah and Bear River in Wyoming.

Spanish names lead in the Southwest, with Dominguez and Poncha Pass in Colorado, Pojoaque and Huerfano in New Mexico, and Spanish Spring in California.

Indians left their mark too, with Medicine Lodge in Idaho, Suislaw, and Tillamook in Oregon. Indian fighters are recalled, with former military outposts on Soldier Creek in Oregon and Government Creek in Utah.

People—with names plain and fancy—gave title to local landmarks for a variety of reasons. Kremmling in Colorado, Berger in Idaho, Daniels in New Mexico are examples. Origins of other names are more obscure, or linked with more colorful connections: Buddy Blue, Maiden Canyon, and Widow Coulee in Montana, Sagers Wash in Utah, Bates Hole and Bud Kimball Creek in Wyoming. And there really is a Robbers Gulch, in the Rawlins District of Wyoming, lending its name to a resource conservation area.



RESOURCE CONSERVATION AREAS ON THE PUBLIC LANDS IN THE WESTERN STATES

October 1963

★ RESOURCE CONSERVATION AREAS

**United States Department of the Interior
Bureau of Land Management**



CONSERVATION BRIEFS

...FROM THE BUREAU OF LAND MANAGEMENT

BLM Director Praises Kennedy Influence on Public Land Policy

"Conservation has lost a great leader," Charles H. Stoddard, Director of the Bureau of Land Management, told conservationists in his recent address at the 54th annual conference of the Western Forestry and Conservation Association in San Francisco. "John F. Kennedy was not only concerned about our natural resource problems, but he encouraged constructive thought and action in seeking solutions. His influence has profoundly affected all phases of public land management."

Stoddard said that the President had pointed out one of the greatest impediments to good land management when, early this year, he told Chairman of the House Committee on Interior and Insular Affairs, Congressman Wayne Aspinall, that there is "substantial agreement that the standards of the past are not adequate to the challenge of the present or future." A Public Land Law Review Commission proposed by Aspinall, would make a thorough study of the current laws and would then present its findings and recommendations to Congress, said Stoddard.

Stoddard then explained public land analyses—comprehensive inventory and classification—that are being conducted by BLM in accord with the late President's directives. "President Kennedy's strong new conservation thrust has put us on the path of progress," he concluded. "With President Johnson's guidance, we will follow this bright path toward our common goals."

Udall Announces \$1,988,000 in Final Accelerated Public Works Projects

Secretary of the Interior Stewart L. Udall announced the approval in early October of 35 Accelerated Public Works projects in 18 States and the Virgin Islands totaling \$1,988,000. These allotments have committed the total of APW funds for all Federal projects by the Interior Department. The recently announced projects, including five to be carried out by BLM, all center on forestry improvements. Of the BLM projects, two are in California, one is in Colorado, and two are in Nevada. Together the BLM projects will create 235 man-months of labor helping alleviate unemployment in local areas.

BLM Wages War Against Epidemic of Black Hills Bark Beetle

An all-out war is being waged by BLM this fall and next spring to control the plague of Black Hills bark beetles infesting the ponderosa pines along the Front Range of the Rocky Mountains—from northeastern Utah across Wyoming into the Black Hills of South Dakota. The infestation, which has increased during the past 3 years, was reported greatly increased in Wyoming and South Dakota this past summer. BLM will carry out up to nine projects, costing about \$300,000 to control the epidemic. Control measures will include felling and burning of infected areas with a heavy concentration of timber and ground debris. Scattered infected trees which can be salvaged will be treated with a chemical spray.



Idaho's First—the Mineral Ridge Scenic Vista

by Richard L. Schaerff

District Manager—Coeur d'Alene

WHAT has the Accelerated Public Works Program meant in the conservation of natural resources? To one of the Bureau of Land Management's district managers, APW has meant the solution to a long-standing problem—how to provide facilities so that the public could enjoy a

unique scenic area in the heart of a historic mining region. And while willing workers saw the APW funds as a means of boosting the local economy, many others joined voluntarily in the project—a shining example of community co-operation with BLM.

WHEN an eastern visitor asked where a family might take a short hike in the forest without fear of trespassing, a seed was planted on a 152-acre tract of public domain 9 miles east of Coeur d'Alene, Idaho. But the answer to the visitor's question lay dormant for 5 years, awaiting a favorable climate for growth, while plans for its future collected dust in the office files.

However, this single seed of hope was never completely forgotten. Boy Scouts and their leaders—Bureau of Land Management employees in the Coeur d'Alene District—planted 1,000 yellow pine seedlings on the lonely ridge top. An occasional local visitor passed by in quest of game, or scenery, or just plain

solitude—but never a stranger ventured into the forest. Private development was discouraged by a land use classification which confirmed that this tract—one of three remaining in public ownership on Lake Coeur d'Alene's 125 miles of shoreline—belonged to everyone; its timber and forage should remain in place.

Meanwhile, unknown even to those most concerned, the culture for the seed's germination was being prepared in the kitchen of economics. The people of the area, dependent on minerals and forest products for jobs and payrolls, were not faring well. Public works projects were initiated to relieve the depressed labor condition, and on January 24, 1963, the Bureau of Land Management was allotted funds for Accelerated Public Works in Kootenai County.

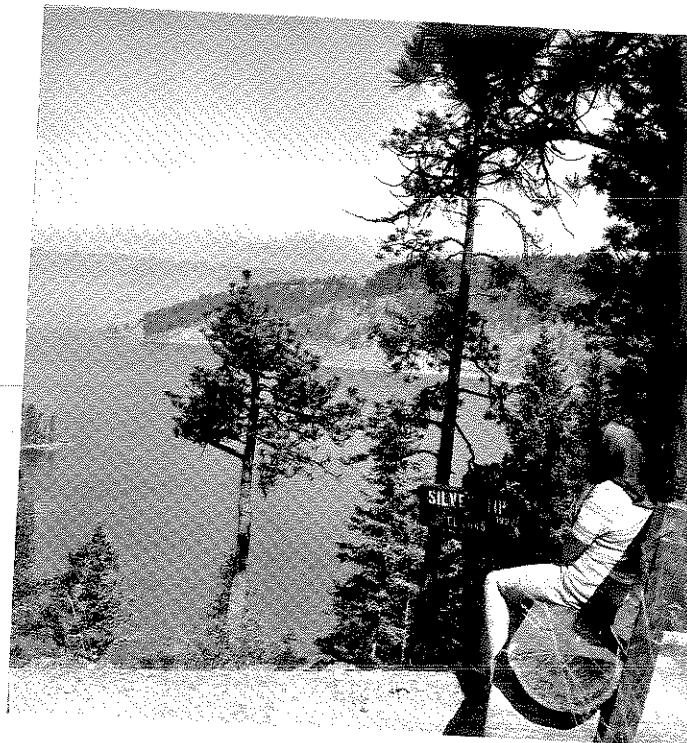
Immediately the seed sprouted, and rapidly it spread into an action program—within 4 months, BLM's recreational development in Idaho was a reality. Praises for the fruit it later bore were both numerous and kind. It could not have been more timely, as throughout the State plans were being developed to commemorate Idaho's Territorial Centennial. The project was destined to be BLM's contribution to the occasion.

