The original documents are located in Box 1, folder "Department of Agriculture (1)" of the Norman Ross Files, 1974-75 at the Gerald R. Ford Presidential Library.

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ACTION

MEMORANDUM FOR: THE PRESIDENT

FROM: KEN COLE

SUBJECT: Veto Message H.R. 15472
Agriculture/EPA Appropriation Bill

Attached is a veto message for the Agriculture/EPA appropriation bill. Under this legislation, outlays for fiscal year 1975 would exceed your recommendations by $150 million in fiscal year 1975, $300 million in fiscal year 1976, and by additional undetermined amounts in fiscal year 1977. This bill would increase certain loan programs operated by the Department of Agriculture by over $400 million, an increase which would further strain already overstressed credit markets and would add to inflationary pressures.

Secretary Butz, Ken Rush, Bill Timmons, Dave Gergen and Roy Ash concur.

RECOMMENDATION

That you sign the attached veto message (Tab A).

file
Ag.

THE WHITE HOUSE

WASHINGTON

DRAFT
8/12/74

Dear Earl:

Your accomplishments on your fiscal year 1974 Presidential level objectives have helped to reinforce my belief that the effort to identify and then pursue high-priority goals is one of the most promising initiatives undertaken within the federal government over the past several years. I think this sense of commitment is the spirit in which all Administration officials must approach their jobs in the months ahead if we are going to deliver the public service that the American people deserve.

I strongly endorse your plans to continue with this effort during fiscal year 1975. The objectives you have submitted are both challenging and important, and I am looking forward to an early review of the progress being made toward their attainment.

With warmest personal regards,

Sincerely,

The Honorable Earl L. Butz
Secretary of Agriculture
Washington, D.C. 20250



The attached may be of interest to you.

ROGER FLEMING
Secretary-Treasurer and
Director, Washington Office

AMERICAN FARM BUREAU FEDERATION

Mc Fleming 18.1

American Farm Bureau Federation

OVER A HALF CENTURY OF SERVICE TO AMERICAN AGRICULTURE

GENERAL OFFICES
225 TOUHY AVENUE
PARK RIDGE, ILLINOIS 60068

PHONE: (312) 696-2020

CABLE ADDRESS: AMFARMBUR

August 12, 1974

Received Sept 19
Pg

Honorable Gerald R. Ford
The President
The White House
Washington, D.C. 20500

Dear Mr. President:

On behalf of the officers, directors, and more than 2 million member families of the American Farm Bureau Federation, I wish to offer sincere congratulations and our wholehearted support as you assume the tremendous responsibilities and challenges of the office of President of the United States.

Our relationship has been a long and pleasant one. As a Congressman for some 25 years, you met with members of your local Farm Bureau each fall to discuss the problems and challenges of the coming year. As Vice President, you addressed our national convention last January and received the enthusiastic welcome due you as a valued friend and one who has a true understanding of farmers as an integral part of America's free enterprise system. Your fine voting record in Congress on major issues of concern to this organization attests to this fact.

We feel confident that you will provide the leadership that our nation needs to solve the many problems we face. As you have well stated, the foremost of these is the continuing inflation which is disrupting our economy. Inflation is not only a domestic concern, but a worldwide condition that affects our trade economy. We need to maintain and expand our international trade. World food needs and how they can be met without resorting to the building of a costly system of U.S. government-held reserves is another matter of considerable urgency.

Because of the many serious problems that are important not only to farmers, but to every segment of our economy, I respectfully ask for a conference with you at your earliest convenience in order to offer the assistance and counsel of our organization as your Administration and the Congress address the current pressing problems.

Sincerely,

Wm. J. Kuhfuss

William J. Kuhfuss, President

WJK:he

August 15, 1974

See p. 2 for additional addressees

Dear Congressman Rinaldo:

This is in response to your telegram of July 19 concerning S. 3679, the Emergency Livestock Credit Act of 1974.

During our review of this bill for final Presidential consideration, we were fully aware of many of the arguments set forth in your telegram to President Nixon. The arguments for and against approval of this bill required a great deal of careful consideration prior to reaching a final decision to sign the bill on July 25.

The key arguments that tipped the balance in favor of signing the bill were concerned with the possible reduction in the number of producers which could in turn lead to reduced supplies and higher prices for consumers in the absence of providing the kind of assistance authorized by this bill. Furthermore, the bill as finally enacted provides Federal guarantees of market rate loans, thereby avoiding Federal interest subsidy costs which would have been incurred under other versions of this bill which were considered by the Congress. Since the enacted bill limits this assistance to bona fide farmers and ranchers who produce livestock, it avoids assisting nonfarmer speculators.

We are aware that this bill does present some dangers. As indicated in President Nixon's signing statement of July 26 on this bill, we are attempting to administer this bill in a manner to assure that assistance is not used to bail out short-term speculators who are normally not engaged in livestock production. Further, this assistance should not be used to refinance debt unrelated to recent livestock market conditions, or to offset potential losses by banking institutions which are in a position to absorb some losses as a normal business risk. Instead, it should be used only in those cases where it can make the critical difference between a producer's ability to sustain continued meat production and a forced reduction in his production that in the long run would hurt the general consumer as well as the producer.

The President instructed the Secretary of Agriculture to administer this Act with deliberation and selectivity, insuring that it is used only by bona fide producers of livestock who are critically affected by the changes in market conditions and whose continued production would be severely jeopardized in the absence of such assistance.

I hope the foregoing adequately describes the basis for the decision to sign the bill, as well as safeguards which will be put into effect in the administration of this new authority.

Sincerely,

Norman E. Ross, Jr.
Assistant Director
Domestic Council

The Honorable Matthew J. Rinaldo
House of Representatives
Washington, D.C. 20515

NER-2

This letter was sent to 25 congressmen -

Matthew J Rinaldo
Peter A. Peyser
John B Anderson
John Conyers
Ronald V. Dellums
Robert P. Hanrahan
Margaret M. Heckler
William A. Barrett
John Brademas
Edward Koch
Yvonne B Burke
Robert Duda
Henry Helstoski
Jack F. Kemp
Manuel Lujan
Norman F. Lent
Peter W. Rodino
Edward J. Patten
Barton L. Podell
Charles B. Rangel
Otis G. Pike
Robert A. Roe
Benjamin S. Rosenthal
Charles W. Whalen
Lester L. Wolff

~~Sample~~
Sample -
did not go -

August 15, 1974

SIGNING CEREMONY - FOREST AND RANGELAND RENEWABLE RESOURCES PLANNING ACT OF 1974

Thursday, August 15, 1974
3:00 p.m. (10 minutes)
The Oval Office

From: Ken Cole

I. PURPOSE

To demonstrate your interest in the environment and your concern for proper management of the Nation's natural resources.

II. BACKGROUND, PARTICIPANTS & PRESS PLAN

A. Background: The Act establishes an integrated process, open to Congress and the public, for planning and managing the timber, grazing, environmental, and recreational resources of our National Forest System. It provides for an open dialogue between the Executive Branch and the Congress in the formulation of policy and in the resolution of differences. Furthermore, it places emphasis on the requirement to develop a detailed body of factual and analytical information on which to base that dialogue.

B. Participants: See Tab A.

C. Press Plan: Meeting to be announced. Press photo opportunity in the Oval Office.

III. TALKING POINTS

1. I have a keen appreciation that our forest, both public and private, provide an amazing variety of goods and services--outdoor recreation; wildlife; forage for livestock; water for homes, agriculture, and industry; wood products for homes, and wilderness for solitude and renewal.

2. My son, John, is a senior in Forestry School in Utah. He worked for the U.S. Forest Service last summer and is currently working for the National Park Service in Yellowstone Park. I have another son who also worked for the Park Service this summer.

3. During my years in the Congress and as Vice President, I visited many national forests and national parks throughout the United States.

Participants: Senators Humphrey, Talmadge, Eastland, Hatfield, Helms, Allen, Huddleston, and Bellmon; Representatives Rarick, Pogue, Foley, Wampler, and Symms; William E. Towell, Executive Vice President, American Forestry Association; Thomas Kimball, Executive Vice President, National Wildlife Federation; Spencer Smith, Consultant, Citizen's Committee for Natural Resources; Gordon Zimmerman, Executive Vice President, National Association of Soil and Water Conservation Districts; Kenneth Pomeroy, Consultant, National Association of State Foresters; Daniel A. Poole, Executive Vice President, Wildlife Management Institute; Louis Conker, President, and Nathaniel Rogg, Executive Vice President, National Association of Homebuilders; Cal Colvin, President, and Ralph Hodges, Executive Vice President, National Forest Products Association; William Hagenstein, Executive Vice President, Industrial Forestry Association, Portland, Oregon; John Crowell, General Counsel, Louisiana Pacific Corporation, Portland, Oregon; William Sidell, President, International Brotherhood of Carpenters and Joiners; Herbert Walker, President, and Richard Snyder, Executive Vice President, National Lumber and Building Materials Dealers Association; Jack Mulrooney, Executive Vice President, North American Wholesale Lumber Association; Dr. Marion Clawson, President, Resources for the Future; Dr. Steve Spurr, President, University of Texas; Dr. Don Zinn, Professor, University of Rhode Island; John McGuire, Chief, Richard McCardle, former Chief, and Gene Berghoffen, Forest Service; Edward Cliff, Consultant, Materials Policy Commission; Robert Wolf, Assistant Director, Engironmental Quality Division; Secretary of Agriculture; and the Chairman of the Council on Environmental Quality, Russ Peterson.