The Scenic Vista Project

Four days after APW funds became available, men recruited from the local employment service, equipped with shovels, pulaskis, and a newly dusted-off plan, arrived at the head of Beauty Bay on Lake Coeur d'Alene to start the Mineral Ridge Scenic Vista project.

Beginning at the site of a former Indian village at the water's edge, trail construction gradually wound its way 6,650 feet through timbered slopes to the summit of Mineral Ridge, 715 feet above the lake. This sharp ridge top, separating Wolf Lodge Bay to the north from Beauty Bay, affords a commanding panoramic view of Lake Coeur d'Alene and the surrounding forested terrain, broken only by intermittent fields of grain and native pasture lands.

While standing on the ridge in the center of the 75-mile wide Idaho Panhandle, one can see Mount Spokane in Washington—and the Selkirk Range looms



A hiker pauses high above Lake Coeur d'Alene at one of the rest stops provided along the scenic trail.

Employed under the Accelerated Public Works Program, workers clear the trail for the Mineral Ridge development.



into view in Canada to the north. Turning to the south and then to the east, the mineral-bearing Coeur d'Alenes extend to the skyline as far as the eye can see. Immediately below lies the placid north arm of Lake Coeur d'Alene with its many coves and inlets.

Across Wolf Lodge Bay can be seen the ribbonlike impressions of man's efforts. Skirting the shoreline is Interstate 90, and higher on the mountainside the winding Yellowstone Trail (Captain Mullan's Military Road)—both connecting links to east and west. Below and to the south is Beauty Bay and the twisting segments of U.S. 95A—from which nationally acclaimed photographs have been taken.

All along the ridgetop are magnificent panoramas. The plans were first designed to connect and develop these with a hiking trail. But to capture the maximum view from each overlook required a professional touch. Hearing of the work in progress, the Coeur d'Alene Camera Club volunteered its services. As each vista was reached, club members were on hand to designate vista locations and directional openings through the tree tops.

In the end, seven vista points were developed and connected by 3.1 miles of hiking trail. At each a log bench was installed for relaxed enjoyment of nature's touch. And at the point where the hiker first crests

the summit, a log information center was constructed. It furnishings include benches, display case with maps and poems, historical narrative, and a guest register.

Poems, written especially for the project, were contributed by Sadie Gaylord Harrison, Jessie Cameron Alison, and Peggy Lou Correa of Coeur d'Alene, and Paul Croy of Hope, Idaho. Other nature poems were selected to complete the arrangement bordering a project map.

As the project began to unfold, letters and telephone calls raised morale of Bureau employees and buoyed their confidence in the public's acceptance of this unprecedented development. The Coeur d'Alene Wildlife Federation's resolution of congratulations was one of the first received, quickly followed by one from the Panhandle Council of the Boy Scouts of America. Others offered suggestions and gradually the project expanded.

The trail continued eastward to utilize the full mile of public domain available, and when word from the Coeur d'Alene National Forest supervisor revealed plans of a proposed logging road, the trail continued climbing upward toward a point of intersection 1,095 feet above lake level.

Suggestions to include a nature study program led to identification and tagging of native vegetation found beside the trail. Increment borings revealed tree ages and told a story older than man's memory.

The Idaho Territorial Centennial provided incentive for imaginative place names. Why not commemorate the prospectors and mining companies who had expended their efforts and earnings in the fruitless search for ore in the area? The Beauty Bay Mining District records, made available by several old-timers, provided interesting background. Signs routed into redwood slabs soon told the story.

The Beauty Bay Mining Co. gave its name to the first rest stop overlooking the bay from 16 feet above lake

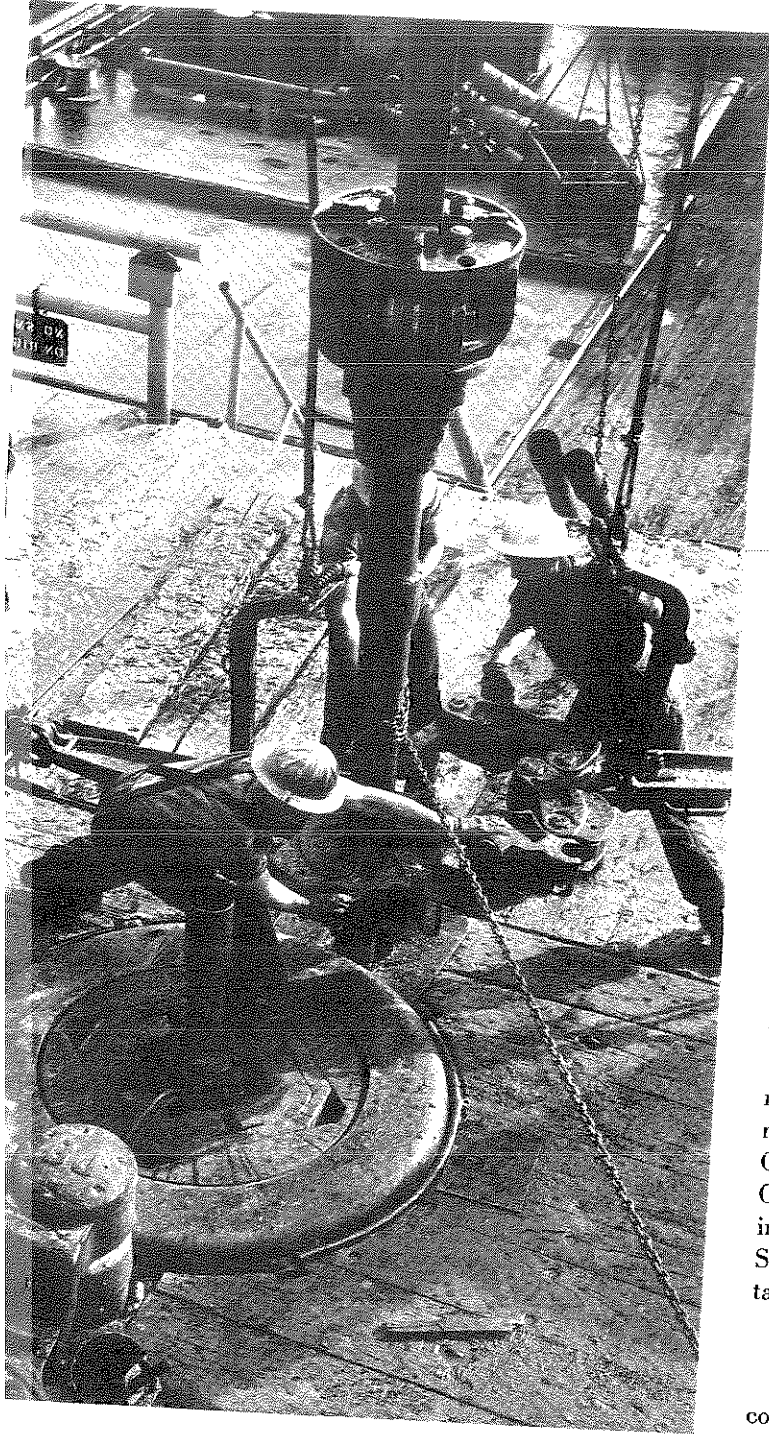
level; Coeur d'Alene Mountain Mining Co. was commemorated with the second stop, halfway to the top. A rest bench provided a panoramic view of the wooded Coeur d'Alene Mountain to the south. The log information center at the summit became Caribou Cabin—with a big welcome in scroll lettering. Other viewpoint names were soon routed into the wood signboards—Silvertip, overlooking Beauty and Wolf Lodge Bays on the west; Gray Wolf; Blue Bird; and finally Royal on the east, with its full-length view of Lake Coeur d'Alene.

Numerous natural viewpoints along the trail remained anonymous. Johnny Mack, Wilson, and Lost Man became legendary trail names beckoning to the hiker. On each memorial was added the date of location and the elevation of the overlook. Entrance signs were placed at each end of the 1.5 mile shoreline drive through the area. At the south end of the project, toilet facilities, parking lot, brochure case, and a rustic rail fence were installed.

Even during construction, registrations indicated heavy weekend use. This more than doubled after official opening on May 24. Comments from the registry indicate varied responses, but are universally complimentary.

What did the Accelerated Public Works Program accomplish? Nearly 4,000 man-hours of unemployed local labor went into the project, and the community benefitted substantially from the winter season payroll. This expenditure also resulted in a long-term benefit to the community—a needed recreational attraction nearby, accessible year around by paved road. The tourist can now hike without fear of trespassing, and can see the natural surroundings—its native wildlife and vegetation—in a few hours. And the public's acceptance has been full compensation for the many problems encountered along the way.





The Offshore Story

by John L. Rankin

Manager, New Orleans Office

ONE of the newest, most interesting and most productive facets of the Bureau of Land Management's many responsibilities is that of mineral leasing on the Outer Continental Shelf.

Man's need for minerals has carried the search for new sources of supply to the submerged lands of the continent off the coasts of the United States.

The first offer of mineral leases in this underwater domain was conducted by the Bureau on October 13, 1954. Recorded history leading up to this event begins 20 years earlier in April, 1934—when the old General Land Office rejected an application for a permit to prospect for oil and gas off the coast of California, at Manhattan Beach. In October of the same year, the Secretary of the Interior rejected a similar application for submerged lands off Huntington Beach, Calif.—holding that the lands beneath the tidewaters belong to the States and are not subject to leasing by the Federal Government.

In 1937 the "Tidelands Controversy," as it is popularly known, received congressional attention when Sen. Gerald P. Nye introduced a bill declaring the lands under the marginal seas to be a part of the public domain of the United States. No action came from this bill or a substitute joint resolution, although the first of many public hearings on the subject was held under the joint resolution.

Then, in 1945, President Truman issued a proclamation holding that the United States regarded the natural resources of the subsoil and seabed of the Continental Shelf as a territory owned by the Nation. On the same day he issued an Executive Order reserving and placing certain resources of the Continental Shelf under the control and jurisdiction of the Secretary of the Interior.

Historic Court Decisions

Although leasing of submerged lands and lands considered "offshore" was nothing new in several States, the rights of the Federal and State governments were not clearly defined until the Supreme Court's decision in the case of *United States v. California* on June 23, 1947. Here the Court held that California was not the owner of the 3-mile belt along its coast, and the Federal Government—rather than the State—has paramount rights in and power over the belt.

In effect, the Court held that the Federal Government has full domain over the resources of the soil under that water area, including oil. This decision was quickly followed by similar ones in the cases of *United States v. Texas* and *United States v. Louisiana*.

The dispute between the Federal and State governments was in a sense compromised on May 22, 1953. After much controversy and consideration, Congress passed the Submerged Lands Act, recognizing the State's title to land beneath navigable waters within their "historic boundaries."