Mark Reemer Esq.
407-6643

Please file

THE WHITE HOUSE

FACT SHEET

Forest and Rangeland Renewable Resources Planning Act of 1974

The President is today signing into law S. 2296 - The Forest and Rangeland Renewable Resources Planning Act of 1974. This Act provides an orderly framework for assessing the supply of and demand for the Nation's forest and related resources and for developing long-range plans to assure that the American people enjoy adequate supplies of water, recreation, forage, timber, and wildlife from the National Forest System and private forest lands in the decades ahead.

BACKGROUND

The Executive Branch has long recognized the need for long-range planning for the management and protection of the Nation's public and private forest lands and resources. The Environmental Program for the Future, a draft long-range forestry plan developed by the Forest Service and released by Secretary Butz this week (August 13) underscores this Administration's commitment to long-range planning for the Nation's forest resources as well as our commitment to open an effective public participation in establishing such long-range policies and programs.

This draft Environmental Program for the Future is the latest in a series of actions taken by the Executive Branch over the last decade to prepare for future forestry needs. In the early sixties the President presented to the Congress a "Development Program for the National Forests" which showed the resource management and development work needed on the National

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Forests to assure that these lands would be able to provide their share of resources needed by the Nation. A similar program was developed for Forestry Research.

In 1970 the Forest Service established a set of broad policy guidelines and objectives to guide forestry programs in the coming years. Endorsed by the Secretary of Agriculture, these policy guidelines were distributed to the public in a publication entitled "Framework for the Future."

In 1972 the Forest Service completed and released a major analysis and inventory of the Nation's range resources - the Forest and Range Environmental Study.

In April, 1973, the Report of the President's Advisory Panel on Timber and the Environment was released setting forth major recommendations for change in Federal and private forestry programs and policies to meet future timber needs. An interagency task force is now studying and analyzing the Panel's recommendations. That same year another major report emphasized the need for long-range planning of our forest resources - This was the final Report of the National Commission on Materials Policy.

In October, 1973, the third in a series of periodic review of the entire timber resource in the United States was completed and published as "The Outlook for Timber in the United States." This is a comprehensive assessment of timber resources and expected demands for timber by the year 2,000.

S. 2296 is a logical extension of these efforts to assess and plan for the Nation's future needs for forest resources. It provides a statutory framework for periodic assessment of the supply and demand of forest resources as well as direction for development of specific programs to meet future needs.

PROVISIONS OF THE ACT

S. 2296, the Forest and Rangeland Renewable Resources Planning Act provides an orderly framework and procedure for assessing the national forestry resources situation and for planning for the future management, supply and use of those resources. Moreover, it provides a mechanism for fully informing and involving the Congress and the public in preparing long range forestry programs within the scope of responsibilities of the Forest Service, U. S. Department of Agriculture.

Specifically, the Act*

*directs the Secretary of Agriculture to prepare a comprehensive Renewable Resources Assessment to be updated every 10 years;

*expands the Forest Survey to include surveys of related forest resources to assure an adequate data base for the preparation of the Assessment;

*directs the Secretary to prepare and recommend a long-range Renewable Resource Program to cover a 50-year period. The Program would include an inventory of specific needs and investment opportunities,

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outputs, and anticipated results and costs, a discussion of priorities for accomplishment and a study of personnel requirements;

*Calls for the development and maintenance of resource inventories and land management plans on all units of the National Forest System and for the sharing of this information with States and others;

*Requires the President to transmit the Assessment and Program to the Congress together with a Statement of Policy intended to be used by him in framing Forest Service budget requests for the program period ahead;

*Requires annual reports on the progress in implementing the long-range program;

*Establishes the year 2000 as the target year by which time all backlogs of needed resource treatments will have been eliminated on the National Forests and directs that the annual budget shall contain requests for orderly elimination of such backlogs;

*Brings the financing of forest development roads within the National Forests under the Congressional Budget and Impoundment Control Act;

*Provides statutory recognition of the National Forests, National Grasslands, and associated lands administered by the Forest Service as the National Forest System;

THE WHITE HOUSE

ACTION MEMORANDUM WASHINGTON LOG NO.: 513

Date: August 14, 1974 Time: 8:30 a.m.

FOR ACTION: Michael Duval
Fred Buzhardt
Bill Timmons
Dave Gergen

cc (for information): Warren K. Hendriks
Jerry Jones

FROM THE STAFF SECRETARY

DUE: Date: Wednesday, August 14, 1974 Time: 2:00 p.m.

SUBJECT: Enrolled Bill S. 2296 - Forest and Rangeland Renewable Resources Planning Act of 1974

ACTION REQUESTED:

____ For Necessary Action
XX For Your Recommendations
____ Prepare Agenda and Brief
____ Draft Reply
____ For Your Comments
____ Draft Remarks

REMARKS: approve. will support signing ceremony if Baroody and Timmons recommend.

Mike Duval

Please return to Kathy Tindle - West Wing

8/14

Please file

Thanks

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks
For the President

EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

AUG 13 1974

MEMORANDUM FOR THE PRESIDENT

Subject: Enrolled Bill S. 2296 - Forest and Rangeland Renewable Resources Planning Act of 1974
Sponsor - Sen. Humphrey (D) Minnesota and 5 others

Last Day for Action

August 17, 1974 - Saturday

Purpose

Authorizes and directs the Secretary of Agriculture to make renewable resource assessments and develop renewable resource programs for planning and budgeting purposes within the National Forest System.

Agency Recommendations

Office of Management and Budget	Approval (Signing Statement attached)
Department of Agriculture	Approval (Signing Statement attached)
Council on Environmental Quality	Approval
Council of Economic Advisers	Approval
Department of Justice	Defers to Agriculture
Department of the Interior	No objection
Department of Transportation	No objection

Discussion

S. 2296 would authorize and direct the Secretary of Agriculture to establish an elaborate long-range planning and budgeting system concerning all National Forest System renewable resources. In addition to the new long-range planning aspects of the enrolled bill, it has the affect of increasing Congressional involvement in Forest Service planning. The major features of S. 2296, which would become effective for fiscal year 1977, are summarized below:

1. Requires the preparation of a Renewable Resource Assessment which includes: supply and demand analysis; inventory of present and potential renewable resources; a description of Forest Service programs and responsibilities; and, a discussion of factors affecting the use, ownership, and management of forest, range and other associated lands.

2. Directs the development and submission to the President of a Renewable Resource Program which includes alternative approaches for protection, management, and development of the National Forest System under the principles of multiple-use and sustained-yield.

3. Requires submission by the President to the Congress of the Assessment, Program, and a detailed "Statement of Policy," the latter "intended to be used in framing budget requests by that Administration" for the Forest Service, beginning in January of 1976 and thereafter following each updating; either House of the Congress could disapprove the Statement of Policy by resolution and the Congress could revise or modify it by law.

4. Directs explanation by the President of the specific reasons for the lesser program, in any of his budget requests for the Forest Service that are less than called for in the Congressionally approved Statement of Policy.

5. Mandates the elimination by the year 2000 of all work backlogs for the renewable resources of the National Forest System so that intensive multiple-use sustained-yield management will be possible throughout the system -- annual budget requests must be made at a level to remove such backlogs.

6. Places private operator costs for contract road building in connection with timber sales and operations within the Federal budget totals, and apparently requires that the levels of such road building be provided for in appropriation acts.

The enrolled bill passed in both Houses by a voice vote.

On balance, we believe the arguments for approval outweigh those in favor of disapproval. Furthermore, remedial legislation can be submitted early in the 94th Congress to eliminate the major deficiencies in the enrolled bill (provisions 3 and 4 cited on page 2 of this memorandum), and we understand from informal discussions with Committee staff that the Agriculture Committees might be receptive to this action.

Attached, for your consideration, is a draft signing statement prepared by this Office.

Director

Enclosures

While Agriculture generally supported the long-range planning aspects of S. 2296 in reporting on the bill, the Department has in the past opposed those provisions numbered 3, 4, and 5 above, on the grounds that they would unduly limit Presidential flexibility and discretion in preparing annual operating plans and attendant budget requests.

However, in reporting on the enrolled bill, the House Agriculture Committee took the position that:

> "In essence, the bill's major provisions reform current procedures for establishing and attaining National goals for the National Forest System management and related activities of the Forest Service in Research and Cooperative programs on other lands. It provides for better resource inventories and analyses of short-term and long-term uses, demands, and supplies of renewable resources. Where presently only the Forest Service and the Administration set program goals and policies, under the proposed legislation both the Administration and Congress, will jointly establish such goals and policies."

Agency views

In its enrolled bill letter, Agriculture strongly recommends approval and concludes that "the strong Congressional policy support for long-range forestry which S. 2296 would provide is a benefit that far outweighs the provisions of the bill which seek to influence Presidential prerogatives." Concurring with Agriculture, CEA and CEQ recommend approval while Interior and Transportation have no objection to approval. Finally, Justice advises that while the "one House resolution veto mechanism in section 7(a) (in item no. 3 above) violates the provisions of Article I, section 7 of the Constitution," it defers to Agriculture as to whether this bill should receive Executive approval.

Arguments against approval

1. The one House disapproval of the President's Statement of Policy would unconstitutionally inject the Congress into the detailed management of the National Forest System.

2. By requiring a detailed Presidential explanation of budget requests which deviate from Congressionally approved policy, S. 2296 provides special and perhaps unwarranted budgetary focus on the National Forest System programs and creates a bad precedent.

3. The enrolled bill is not consistent with the basic objectives of the Budget and Accounting Act of 1921 and the recently enacted Congressional Budget and Impoundment Control Act of 1974 in that it reduces both the Executive and Legislative branches' flexibility in the annual budget and appropriation process.

4. The requirement to reduce all backlogs of needed conservation measures by the year 2000 may not be realistic and further may not be a Presidential objective in years to come.

Arguments for approval

1. S. 2296 would significantly elaborate on the Forest Service's procedure and schedule for long-range planning.

2. It would provide for a meaningful improvement in the renewable resource information base of the Forest Service, and accordingly afford better data for budgeting and other management decision making.

3. Assuming the process is used by Department and Forest Service management to consider and present a variety of alternatives for program and budget decisions, it can be a useful bill.

4. Provisions for Congressional disapproval of Executive proposals have been included in recently approved legislation (H.R. 7130, Congressional Budget and Impoundment Control Act of 1974).

5. Although flexibility is diminished, the President is not restricted from submitting his own budget program for the Forest Service or the Congress from providing whatever levels they may decide upon.

* * * *

STATEMENT BY THE PRESIDENT

I am signing with pleasure S. 2296, the Forest and Rangeland Renewable Resources Planning Act of 1974.

This Act establishes an integrated process, open to Congress and the public, for planning and managing the timber, grazing, environmental, and recreational resources of our National Forest System.

It calls for maintaining a long term perspective in the year to year management of our forestry resources.

It requires that the public benefits and the public costs of alternative policies and management actions be clearly set forth for public review and for Congressional determination.

It provides for an open dialogue between the Executive Branch and the Congress in the formulation of policy and in the resolution of differences. Furthermore, it places emphasis on the requirement to develop a detailed body of factual and analytical information on which to base that dialogue.

Viewed in this light, S. 2296 is a bill appropriate to our times.

Viewed from another perspective, the bill contains provisions which could involve Congress in the management of our National Forest System to a degree that would be unique and, in my judgment, undesirable. Further, these provisions could inhibit Executive and Legislative efforts to achieve a proper balance in meeting our national priorities and in carrying out a major program with due regard for its relative costs and benefits.

But I am certain that Congress neither intended nor desires that S. 2296 be interpreted so as to produce such results, and I am confident that we can and will develop and manage our great National Forest resources in a responsible manner and in a spirit of creative compromise.

DRAFT

Presidential Statement at Signing Ceremony
for Forest and Rangeland Renewable
Resources Planning Act of 1974

The Director of the Office of Management and Budget, Mr. Ash, made the point recently that one of America's priceless assets is the fertility of its land. He was speaking with reference to the international trade potential of our agricultural productivity. But his point with respect to meeting domestic requirements for food while fulfilling rising world demand applies equally to the bounty of the forests of the United States.

Our Nation is possessed of an abundance of productive forests which fulfill a multitude of human needs. Both public and private forests are susceptible to modern management affording maximum economic, social, cultural, and spiritual returns to all of our citizens -- each in the degree to which they desire. And, moreover, every one of these benefits can be provided within the limits of legal and environmental obligations. A healthy, growing forest furnishes benefits for a variety of purposes greater than almost any other single land classification. Forests furnish water, fish and wildlife, recreation, forage, and, of course, wood for homes, schools, furniture, and the infinite list of pulp and paper products.

It has been the policy of this Administration since it first took office to make certain that natural resources in government ownership be wisely managed to return benefits to all the people. As long ago as June of 1970 I directed the Secretaries of Agriculture and Interior to "formulate plans

to improve the level and quality of management of forest lands under their jurisdiction in order to permit increased harvest of softwood timber consistent with sustained yield, environmental quality and multiple use objectives."

This bill will allow the public interest to be well served. Government can better perform its duty to furnish effective management planning and execution over the public resources. It is equally clear that in our modern society management must take into account not only the material but also the environmental aspects of all resource management. It was for that reason that I appointed a Panel of respected authorities from a number of disciplines to report to me on Timber and the Environment.

The Panel, in its comprehensive report on forest opportunities and obligations in the United States, made one thing eminently clear: continuous timber growing programs on a national basis could assure the United States of not only its own needs from the forests already existing but also could substantially further our position as a supplier of wood products to the world. Moreover, it made clear that with sustained planning and review, with adequate financing, all of the benefits of forests could be realized without impairment of the consideration which must be accorded to the various diverse and sometimes fragile elements which comprise the forest community.

The Forest and Rangeland Renewable Resources Planning Act of 1974, which I will sign into law today, is an essential first step by the Congress and

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the Administration towards realizing the potentials which lie ahead in application of modern forest techniques and concepts. This Act, which will likely be known as the Renewable Resources Planning Act, is notable precisely for those two aspects -- planning and renewability. If we can comprehend in an organized way the potentials for health, happiness and prosperity which sound management of our forests can provide generations of Americans, we can then plan to make these things come true.

The signing of this bill makes it the policy of the United States to conduct intensive long term planning and analyses to improve the level and quality of management of forest lands under the jurisdiction of the Forest Service in order to obtain full production of all forest benefits.

I am happy to sign this bill and commend Senator Humphrey and Congressman Rarick for recognizing and accomplishing the means to achieve the objectives so clearly outlined in the report on Timber and the Environment.

To the Senate:

Today I have signed S. 2296, the Forest and Rangeland Renewable Resources Planning Act of 1974.

While this Act contains several provisions which tend to influence Presidential discretion in formulating annual budget requests for our national forestry programs administered by the Forest Service of the Department of Agriculture, I believe that the benefits of this legislation outweigh these concerns.

The Forest and Rangeland Renewable Resources Planning Act of 1974 directs the Secretary of Agriculture to prepare a comprehensive Assessment of the nation's forestry resource situation every ten years. This Assessment will include such vital information as an inventory of forestry resources and opportunities for increasing their yields. It will also include an analysis of present and anticipated uses of, demand for, and supply of renewable forest resources.

The Act also requires the Secretary to prepare a long-range Renewable Resources Program to guide the future management and development of our Nation's forest and related resources. In transmitting the Assessment and Program, the President will also submit to the Congress a Statement of Policy which he will use in framing annual budget requests for the Forest Service.

This Act is one of the most significant pieces of forestry legislation to be enacted in recent years. It provides for an orderly framework and procedure for developing sound national forestry policy and for improving forestry program planning and funding decisions. It will build upon and strengthen the long-range program planning which we have already developed within the Forest Service--the Environmental Program for the Future.

In addition, the data gathered and displayed in the Assessment and the goals projected under the long-range Program will place before the Congress and the public the information necessary to understand the national forestry resource situation in relationship to other national needs and considerations.

In this period of energy shortages, we have become critically aware of the need to act now to prevent shortanges of other resources and materials. The Forest and Rangeland Renewable Resources Planning Act provides us the means for planning now national programs which will assure that future generations will have adequate supplies of forest and related resources.

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IF THERE IS TO BE A SIGNING CEREMONY FOR S. 2296 - THE HUMPHREY-RARICK BILL, WE RECOMMEND THAT THE FOLLOWING MEMBERS OF CONGRESS BE INVITED:

SENATE [redacted]

Talmadge
Eastland
Allen
Humphrey
Aiken
Bellmon
Helms
Hatfield

HOUSE [redacted]

W. R. Poage
Vigorito
Rarick
Goodling
Baker, Lamar
Wampler,
Wyatt
Mrs. Hansen

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S. 2296

Senate Sponsors	Senate Conferrees	Senators Recommended to Attend Signing Ceremony by Senate Ag Committee Staff
Humphrey	Talmadge	Humphrey
Domenici	Eastland	Eastland
Eastland	Allen	Talmadge
Gravel	Humphrey	Hatfield
Hatfield	Aiken	
Hollings	Bellmon	
Huddleston	Helms	
Jackson		
Magnuson		
Mansfield		
McGee		
McGovern		
McIntyre		
Metcalf		
Mondale		
Moss		
Nelson		
Packwood		
Stennis		
Stevenson		
Talmadge		

House Sponsors	House Conferrees	Members Recommended to Attend Signing Ceremony by House Ag Committee Staff
Rarick	W. R. Poage	Co-Sponsors,
Foley	Vigorito	Conferrees
Vigorito	Rarick	Wampler, Wyatt,
Gunter	Goodling	
Baker	Baker, Lamar	
Thone		
Symms		
Sisk		
Bergland		
Blatnik		
Hansen, Mrs.		
Sikes		
Evans of Colo.		
Hicks		
Wyatt		

Summary of Major Points

1. S. 2296 provides a statutory framework for developing long range plans for the National Forest System. Cooperative Forestry Management on State and Private forest lands and Forestry Research.