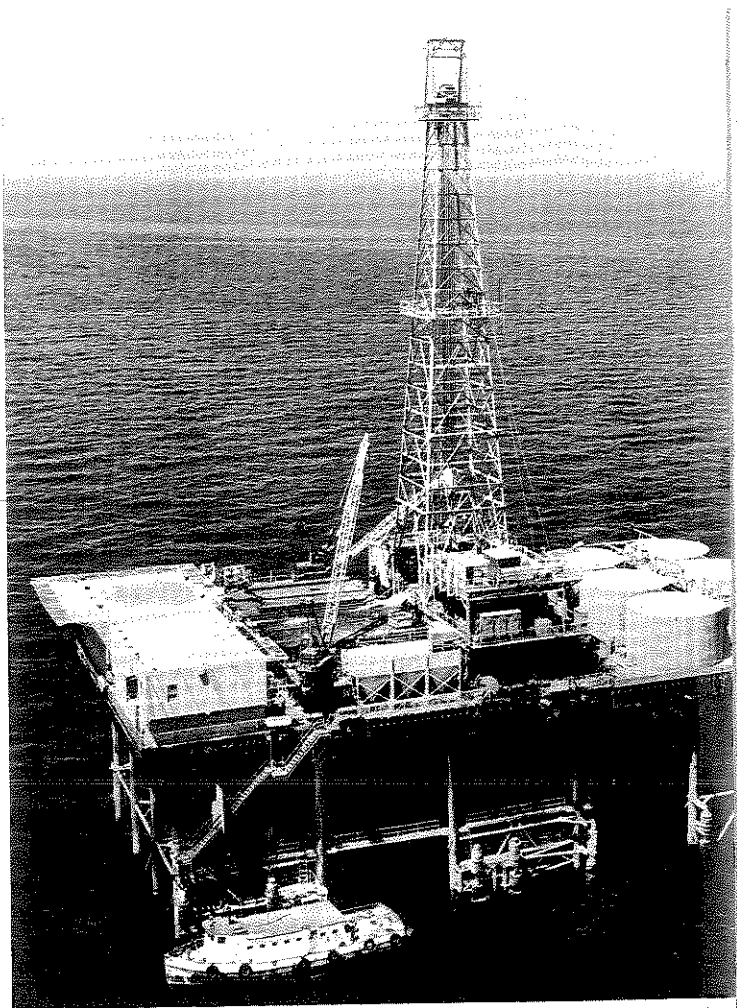
This was followed by the Outer Continental Shelf Lands Act—which established the authority for leasing lands situated on the Continental Shelf *beyond* the State's historic boundaries. After delegations of authority, the Bureau of Land Management was in business—with new territory to go with its historic jurisdiction. This was done under Section 6 of the Outer Continental Shelf Lands Act.

With jurisdiction of existing leases settled, and the first new lease offering under Section 8 of the act completed, the oil companies began to drill these tracts in earnest.

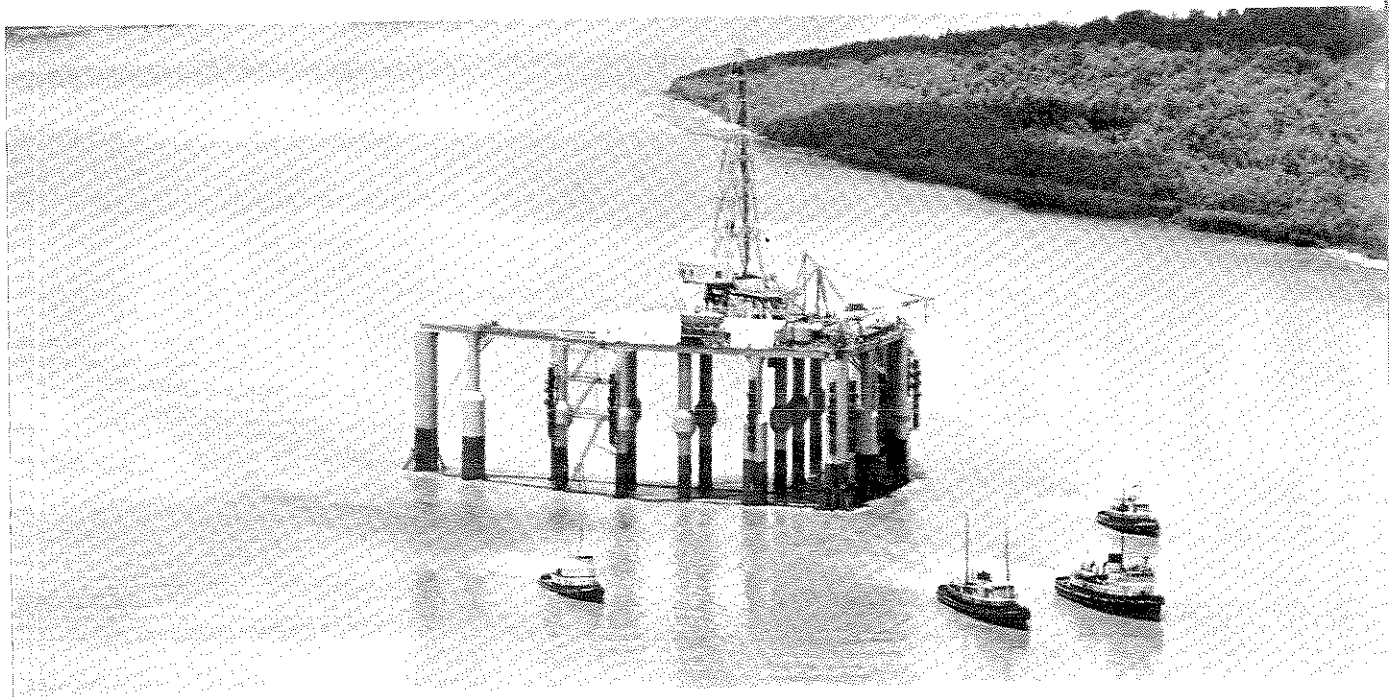
New Concepts and Methods

The first drilling was done from fixed platforms or adaptations of drilling barges used earlier in the swamplands near the sea. As more leases were offered the industry moved steadily seaward—until complete new concepts and methods were necessary in deeper waters far from the shore.

Drilling rigs can be divided into three categories. At present all three are in use: fixed platforms, submersible barges, and floating barges.



ABOVE: An earlier fixed platform in the Gulf of Mexico.
BELOW: The *Ocean Driller* is towed out to sea.



A classic example of the fixed platform is Freeport Sulphur Co.'s installation off Grand Isle, La. The structure stands in 50 feet of water, and rises 75 feet over the water at deck level. It represents a capital investment of some \$36 million. Measuring about a mile in length, it is complete with living quarters, a heliport, and drilling platforms. The lease block on which this structure is located produces oil, gas, sulphur and salt—and furnishes some of the finest fishing in the Gulf of Mexico.

The second category, the submersible drilling barge, is designed to be towed onto location and then partially submerged—until the bottom of the barge rests on the ocean floor, furnishing support and stability. One of the newest of these is *Kermac 54*, owned by Kerr-McGee. *Kermac 54*—built at an expense of \$6 million—will drill in water depths up to 175 feet. It is in the shape of an equilateral triangle, each side measuring 388 feet. The overall height is 378 feet. It too is complete with living quarters for 44 men, and has a heliport.

The third type, the floating vessel, is exemplified by the *C. P. Baker*, a catamaran owned by Reading & Bates Offshore Drilling Co. Theoretically, this vessel can drill in water of any depth which permits adequate anchorage. The rig consists of two vessels joined to-

gether, with a length of 260 feet and width of 126 feet. It will house 100 persons, and is also equipped with a heliport. It is held in position by an elaborate anchorage system, and has proven most stable in tests over the last year.