2. S. 2296 establishes an orderly framework for the Executive and Legislative Branches and the public to examine the future direction and management of our forest and related resources and to guarantee adequate supplies of forest resources in the future.

3. The procedures for developing the Assessment and long range Program are not unduly exacting and give the Executive Branch the opportunity to develop the format of these documents.

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Notes on Why the President
Should Have
a Public Signing Ceremony
on the Forest Planning Act

When the President took his oath of office for the second time, on January 20, 1973, he said we should "renew the spirit and promise of America as we enter our third century as a Nation." He stressed that we have the chance today "to do more than ever before in our history to make life better in America."

He noted that the range of our needs is great, and so too is the reach of our opportunities, and he said, "let us be bold in our determination to meet those needs in new ways." Further, he urged Congress and the public generally to pledge together to make the next four years "the best four years in America's history, so that on its 200th birthday America will be as young and as vital as when it began, and as bright a beacon of hope for all the world."

Certainly the Presidential signing and enactment of S. 2296, the "Forest and Rangeland Renewable Resources Planning Act of 1974" is a major step forward in the field of natural resouces towards achievement of the goals ennunciated in the Second Inaugural Address. Moreover, it is the first major accomplishment which stems from the Nixon Administration's efforts to bring about more orderly planning and policy-making with respect to the Nation's forests. This legislation has its origins in the Special Task Force on Softwood Lumber and Plywood which the President established in 1969 under the then Director of the Bureau of the Budget, Robert Mayo. Passage of this bill this year in Congress would not have been possible had it not been for the monumental work of the President's Panel on Timber and the Environment, which submitted its final report to the President, the Congress and the public in April, 1973. This bill goes far towards implementing that Panel report and the Congressional debate on the bill illustrates the importance which was given to the Presidential Panel's recommendations.

Thus a Presidential signing ceremony is, in effect, symbolic recognition of very real accomplishment on the domestic scene during this second Presidential term. The fact that the bill has the support of all of the major, responsible environmental, forest industry and public interest groups involved in forest management is further testimony to the significance of its provisions. Bipartisan support in Congress also is a tribute to its contents and import. The bill passed with unanimous support in both the House and Senate.

A major signing ceremony for this legislation would demonstrate the President's continuing concern, despite other distractions, with the future course of events domestically and with the public stewardship of the nation's natural resources. These forest resources are vital to the housing and recreational needs of America, and this bill lays out a plan and a program to prepare the nation's forests for the next century- so that our children and grandchildren and generations beyond, will also be able to enjoy their benefits.

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Attachments:

a. "Why the President Should Have a Formal Signing Ceremony for S. 2296"

b. Conference Report on S. 2296, The Forest and Rangeland Renewable Resources Planning Act of 1974 (3 copies)

c. Draft of Presidential Statement at Signing Ceremony

*d. Rarick House Statement on Conference Report

e. House debate on passage of bill

f. 1970 Statement by President on Task Force Report on Lumber and Plywood

* Note: Senate debate appears in Congressional Record for Friday, August 2, 1974

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WHY THE PRESIDENT SHOULD HAVE A FORMAL SIGNING CEREMONY FOR S. 2296, THE FOREST AND RANGELAND RENEWABLE RESOURCES PLANNING ACT OF 1974

1. The outdoors and its benefits are "good things" and The President should identify with them.

2. Even though the principal sponsors were Democrats, the legislation in question can trace its origins to the early days of the Nixon Administration, starting with the Mayo Task Force on Softwood Lumber and Plywood and the President's Panel on Timber and the Environment. In the Floor discussions, most Congressmen and Senators praised the bill because it implements the recommendations of the President's Panel on Timber and the Environment. (See Attachments) It can be argued that the action of the Democratic-controlled Congress in passing this bill has made it possible for the Nation to carry out the long-range forest management goals of the Republican Administration.

3. The legislation attracted not only bi-partisan support but, more significantly, did not arouse opposition among the several users of forest resources. It was endorsed enthusiastically by most groups concerned with the uses of the National Forests and particularly those groups concerned with the production of trees.

4. The legislation passed without opposition in either the House or Senate.

5. Senator Humphrey's early interest in this legislation two years ago stemmed from concern about the use of renewable resources in world trade. While not mentioned in the bill, it will stimulate timber production and strengthen our world trade position over the long run.

6. A ceremonial signing, giving due credit to the Democratic sponsors of the legislation -- Senator Humphrey and Congressman Rarick -- would create a favorable reaction to The President in Humphrey Country, which extends throughout the Nation, as well as in the Deep South, which Mr. Rarick represents.

7. A major signing ceremony for this legislation would demonstrate conclusively that, despite present distractions, The President of the United States has an abiding faith in eternal verities of national government, such as stewardship of the public resources.

Attachments

NATIONAL FOREST PRODUCTS ASSOCIATION
1619 Massachusetts Avenue, N. W., Washington, D. C. 20036
FORESTRY

171-F-36
July 29, 1974

Conference Report on Forest and Rangeland Renewable Resources Planning Act of 1974

Joint Senate-House conferees have submitted a report reconciling differences in the House and Senate-passed versions of the Humphrey-Rarick bill, S. 2296. A copy of the conference report is attached.

The compromise measure now titled the "Forest and Rangeland Renewable Resources Planning Act of 1974" must be approved by both Houses before it can be cleared for the President. It is expected that the measure will be sent to the White House soon.

Conferees agreed upon new language in Section 9 relating to road policies which classes purchaser credits for road construction as contract obligations. The practical effect of this provision is to require an authorization in annual appropriation acts for the amount of purchaser credit provisions which can be included in timber sale contracts awarded in the fiscal year.

John F. Hall
Vice President
Forestry Affairs

Attachment

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United States of America

Congressional Record

PROCEEDINGS AND DEBATES OF THE 93d CONGRESS, SECOND SESSION

Vol. 120 WASHINGTON, THURSDAY, JULY 25, 1974 *No. 111*

House of Representatives

CONFERENCE REPORT ON S. 2296, FOREST AND RANGELAND RENEWABLE RESOURCES PLANNING ACT OF 1974

Mr. VIGORITO on behalf of Mr. POAGE filed the following conference report and statement on the bill (S. 2296), to provide for the Forest Service, Department of Agriculture, to protect, develop, and enhance the environment of certain of the Nation's lands and resources, and for other purposes:

CONFERENCE REPORT (H. REPT. No. 93-1226)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 2296) to provide for the Forest Service, Department of Agriculture, to protect, develop, and enhance the environment of certain of the Nation's lands and resources, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House to the text of the bill and agree to the same with an amendment as follows: In lieu of the matter proposed to be inserted by the House amendment insert the following:

That this Act may be cited as the "Forest and Rangeland Renewable Resources Planning Act of 1974".

SEC. 2. RENEWABLE RESOURCE ASSESSMENT.—(a) In recognition of the vital importance of America's renewable resources of the forest, range, and other associated lands to the Nation's social and economic well-being, and of the necessity for a long term perspective in planning and undertaking related national renewable resource programs administered by the Forest Service, the Secretary of Agriculture shall prepare a Renewable Resource Assessment (hereinafter called the "Assessment"). The Assessment shall be prepared not later than December 31, 1975, and shall be updated during 1979 and each tenth year thereafter, and shall include but not be limited to—

(1) an analysis of present and anticipated uses, demand for, and supply of the renewable resources, with consideration of the international resource situation, and an emphasis of pertinent supply and demand and price relationship trends;

(2) an inventory, based on information developed by the Forest Service and other Federal agencies, of present and potential renewable resources, and an evaluation of opportunities for improving their yield of tangible and intangible goods and services, together with estimates of investment costs and direct and indirect returns to the Federal Government;

(3) a description of Forest Service programs and responsibilities in research, cooperative programs, and management of the National Forest System, their interrelationships, and the relationship of these programs and responsibilities to public and private activities; and

(4) a discussion of important policy considerations, laws, regulations, and other factors expected to influence and affect significantly the use, ownership, and management of forest, range, and other associated lands.

(b) To assure the availability of adequate data and scientific information needed for development of the Assessment, section 9 of

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National Forest Products Association
Washington, D. C.

the McSweeney-McNary Act of May 22, 1928 (45 Stat. 702, as amended, 16 U.S.C. 581h), is hereby amended to read as follows:

"The Secretary of Agriculture is hereby authorized and directed to make and keep current a comprehensive survey and analysis of the present and prospective conditions of and requirements for the renewable resources of the forest and range lands of the United States, its territories and possessions, and of the supplies of such renewable resources, including a determination of the present and potential productivity of the land, and of such other facts as may be necessary and useful in the determination of ways and means needed to balance the demand for and supply of these renewable resources, benefits and uses in meeting the needs of the people of the United States. The Secretary shall carry out the survey and analysis under such plans as he may determine to be fair and equitable, and cooperate with appropriate officials of each State, territory, or possession of the United States, and either through them or directly with private or other agencies. There is authorized to be appropriated not to exceed $20,000,000 in any fiscal year to carry out the purposes of this section."

SEC. 3. RENEWABLE RESOURCE PROGRAM.—In order to provide for periodic review of programs for management and administration of the National Forest System, for research, for cooperative State and private Forest Service programs, and for conduct of other Forest Service activities in relation to the findings of the Assessment, the Secretary of Agriculture, utilizing information available to the Forest Service and other agencies within the Department of Agriculture, including data prepared pursuant to section 302 of the Rural Development Act of 1972, shall prepare and transmit to the President a recommended Renewable Resource Program (hereinafter called the "Program"). The Program transmitted to the President may include alternatives, and shall provide in appropriate detail for protection, management, and development of the National Forest System, including forest development roads and trails; for cooperative Forest Service programs; and for research. The Program shall be developed in accordance with principles set forth in the Multiple-Use Sustained-Yield Act of June 12, 1960 (74 Stat. 215; 16 U.S.C. 528–531), and the National Environmental Policy Act of 1969 (83 Stat. 852; 42 U.S.C. 4321–4347) The Program shall be prepared not later than December 31, 1975, to cover the four-year period beginning October 1, 1976, and at least each of the four fiscal decades next following such period, and shall be updated no later than during the first half of the fiscal year ending September 30, 1980, and the first half of each fifth fiscal year thereafter to cover at least each of the four fiscal decades beginning next after such updating. The Program shall include, but not be limited to—

(1) an inventory of specific needs and opportunities for both public and private program investments. The inventory shall differentiate between activities which are of a capital nature and those which are of an operational nature:

(2) specific identification of Program outputs, results anticipated, and benefits associated with investments in such a manner that the anticipated costs can be directly compared with the total related benefits and direct and indirect returns to the Federal Government;

(3) a discussion of priorities for accomplishment of inventoried Program opportunities, with specified costs, outputs, results, and benefits; and

(4) a detailed study of personnel requirements as needed to satisfy existing and ongoing programs.

SEC. 4. NATIONAL FOREST SYSTEM RESOURCE INVENTORIES.—As a part of the Assessment, the Secretary of Agriculture shall develop and maintain on a continuing basis a comprehensive and appropriately detailed inventory of all National Forest System lands and renewable resources. This inventory shall be kept current so as to reflect changes in conditions and identify new and emerging resources and values.

SEC. 5. NATIONAL FOREST SYSTEM RESOURCE PLANNING.—(a) As a part of the Program provided for by section 3 of this Act, the Secretary of Agriculture shall develop, maintain, and, as appropriate, revise land and resource management plans for units of the National Forest System, coordinated with the land and resource management planning processes of State and local governments and other Federal agencies.

(b) In the development and maintenance of land management plans for use on units of the National Forest System, the Secretary shall use a systematic interdisciplinary approach to achieve integrated consideration of physical, biological, economic, and other sciences.

SEC. 6. COOPERATION IN RESOURCE PLANNING.—The Secretary of Agriculture may utilize the Assessment, resource surveys, and Program prepared pursuant to this Act to assist States and other organizations in proposing the planning for the protection, use, and management of renewable resources on non-Federal land.

SEC. 7. NATIONAL PARTICIPATION.—(a) On the date Congress first convenes in 1976 and thereafter following each updating of the Assessment and the Program, the President shall transmit to the Speaker of the House of Representatives and the President of the Senate, when Congress convenes, the Assessment as set forth in section 2 of this Act and the Program as set forth in section 3 of this Act, together with a detailed Statement of Policy intended to be used in framing budget requests by that Administration for Forest Service activities for the five- or ten-year program period beginning during the term of such Congress for such further action deemed appropriate by the Congress. Following the transmission of such Assessment, Program, and Statement of Policy, the President shall, subject to other actions of the Congress, carry out programs already established by law in accordance with such Statement of Policy or any subsequent amendment or modification thereof approved by the Congress, unless, before the end of the first period of sixty calendar days of continuous session of Congress after the date on which the President of the Senate and the Speaker of the House are recipients of the transmission of such Assessment, Program, and Statement of Policy, either House adopts a resolution reported by the appropriate committee of jurisdiction disapproving the Statement of Policy. For the purpose of this subsection, the continuity of a session shall be deemed to be broken only by an adjournment sine die, and the days on which either House is not in session because of an adjournment of more than three days to a day certain shall be excluded in the computation of the sixty-day period. Notwithstanding any other provision of this Act, Congress may revise or modify the Statement of Policy transmitted by the President, and the revised or modified Statement of Policy shall be used in framing budget requests.

(b) Commencing with the fiscal budget for the year ending September 30, 1977, requests presented by the President to the Congress governing Forest Service activities shall express in qualitative and quantitative terms the extent to which the programs and policies projected under the budget meet the policies approved by the Congress in accordance with subsection (a) of this section. In any case in which such budget so presented recommends a course which fails to meet the policies so established, the President shall specifically set forth the reason or reasons for requesting the Congress to approve the lesser programs or policies presented. Amounts appropriated to carry out the policies approved in accordance with subsection (a) of this section shall be expended in accordance with the Congressional Budget and Impoundment Control Act of 1974, Public Law 93-344.

(c) For the purpose of providing information that will aid Congress in its oversight responsibilities and improve the accountability of agency expenditures and activities, the Secretary of Agriculture shall prepare an annual report which evaluates the component elements of the Program required to be prepared by section 3 of this Act which shall be furnished to the Congress at the time of submission of the annual fiscal budget commencing with the third fiscal year after the enactment of this Act.

(d) These annual evaluation reports shall set forth progress in implementing the Program required to be prepared by section 3 of this Act, together with accomplishments of the Program as they relate to the objectives of the Assessment. Objectives should be set forth in qualitative and quantitative terms and accomplishments should be reported accordingly. The report shall contain appropriate measurements of pertinent costs and benefits. The evaluation shall assess the balance between economic factors and environmental quality factors. Program benefits shall include, but not be limited to, environmental quality factors such as esthetics, public access, wildlife habitat, recreational and wilderness use, and economic factors such as the excess of cost savings over the value of foregone benefits and the rate of return on renewable resources.

(e) The reports shall indicate plans for implementing corrective action and recommendations for new legislation where warranted.

(f) The reports shall be structured for Congress in concise summary form with necessary detailed data in appendices.

SEC. 8. NATIONAL FOREST SYSTEM PROGRAM ELEMENTS.—The Secretary of Agriculture shall take such action as will assure that the development and administration of the renewable resources of the National Forest System are in full accord with the concepts for multiple use and sustained yield of products and services as set forth in the Multiple-Use Sustained-Yield Act of 1960. To further these concepts, the Congress hereby sets the year 2000 as the target year when the renewable resources of the National Forest System shall be in an operating posture whereby all backlogs of needed treatment for their restoration shall be reduced to a current basis and the major portion of

planned intensive multiple-use sustained-yield management procedures shall be installed and operating on an environmentally-sound basis. The annual budget shall contain requests for funds for an orderly program to eliminate such backlogs: *Provided*, That when the Secretary finds that (1) the backlog of areas that will benefit by such treatment has been eliminated, (2) the cost of treating the remainder of such area exceeds the economic and environmental benefits to be secured from their treatment, or (3) the total supplies of the renewable resources of the United States are adequate to meet the future needs of the American people, the budget request for these elements of restoration may be adjusted accordingly.

SEC 9 TRANSPORTATION SYSTEM.—The Congress declares that the installation of a proper system of transportation to service the National Forest System, as is provided for in Public Law 88–657, the Act of October 13, 1964 (16 U.S.C. 532–538), shall be carried forward in time to meet anticipated needs on an economical and environmentally sound basis, and the method chosen for financing the construction and maintenance of the transportation system should be such as to enhance local, regional, and national benefits, except that the financing of forest development roads as authorized by clause (2) of section 4 of the Act of October 13, 1964, shall be deemed "budget authority" and "budget outlays" as those terms are defined in section 3(a) of the Congressional Budget and Impoundment Control Act of 1974 and shall be effective for any fiscal year only in the manner required for new spending authority as specified by section 401(a) of that Act.