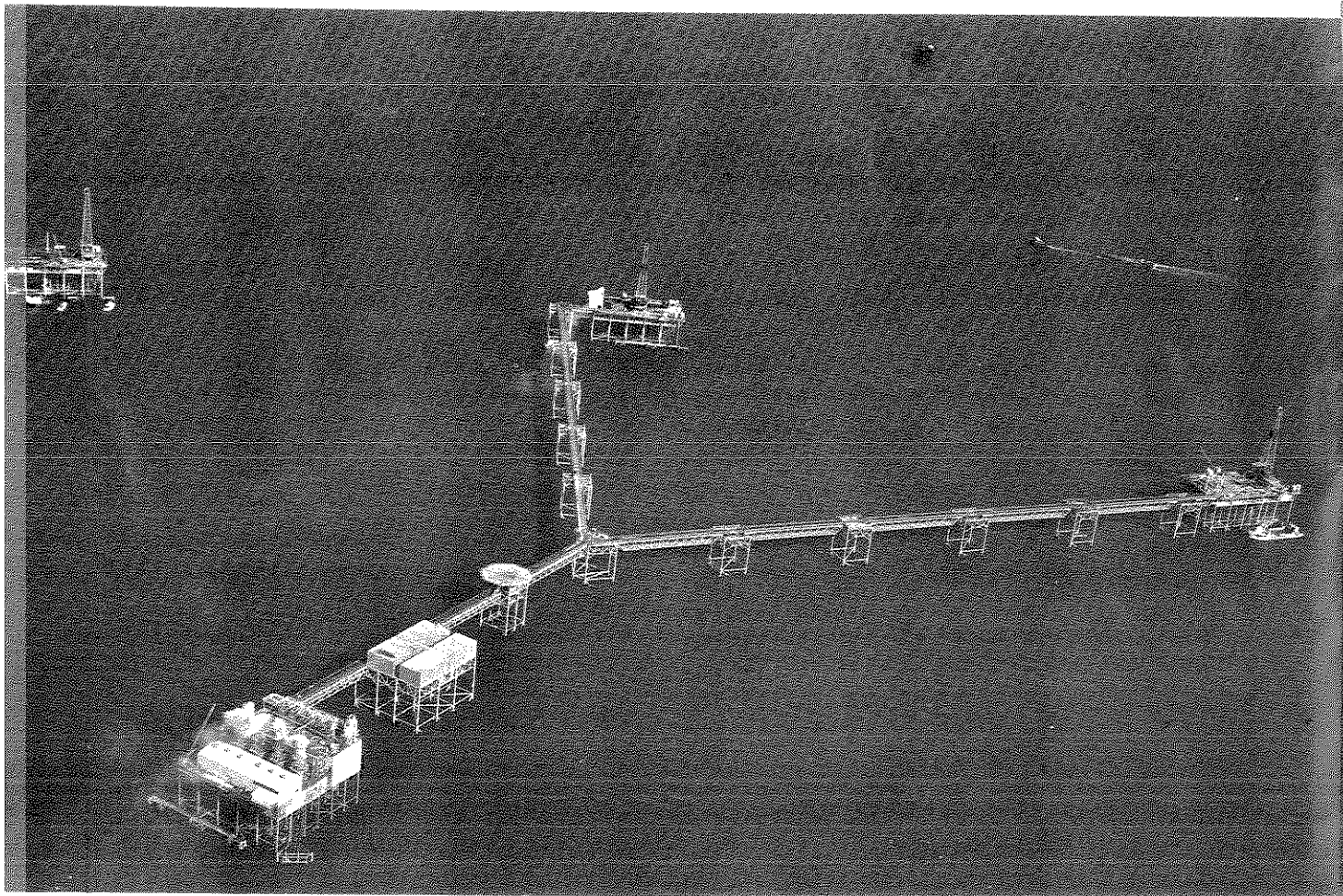
A variation of the floating barge is the Ocean Drilling & Exploration Co.'s *Ocean Driller*. Buoyancy comes from upright bottle-type columns, and it is able to operate as a submersible in waters as deep as 90 feet, and as a floating platform in water deeper than 90 feet. It is of a new and unconventional design, with a modified V-shape. The three corner columns form a triangle of about 1.5 acres. It too has living quarters.

The importance of heliports on the drilling rigs can be seen from one estimate that 80 percent of the non-military use of helicopters is by the oil industry.

Progress in design and construction of drilling rigs continues, with variations in each of the three basic types. At present one rig has scarcely been launched before construction of a newer and more refined rig is announced.

And the industry continues to move further into the Gulf of Mexico. One location is now 90 miles from

Freeport Sulphur's offshore mine, with salt and bleed water wells at left and a wellhead for oil and gas production in the background of the fixed platform.



the coast of Louisiana. Deepest drilling is in some 300 feet of water, and this will probably be surpassed soon as drilling begins in waters off California.