SEC. 10. (a) NATIONAL FOREST SYSTEM DEFINED.—Congress declares that the National Forest System consists of units of federally owned forest, range, and related lands throughout the United States and its territories, united into a nationally significant system dedicated to the long-term benefit for present and future generations, and that it is the purpose of this section to include all such areas into one integral system. The "National Forest System" shall include all national forest lands reserved or withdrawn from the public domain of the United States, all national forest lands acquired through purchase, exchange, donation, or other means, the national grasslands and land utilization projects administered under title III of the Bankhead-Jones Farm Tenant Act (50 Stat. 525. 7 U.S.C. 1010–1012), and other lands, waters, or interests therein which are administered by the Forest Service or are designated for administration through the Forest Service as a part of the system.

(b) The on-the-ground field offices, field supervisory offices, and regional offices of the Forest Service shall be so situated as to provide the optimum level of convenient, useful services to the public, giving priority to the maintenance and location of facilities in rural areas and towns near the national forest and Forest Service program locations in accordance with the standards in section 901(b) of the Act of November 30, 1970 (84 Stat. 1383), as amended.

SEC. 11. RENEWABLE RESOURCES.—In carrying out this Act, the Secretary of Agriculture shall utilize information and data available from other Federal, State, and private organizations and shall avoid duplication and overlap of resource assessment and program planning efforts of other Federal agencies. The term "renewable resources" shall be construed to involve those matters within the scope of responsibilities and authorities of the Forest Service on the date of this Act.

And the House agree to the same.

That the Senate recede from its disagreement to the amendment of the House to the title of the bill and agree to the same with an amendment as follows:

In lieu of the amendment of the House, amend the title to read as follows: "An Act to provide for the Forest Service, Department of Agriculture, to protect, develop, and enhance the productivity and other values of certain of the Nation's lands and resources, and for other purposes."

And the House agree to the same.

W. R. POAGE,
JOSEPH P. VIGORITO.
JOHN R. RARICK,
GEO. A. GOODLING,
LAMAR BAKER,
Managers on the Part of the House.

HERMAN E. TALMADGE,
JAMES O. EASTLAND,
JAMES B. ALLEN,
HUBERT H. HUMPHREY,
GEORGE D. AIKEN,
HENRY BELLMON,
JESSE HELMS,
Managers on the Part of the Senate.

JOINT EXPLANATORY STATEMENT OF THE COMMITTEE OF CONFERENCE

The managers on the part of the House and the Senate at the conference on the disagreeing votes of the two Houses on the amendments of the House to the bill (S. 2296) to provide for the Forest Service, Department of Agriculture, to protect, develop,

and enhance the environment of certain of the Nation's lands and resources, and for other purposes, submit the following joint statement to the House and the Senate in explanation of the effect of the action agreed upon by the managers and recommended in the accompanying conference report. The differences between the Senate bill and the House amendments and the substitute agreed to in conference are noted in the following outline, except for conforming, clarifying, and technical changes:

(1) The Senate bill provides that the short title is the "Forest and Rangeland Environmental Management Act of 1974". The House amendment provides that the short title is the "Forest and Related Resources Planning Act of 1974".

The conference substitute provides that the Act may be cited as the "Forest and Rangeland Renewable Resources Planning Act of 1974".

(2) The Senate bill contains a statement of findings declaring the importance of renewable resources, their conservation, and their wise management to the Nation's ecological and economic well-being. The House amendment contains no comparable provision.

The conference substitute deletes the Senate provision.

(3) The Senate bill refers throughout to the "renewable resources" of the forest, range, and associated lands. The House amendment refers instead to the "forest and related resources" and defines such phrase as matters within the jurisdiction of the Forest Service on the date of enactment of the bill.

The conference substitute adopts the terminology of the Senate bill but defines "renewable resources" as matters within the jurisdiction of the Forest Service on the date of enactment of the bill.

(4) The Senate bill requires the Secretary of Agriculture to prepare a National Renewable Resource Assessment. The House amendment requires the Secretary to prepare a Forest and Related Resources Assessment, but limits the Assessment to programs administered by the Forest Service.

The conference substitute adopts the limitation of the House amendment in requiring the preparation of a Renewable Resource Assessment.

(5) The Senate bill requires the preparation of the Assessment not later than December 31, 1974. The House amendment changes the date to December 31, 1975.

The conference substitute adopts the House provision.

(6) Both the Senate bill and the House amendment require that the Assessment include an inventory of present and potential resources. The House amendment provides that the inventory is to be based on information available to the Forest Service and other Federal agencies.

The conference substitute provides that the inventory is to be based on information developed by the Forest Service and other Federal agencies.

(7) The House amendment requires that the Assessment include a detailed study of personnel requirements needed to meet existing and ongoing Forest Service programs. There is no comparable Senate provision.

The conference substitute includes the House provision as part of the Renewable Resource Program that the Secretary of Agriculture is required to prepare.

(8) Both the Senate bill and the House amendment amend section 9 of the McSweeney-McNary Act of 1928 to require comprehensive surveys of the resources of the forest and range lands of the United States. The Senate bill authorizes the appropriation of such sums as may be necessary to carry out the surveys. The House amendment authorizes appropriations not to exceed $20 million in any fiscal year.

The conference substitute adopts the House provision.

(9) The Senate bill requires the Secretary of Agriculture to prepare and transmit to the President a Renewable Resource Program which shall provide for the protection, management, and development of the National Forest System, including forest development roads and trails, for cooperative programs on non-Federal lands, and for research. The House amendment requires the Secretary to prepare and transmit to the President a Forest and Related Resource Program "displaying alternative objectives and associated programs". The House amendment also refers to "cooperative forestry programs" rather than to cooperative programs on non-Federal land.

The conference substitute requires that the Secretary prepare and transmit to the President a recommended Renewable Resource Program. The conference substitute provides that the Program may include alternatives and refers to "cooperative Forest Service Programs".

(10) The House amendment requires that the Secretary of Agriculture, in preparing

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the Program, use information available to the Forest Service and other agencies of the Department of Agriculture, including data prepared pursuant to section 302 of the Rural Development Act. The Senate bill contains no comparable provision.

The conference substitute adopts the House provision.

(11) The Senate bill requires the preparation of the Program not later than December 31, 1974, to cover the five-year period 1975–1980. The House amendment changes the date to December 31 1975, to cover the four-year period 1976-1980.

The conference substitute adopts the House provision.

(12) The Senate bill requires that the Program include a discussion of priorities for accomplishment of "inventoried program needs". The House amendment refers instead to "inventoried program opportunities, with specified costs, outputs, results, and benefits".

The conference substitute adopts the House provision.

(13) The Senate bill requires that the Secretary of Agriculture develop land and resource use plans for the National Forest System coordinated with the land use planning processes of State and local governments and other Federal agencies. The House amendment requires land and resource "management" plans. The Secretary would be required to consult with State and local officials in devising and implementing such plans.

The conference substitute requires land and resource management plans coordinated with the land and resource management planning processes of State and local governments and other Federal agencies.

(14) The Senate bill requires that the Secretary of Agriculture make available to States and other planning organizations the Assessment, resource survey, and Program prepared pursuant to the bill. The House amendment provides that the Secretary may utilize the Assessment, resource surveys, and Program to assist States and other planning organizations.

The conference substitute adopts the House provision.

(15) The Senate bill requires the Secretary of Agriculture to utilize such public participation as he deems appropriate—including public hearings, meetings, and advisory groups—in the development of the Assessment, resource inventories, and Program. There is no comparable House provision.

The conference substitute contains no express public participation provision. The conferees note that, under existing law, the Secretary has authority to provide for needed public participation in the development of the Assessment, resource inventories, and Program.

(16) The Senate bill requires the Congress to hold public hearings on the Assessment and Program and by resolution establish a Statement of Policy to guide the President in framing budget requests. The House amendment requires that the President submit the Statement of Policy, such statement to go into effect unless either the House of Representatives or the Senate adopts a resolution disapproving the statement within 60 days.

The conference substitute adopts the House provision with an amendment providing that Congress may revise or modify the Statement of Policy, and the revised or modified Statement of Policy shall be used in framing budget requests.

Too, in the absence of approval or formulation of Statements of Policy as provided in the bill, the President shall continue to submit budget requests in accordance with policies previously approved.

Although the conference substitute contains no provisions for public hearings, the conferees anticipate that the legislative committees will—as part of the Congressional review process evaluating the Assessment, Program, and Statement of Policy—hold such public hearings as are appropriate.

(17) The Senate bill provides that the President can impound funds appropriated for the purposes of the Statement of Policy adopted by Congress only when (a) the appropriation Act provides specifically for discretion as to such expenditures, or (b) the President finds that because of events occurring subsequent to the enactment of the appropriation Act, such expenditure would fail to accomplish its purpose. The House amendment contains no comparable provision.

The conference substitute deletes the Senate provision, but provides specifically that amounts appropriated to carry out the policies approved under the bill shall be expended in accordance with the Congressional Budget and Impoundment Control Act of 1974.

(18) The Senate bill sets the year 2000 as the target year when (a) all backlogs of needed treatment for renewable resources are reduced to a current basis and (b) the

major portion of planned intensive management procedures are installed and operating on an environmentally sound basis. The House amendment contains no comparable provision.

The conference substitute adopts the Senate provision.

(19) The Senate bill contains an anti-impoundment provision to encourage the Administration's use of appropriated funds for forest development roads and trails rather than relying on construction financed by forest product purchasers. The House amendment contains no comparable provision, but requires that the Secretary of Agriculture prepare and transmit to the Congress an analysis of the various methods of financing the construction of forest development roads, together with his recommendations for financing such roads in the future.

The conference substitute retains the purpose of the Senate provision by providing that the financing of forest development roads by forest product purchasers shall be deemed "budget authority" and "budget outlays" as those terms are defined in the Congressional Budget and Impoundment Control Act of 1974 and effective for any fiscal year only to such extent or in such amounts as are provided in appropriation Acts.

(20) The Senate bill provides that, in applying the authority for financing the construction of forest roads and trails by forest product purchasers, the Secretary of Agriculture is to give due consideration to avoiding actions which may unduly impair revenues received and affect adversely payments to particular counties within the National Forest System. The House amendment contains no comparable provision.

The conference substitute deletes the Senate provision.

(21) The definition of the National Forest System is identical in the Senate bill and the House amendment, except that the House amendment inserts the phrase "federally owned" to make it clear that the System consists of federally owned units of forest range, and related lands.

The conference substitute adopts the House provision.

(22) The House amendment requires the Secretary of Agriculture, in carrying out the bill, to (a) use data available from other Federal, State, and private organizations and (b) avoid duplication and overlap of resource assessment and program planning efforts of other Federal agencies. The Senate bill contains no comparable provision.

The conference substitute adopts the House provision.

W. R. POAGE,
JOSEPH P. VIGORITO,
JOHN R. RARICK,
GEO. A. GOODLING,
LAMAR BAKER,
Managers on the Part of the House.

HERMAN E. TALMADGE,
JAMES O. EASTLAND,
JAMES B. ALLEN,
HUBERT H. HUMPHREY,
GEORGE D. AIKEN,
HENRY BELLMON,
JESSE HELMS,
Managers on the Part of the Senate.

position thereof which the Commission may determine to be inimical to the common defense and security, including regulations or orders designating activities, involving quantities of special nuclear material which in the opinion of the Commission are important to the common defense and security, that may be conducted only by persons whose character, associations, and loyalty shall have been investigated under standards and specifications established by the Commission and as to whom the Commission shall have determined that permitting each such person to conduct the activity will not be inimical to the common defense and security, and (3) to govern any activity authorized pursuant to this Act, including standards and restrictions governing the design, location, and operation of facilities used in the conduct of such activity, in order to protect health and to minimize danger to life or property;".

The Senate bill was ordered to be read a third time, was read the third time and passed, and a motion to reconsider was laid on the table.

A similar House bill, H.R. 15416, was laid on the table.

CONFERENCE REPORT ON S. 2296, FOREST AND RANGELAND RENEWABLE RESOURCES PLANNING ACT OF 1974

Mr. RARICK. Mr. Speaker, I call up the conference report on the Senate bill (S. 2296) to provide for the Forest Service, Department of Agriculture, to protect, develop, and enhance the environment of certain of the Nation's lands and resources, and for other purposes, and ask unanimous consent that the statement of the managers be read in lieu of the report.

The Clerk read the title of the Senate bill.

The SPEAKER. Is there objection to the request of the gentleman from Louisiana?

There was no objection.

The Clerk read the statement.

[For conference report and statement, see proceedings of the House of July 25, 1974.]

Mr. RARICK (during the reading). Mr. Speaker, I ask unanimous consent that the further reading of the statement be dispensed with.

The SPEAKER. Is there objection to the request of the gentleman from Louisiana?

There was no objection.

Mr. RARICK. Mr. Speaker, the purpose of the conference bill, as with the original House bill, is to establish more long-range planning for the National Forest System, and congressional control over management of National Forest System lands.

The major provisions of H.R. 15283 require the administration to prepare a national renewable resource assesment of all such lands and resources and a Forest Service renewable resource program, and that both the assessment and the program be submitted to Congress for review. The administration must also prepare an annual progress report.

The Congress agreed to eliminate a provision allowing limited impoundment of funds appropriated for the act, but specified that the funds shall be expended in accordance with the Congressional Budget and Impoundment Control Act of 1974.

Senate language to set the year 2000 as the operational target year also was adopted by the conferees. By that year, the major portion of planned intensive management procedures are to be operating and all backlogs of needed treatment for renewable resources are to be reduced to a current basis.

The conference substitute also provides, similar to the House bill language, that the Prseident prepare and submit to Congress a statement of policy to guide the framing of budget requests under the act. Congress may revise or modify this statement within 60 days following submission by the President.

The conference substitute contains no express public participation provision, although the conferees noted that under existing law the Secretary of Agriculture has the authority to provide for needed public participation in development of the assessment, program, and resource inventories.

Mr. Speaker, the cost estimate of $4.9 million over the next 5 years remains the same as the original House bill estimate. The bill passed the House by an overwhelming vote and on 16 of 22 points of discussion during the conference. The House bill language was retained or the Senate bill language was deleted to conform with the House bill. The Senate provisions and compromises on the other six points were mainly technical and improved the House bill.

Of particular interest to the Members will be the constructive and helpful compromise relating to funding of national forest development roads and trails. Under the conference substitute, the Secretary of Agriculture will be required to outline his total road program to the Congress in seeking funds for roads. Thus, credits to timber purchasers for roads they construct under timber sales contract arrangements will now be considered as budget outlays and budget authority in accordance with the Budget and Impoundment Control Act. Along with roads constructed directly by the Forest Service with appropriated funds, the Appropriations Act must now cover the "timber purchaser roads," which are funded by credits to the timber purchasers under the timber sales contract. Since these purchaser credits will be budget outlays which will be discharged without the use of appropriated funds, it will be necessary for the new Congressional Budget Office which will be established under the 1974 Budget Act to develop a means to recognize their liquidation on the credit side of the ledger in establishing the annual balance between national income and expenditures.

The committee recognizes that the amounts needed for timber purchaser roads cannot be estimated with precision, since estimates are made between 18 to 24 months in advance of the timber sales themselves, and market and other conditions can influence the degree to which timber purchaser roads can be constructed. Thus, we expect the Secretary of Agriculture and the Appropriations Committees will develop flexible arrangements which will assure that Congress can approve the overall national forest road program including those constructed by timber purchasers, without impeding an orderly and efficient timber sales program by the Forest Service.

This legislation will provide purposeful direction for development and management of the National Forest System. Through analysis and planning it will enable coordination of both the commodity and amenity resources and uses of that system. The renewable resources assessment and renewable resources program to be prepared under the terms of the bill will be the most comprehensive and coordinated situation review and action program statements ever prepared for either the national forests or the associated work of the Forest Service in cooperative programs and research. Provision is made for consideration of alternative programs. Cost-benefit analyses will include consideration of not only direct but indirect returns as well as both tangible and intangible benefits. Development of the renewable resources program will be in accordance with the principles set forth in the Multiple Use-Sustained Yield Act of 1960 and the National Environmental Policy Act of 1969.

The preparation and submission to the Congress of these two statements will provide the basis for a new era in wise long term use of all of the resources of the National Forest System. Enactment of this measure will mark the beginning of a new era of maturity in the development and management of these great resources.

The needs and the desires of the American people, the complexities of our culture and an expanding national economy all impose new and increasing demands on basic natural resources. The forest, as a source of wood, water, recreation, and wildlife and forage for domestic livestock, is uniquely able to respond to these modern challenges—with man's consistent and dedicated assistance. And, in yielding all of these benefits to man, the forests demand a level of management recognizing their esthetic and environmental qualities.

This accommodation between man and nature, between human necessities and human desires, with full appreciation of the forest's timeless meanings of different things to different men, is essence of the Forest and Rangeland Renewable Resources Planning Act of 1974.

The details of sound forest management will vary with locality and by objectives of ownership but, overall, the purpose of sound planning over prolonged periods will be to attain full considerations. The general trend of forest management has been toward achieving full production with the aid of continuing research and improved technology. Substantial improvement in direction and magnitude must be made, however, to meet the requirements of the future. These opportunities are inherent in the legislation before us. Passage of this bill will enable the Nation to accelerate application of advanced management practices which will give maximum sustained

production to the economy and contribute fully to the welfare and enjoyment of its citizens.

Any forest, managed below its full potential to return the benefits the owner seeks, fails to realize its role in the well-being and security of the Nation and its people. We are on the threshold of a new day in forest management when the desert will literally blossom like the rose.

Mr. Speaker, I urge the adoption of the conference report so that the Congress can move forward in establishing a long-range planning program to provide maximum use and protection of our National Forest lands.

[Mr. RARICK asked and was given permission to revise and extend his remarks.]

Mr. WYATT. Mr. Speaker, will the gentleman yield?

Mr. RARICK. I yield to the gentleman from Oregon.