Increasing at an Amazing Pace

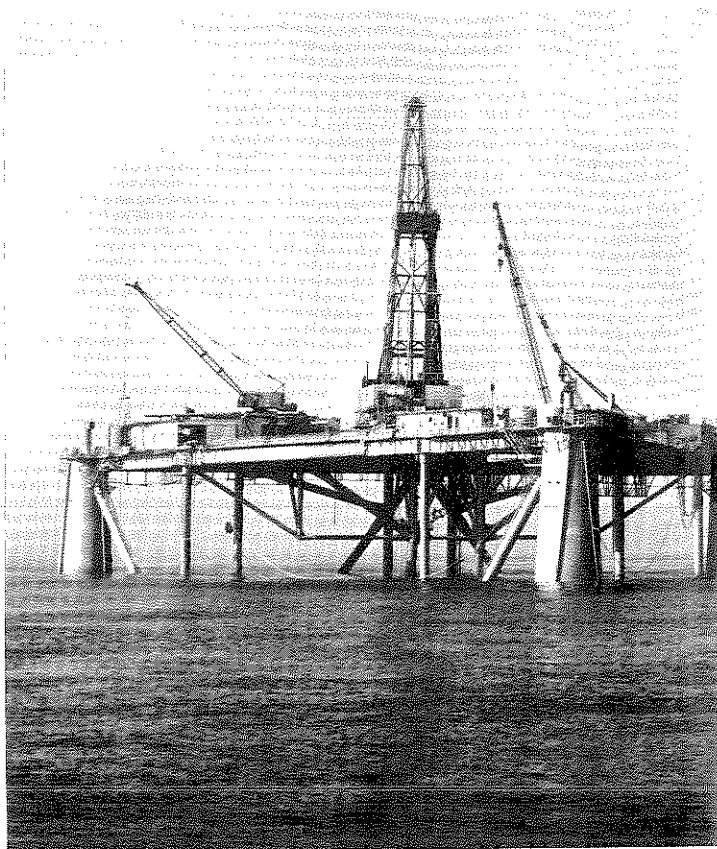
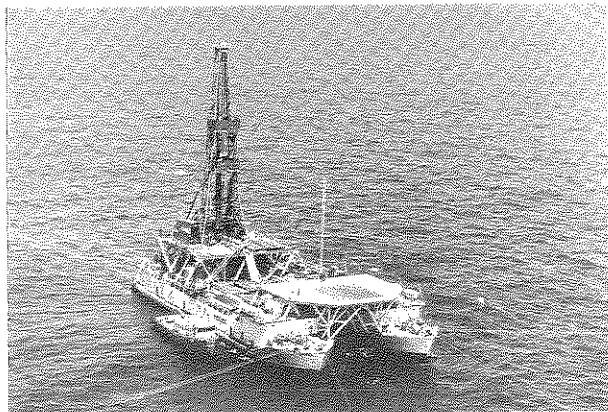
In the 9 years of administration of leasing on the Outer Continental Shelf by BLM, the Federal Government has collected approximately \$1.4 billion in cash bonuses and rentals. Currently there are leases off Louisiana, Texas, Florida, and California—with the probability that other areas will be added soon.

From rather humble beginnings in 1954, the production of these offshore leases has increased at an amazing pace—conquering problems that were new and novel to the industry in drilling, production, and transportation. In 1963 the production from the Outer Continental Shelf off Louisiana made up 27 percent of the total production of oil and 37 percent of natural gas from all Federal lands. This figure becomes even more impressive when one notes that there is a substantial number of shut-in oil and gas wells because of transportation and pipeline problems. And the figure can be expected to rise even higher when 412 leases issued in May and June, 1962, come into production.

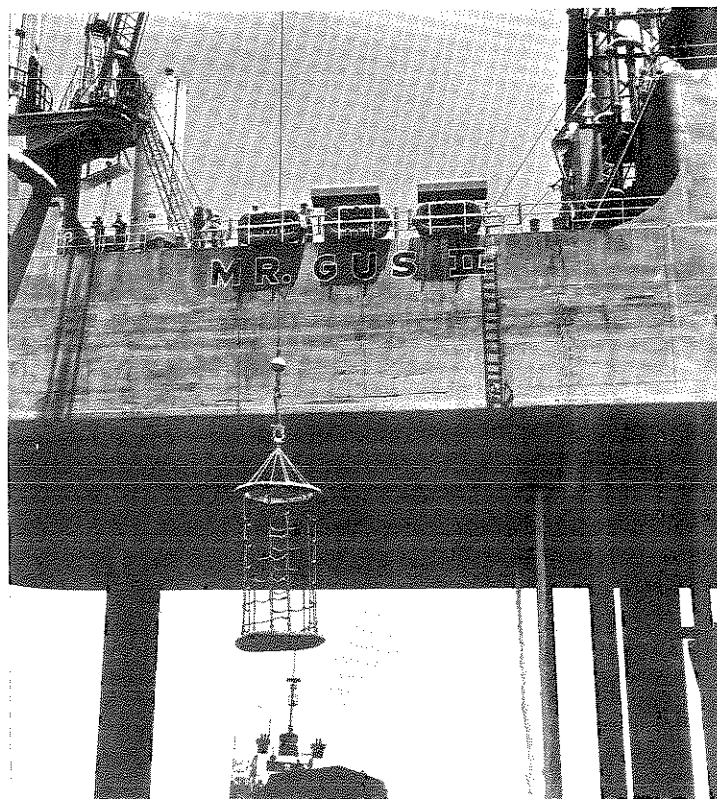
The offshore mineral industry may be yet in its infancy. With new techniques of drilling and underwater completions, new concepts in transportation and other facilities, the area of operations will expand seaward. Too, other mineral products may be recovered. There are problems—some legal, concerning the actual boundaries of States' lands, and some technological problems inherent in the very nature of offshore operations. However, when the progress of the last 9 years is reviewed, there can be little doubt that these and new problems will be met and resolved.

The catamaran *C. P. Baker* is a twin-hulled floating platform which can operate in any water depths.

Photo courtesy Oil and Gas Journal

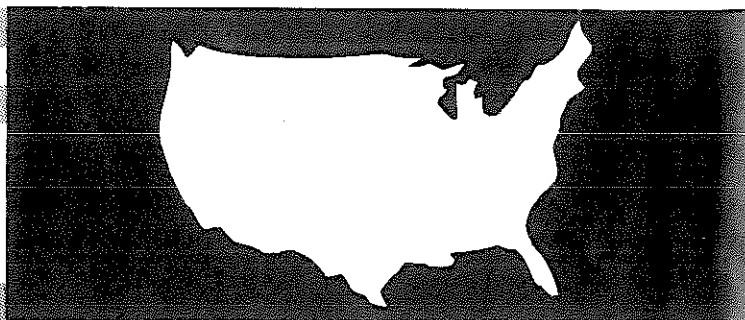


ABOVE: The submersible *Kermac 54* is shown in the Gulf off Louisiana. BELOW: A personnel hoist lifts men and supplies 50 feet from the water to the platform of the Glascock Drilling Co.'s *Mr. Gus II*.





active acres



The Department of the Interior is inviting suggestions from the public regarding formulation of a program to foster the orderly development and conservation of the vast federally owned oil shale deposits in Colorado, Utah, and Wyoming.

These oil shale lands are estimated to contain more than 500 billion barrels of oil. The Federal deposits, together with deposits in other ownerships, are the largest known untapped energy source in the Nation. However, no commercial use is currently being made of this vast resource, and the Federal oil shale lands have been withdrawn from leasing under the Mineral Leasing Act since April 15, 1930, by Executive Order No. 5327.

"Attempts at oil shale development since 1930," Secretary Udall said, "have been limited essentially to experiments conducted on shale from private lands acquired by mineral patents growing out of locations made before 1920 under the then applicable United States mining laws and under a Government-sponsored research and development program at the Rifle, Colo., oil shale plant of the Bureau of Mines. The Congress, in 1962, authorized the Department of the Interior to lease the Rifle plant for non-Federal experimental

tion and negotiations looking toward that end currently are in progress with the Colorado School of Mines Research Foundation, Inc."

Various proposals for opening the withdrawn Federal oil shale lands to development have been advanced from time to time, the Secretary noted. These have involved a variety of leasing proposals, many of which would not be possible under existing legislation.

Anyone desiring to make a suggestion is invited to do so by filing a statement or letter with the Department of the Interior, Washington, D.C., 20240, before February 1, 1964. Public hearings may be scheduled depending upon whether a need therefor develops as a result of the public response.

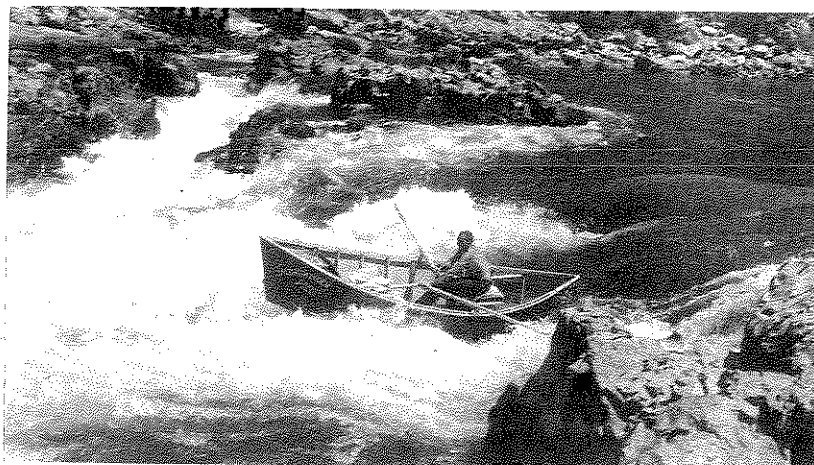
Rogue Chosen by Wild Rivers Study Team

A joint Interior-Agriculture wild rivers study team has selected sections of 12 rivers with outstanding recreation potential for detailed study. Secretary of the Interior Stewart L. Udall and Secretary of Agriculture Orville L. Freeman said the study will establish criteria for evaluating recreation potential of rivers still in their free-flowing state.

One of the rivers named for study is the Rogue, well known to boaters, fishermen, and hikers in southwestern Oregon for its rugged beauty, white-water boating, and

The Rogue River, favorite of such avid anglers as former President Herbert Hoover, is known for its exciting white-water boating.

Oregon Game Commission



excellent fishing. The Rogue area selected for study flows from Grant's Pass to the Pacific.

Along with the Rogue, other western rivers chosen for study are three forks of the Flathead in Montana, the Skagit and its Sauk and Suiattle tributaries in Washington, the Klamath in California, the Rio Grande in New Mexico, the Upper Green River in Wyoming, and the Niobrara in Nebraska.

Rivers selected elsewhere for study are the St. Croix and Namekagon in Minnesota and Wisconsin, the North Branch of the Susquehanna in New York and Pennsylvania, the Upper Hudson in New York, the Big South Fork of the Cumberland in Kentucky and Tennessee, and the headwaters of the Savannah in North Carolina, South Carolina, and Georgia.

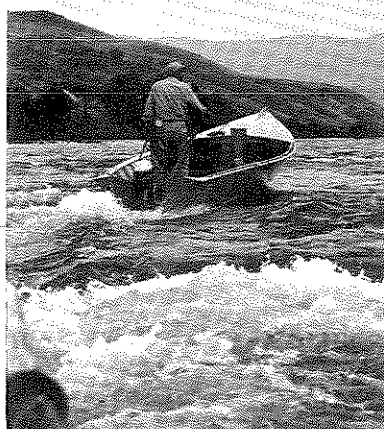
Investigations by the wild rivers study team could lead to designation of a nationwide system of free-flowing rivers.

Such a system would protect and maintain certain streams with high recreation value in their free-flowing state—so that unique fishing, canoeing, floating and other outdoor recreation opportunities would be retained, the Secretaries said. The rivers being studied could be major candidates for inclusion in such a system.

Breakthrough in Deschutes Access Problems

A Bureau of Public Roads survey crew, under contract to BLM, is presently staking out an access road that will make several miles of new water along the famed lower Deschutes River available to the public for fishing and other recreational pursuits.

This is the first breakthrough in what has been one of the State's knottiest access problems for about 30 years. BLM expects to be in a



A new access road will open the Deschutes River to fishermen.

position to let a contract for actual road construction early in 1964.

History of the present Deschutes access problem goes back to the late 1920's and early 30's when the old Oregon Trunk Railroad pulled up its tracks in Wasco County and sold, leased, or abandoned its railroad right-of-way. Private clubs and individuals purchased key tracts of railroad land that controlled access to much larger blocks of public land and gates and no-trespassing signs were quickly erected. Shortly thereafter, Oregon sportsmen saw large portions of the Deschutes turned into private fishing retreats.

Pinon-Juniper Studies Launched by BLM

Pinons and junipers, the low-growing evergreens that cover millions of acres in the West, are being looked at in a new light by a team of experts from the Bureau of Land Management.

Charles H. Stoddard, BLM Director, announced recently that BLM has undertaken a two-year study of the pinon-juniper prob-

lem. The cooperative study will be conducted by the Utah Agricultural Experiment Station of Utah State University at Logan, which is contributing part of the cost—while BLM provides \$46,000. The Bureau has assigned a forester, a range specialist, and a soils specialist to the study team.

Pinon pine and juniper occur on more than 30 million acres of public lands, and some data indicates they may be encroaching into grasslands and into other types of ground cover.



Healthy juniper may tower to 60 feet, but most are much shorter.

For years it has been the practice to eradicate pinon and juniper trees. Thousands of acres of range and watershed lands have been "chained"—a practice of dragging massive chains with tractors across the lands to uproot the growth. The destruction of pinon-juniper growth is followed by reseeding into range grasses which generally improve forage for domestic livestock and wildlife.

"This study is underway because we have become aware, as eradication spreads over increasingly larger areas, of the lack of information about this form of vegetation," Director Stoddard said. "We will

draw heavily on many existing studies which never have been pulled together in one place.

"The latest study will include the relationship of pinon-juniper stands to watersheds. We want to know whether replacing pinons and junipers with grass actually results in greater water yields and higher water quality. We want to determine the effects on soil stability, on livestock forage and on wildlife habitat.

"We want to know, for example, if a hillside composed of certain soils can be better managed for multiple use with grass or with stands of pinon and juniper. We want to know what will happen to

the equation if these factors are varied.

"We know that the soil often is bare beneath stands of pinon and juniper, and that hard rains tend to cause runoff and erosion. When stripped of these evergreens and seeded to grass, the soils tend to absorb rainfall, and reduce erosion and runoff. But how much? At what point does chaining and seeding fail to be a good investment?

"We are interested not only in the on-site effects that these trees exert, but also in the effects they have off-site, on conditions far from the immediate scene of their growth. We need to learn what their removal and replacement by

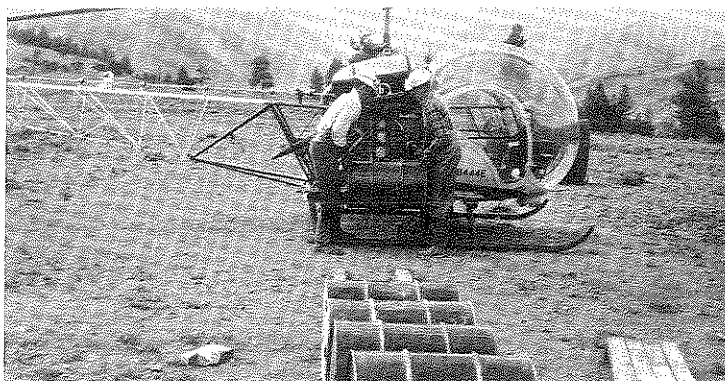
other vegetation will do to water, soil stability, forage and other factors, off-site as well as on.

"Equally important, we hope to learn the relative benefits, over all, of managing pinon and juniper stands as woodland, when balanced against converting them to rangeland."

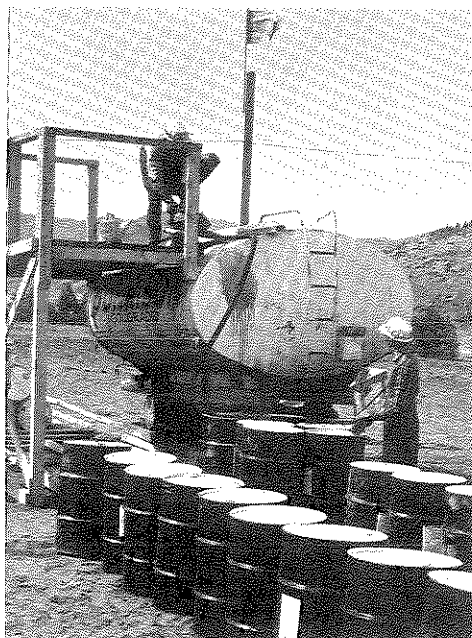
Director Stoddard noted that some studies have been made on the commercial possibilities of managing pinon pine for Christmas trees. Pinons and junipers also have some use for fuel, fence posts, and pinon nuts. However, there has been no definitive effort to explore full commercial possibilities, he said.

Colorado Battles Black Hills Beetle Outbreak

An epidemic of Black Hills beetles in ponderosa pine near Powderhorn, Colo., required the treatment of 3,800 trees during the summer. BLM's Foresters used "goop" consisting of ethylene dibromide (EDB) and fuel oil to treat the trees. EDB is not considered harmful to wildlife species.



"Goop" is mixed in the tank at left, then ferried to the job by the helicopter above. Below, trees too large to treat standing are felled and bucked into short logs for complete saturation.



Utah Stages Wild West Buffalo Roundup

Concern that brucellosis, a cattle disease, might have spread to the wild herd of buffalo in BLM's Henry Mountains area of Utah led to a wild west roundup in November. Conducted by Utah Fish and Game personnel, the roundup brought nearly 80 uncooperative buffalo into a corral, where 11 animals tested positively.

The suspected animals were tagged and sprayed, then released. Plans were for a public hunt in December for the marked animals, which were tagged with bright orange ribbons.

Considered the only completely wild and unfenced herd in North America, the Utah buffalo range widely through the Henry Mountains in southern Utah.

The roundup may be an annual event until brucellosis is eliminated, State wildlife officials said.

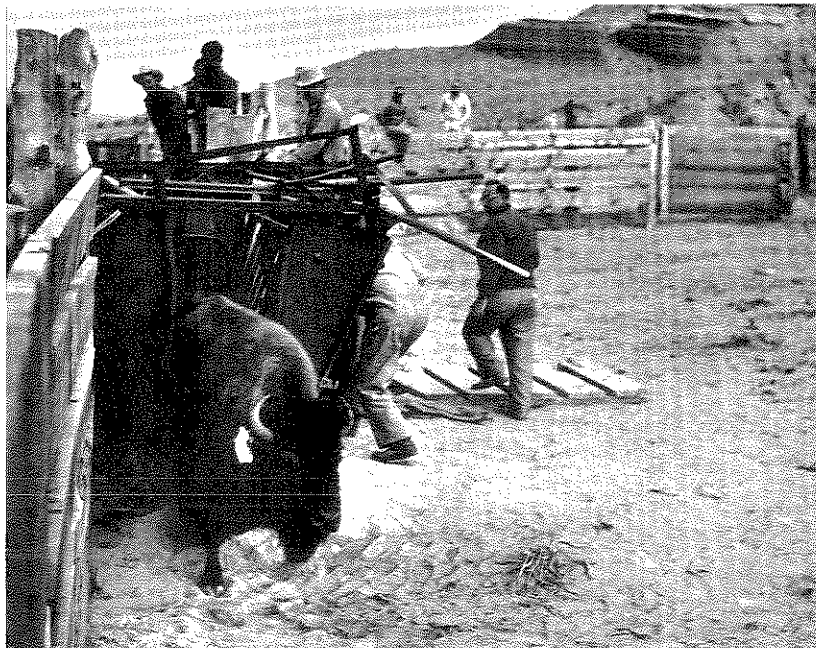


ABOVE: Buffalo were corralled in Granite Wash for their treatment.

RIGHT: Suspected animals were tagged and sprayed with bright red paint.



A squeeze chute held animals for checking. Below, handlers run for cover as a wild buffalo leaves the chute wearing an orange ribbon.



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Big Horn Sheep

Desert Game Range, Nevada

photo by Jim Yoakum