Mr. WYATT. I thank the gentleman for yielding.

Mr. Speaker, I would congratulate the conferees on an excellent job in bringing back to the House essentially the House bill. This bill, when passed by the House and passed by the Senate on the conference report I am advised tomorrow, will be a long and important step forward in a meaningful, long-range, sensible management of the forest resources that this Nation has. I am advised again that the legislation liaison people in the executive department will advise the President to sign this bill when the conference report is passed.

Mr. GOODLING. Mr. Speaker, I wish to associate myself with the remarks of the gentleman from Louisiana. I happen to be one who believes our forests are a renewable resource. In other words, we can have our cake and eat it, too. This bill is designed to do just that. This is a step in the right direction, I believe, and I trust that this bill will pass.

(Mr. JOHNSON of Pennsylvania asked and was given permission to revise and extend his remarks.)

Mr. EVANS of Colorado. Mr. Speaker, I strongly support the adoption of the conference report on S. 2296, the Forest and Rangeland Renewable Resources Planning Act of 1974. I was a cosponsor of this legislation in the House, and am pleased to see S. 2296 brought to the floor for final approval.

As a member of the Appropriations Committee and the subcommittee with jurisdiction over the Forest Service, I have found myself facing the task of trying to determine whether the budget request for a given program represents a sound mix of funding to meet current as well as future needs. In the absence of an agreed upon set of goals or priorities, this problem is complicated by the need to balance the fiscal requirements of competing programs.

In the area of natural resources it is always easy to defer those actions that have long-term benefits, and difficult to provide the funds to meet current and ongoing needs. This has been true under both Democratic and Republican administrations. The current reforestation backlog and inadequate recreation facilities on the national forestlands bear testimony to this fact.

The need to balance funding for various programs is complicated in the field of natural resources because an effective multiple-use program must strike a sound balance of effort. In addition, our forest and range resources are both publicly and privately held. We have programs designed to foster private initiative and we have others that govern the level of activity on the public lands. Each of these must also be balanced if we are going to secure the resources that our Nation needs.

This bill will provide a framework for policymaking that will enable both the Executive and the Congress to do a better job of managing our national forests and rangelands.

The Secretary of Agriculture is directed to prepare a renewable resource assessment which is to be periodically updated. It will serve as a basic body of data and information on which informed decision can be based. In my work on the House Appropriations Subcommittee on Interior and Related Agencies it has been a shock to find out how little the Federal Government really knows about the public's resources.

In addition to preparing the assessment, the Secretary of Agriculture shall prepare a recommended renewable resources program. This too is to be updated periodically.

The President shall transmit to the Congress the assessment and program along with a detailed statement of policy intended for use in framing budget requests for the Forest Service. The Congress then has 60 days to review the statement of policy and act to revise or disapprove it.

An annual report is to be submitted to Congress with the budget expressing in qualitative and guantitative terms the extent to which the programs projected meet the policies approved by Congress.

S. 2296 is in the same spirit as the Congressional Budget and Impoundment Control Act of 1974. It will give Congress more control over the Forest Service budget, and allow both Congress and the Executive to make more informed judgments on Forest Service programs. S. 2296 will assist in setting national priorities for renewable resource management that recognizes the long term needs of our national forests and rangelands.

I commend both the distinguished chairman of the Agriculture Committee, (Mr. POAGE) and the distinguished chairman of the Subcommittee on Forests (Mr. RARICK) for the fine job they have done in developing this legislation.

Mr. RARICK. Mr. Speaker, I have no further requests for time.

The SPEAKER. Without objection, the previous question is ordered on the conference report.

There was no objection.

The SPEAKER. The question is on the conference report.

The conference report was agreed to.

A motion to reconsider was laid on the table.

COMMUNITY DEVELOPMENT AND FLEXIBILITY IN URBAN TRANSPORTATION POLICIES—MESSAGE FROM THE PRESIDENT OF THE UNITED STATES (H. DOC. NO. 93-328)

The SPEAKER laid before the House the following message from the President of the United States; which was read and, together with the accompanying papers, referred to the Committee on Banking and Currency and ordered to be printed:

To the Congress of the United States:

The promotion of desirable community development and flexibility in urban transportation policies are principal goals of this administration.

It is clear that in order to promote the orderly development of urban areas according to local priorities, our efforts should be focused on measures which better integrate and coordinate all modes of transportation in urban areas with other physical and social programs. Moreover, State and local governments should be given greater participation in major decisions in the use of Federal programs affecting community development.

I am pleased to submit to the Congress this report which summarizes the many ways in which the executive branch of the Federal Government is working to effect significant improvements toward that end.

The report was prepared jointly by the Departments of Transportation and of Housing and Urban Development as required by section 4(g) of the Department of Transportation Act of 1966. In particular, it documents the cooperative efforts on legislative proposals, policies and activities that are being taken by this administration to assure that urban transportation systems most effectively serve both national transportation needs and the development policies of individual urban areas.

I commend this report to the attention of the Congress.

RICHARD NIXON.

THE WHITE HOUSE, *August 1, 1974.*

WORLD WEATHER PROGRAM—MESSAGE FROM THE PRESIDENT OF THE UNITED STATES

The SPEAKER laid before the House the following message from the President of the United States; which was read and, together with the accompanying papers, referred to the Committee on Interstate and Foreign Commerce:

To the Congress of the United States:

A well-known maxim says, "Everybody talks about the weather, but nobody does anything about it."

That maxim is no longer valid. We are confident that the knowledge of weather we are gaining through studies and experiments carried out under the World Weather Program will give man the understanding, tools and techniques necessary to cope with his atmosphere.

We are continuing to make substantial

Cederberg	Kluczynski	Roncallo, N.Y.
Chamberlain	Koch	Rooney, Pa.
Chisholm	Kyros	Rosenthal
Clay	Latta	Roush
Cohen	Leggett	Roy
Collins, Ill.	Long, La.	Ruppe
Conable	Lott	Ryan
Conte	Luken	St Germain
Conyers	McClory	Sandman
Corman	McCormack	Sarasin
Cotter	McDade	Sarbanes
Coughlin	McFall	Schneebeli
Cronin	McKay	Schroeder
Daniel, Dan	McKinney	Sebelius
Danielson	Macdonald	Shriver
Davis, Wis.	Mahon	Sikes
Delaney	Mallary	Skubitz
Dellenback	Mann	Smith, N.Y.
Dellums	Martin, N.C.	Staggers
Dennis	Mathias, Calif.	Stanton,
Donohue	Matsunaga	J. William
Downing	Mayne	Stanton,
Drinan	Mazzoli	James V.
du Pont	Melcher	Stark
Eckhardt	Metcalfe	Steed
Edwards, Calif.	Mezvinsky	Steele
Eilberg	Milford	Steiger, Wis.
Esch	Minish	Stephens
Eshleman	Mink	Stokes
Evans, Colo.	Mitchell, Md.	Stratton
Fascell	Moakley	Studds
Findley	Morgan	Symington
Fisher	Mosher	Talcott
Flood	Murphy, Ill.	Thompson, N.J.
Foley	Murphy, N.Y.	Thomson, Wis.
Ford	Murtha	Thornton
Forsythe	Myers	Tiernan
Fraser	Natcher	Traxler
Frelinghuysen	Nedzi	Treen
Frenzel	Nelsen	Udall
Fuqua	Nix	Ullman
Gettys	Obey	Van Deerlin
Giaimo	O'Hara	Vander Jagt
Gibbons	O'Neill	Vander Veen
Grasso	Owens	Vigorito
Gray	Parris	Waggonner
Green, Pa.	Patman	Waldie
Grover	Patten	Walsh
Gubser	Pepper	Ware
Gude	Perkins	Whalen
Guyer	Pettis	White
Hamilton	Peyser	Whitehurst
Hanley	Pickle	Widnall
Hansen, Idaho	Pike	Wiggins
Harrington	Price, Ill.	Williams
Hastings	Pritchard	Wilson,
Hawkins	Quie	Charles, Tex.
Helstoski	Railsback	Winn
Hicks	Rangel	Wolff
Hosmer	Rees	Wright
Howard	Reuss	Wyatt
Johnson, Calif.	Rhodes	Wydler
Johnson, Pa.	Riegle	Wylie
Jordan	Roberts	Yates
Karth	Robison, N.Y.	Young, Ga.
Kastenmeier	Rodino	Young, Ill.
Kazen	Roe	Young, Tex.
King	Roncallo, Wyo.	Zablocki

NOES—115

Addabbo	Frey	Michel
Archer	Froehlich	Miller
Ashbrook	Fulton	Minshall, Ohio
Bafalis	Gaydos	Mitchell, N.Y.
Baker	Gilman	Mollohan
Bauman	Ginn	Moorhead,
Beard	Goldwater	Calif.
Bennett	Gross	Moss
Biaggi	Haley	O'Brien
Bray	Hammer-	Poage
Brinkley	schmidt	Preyer
Burgener	Harsha	Price, Tex.
Burke, Fla.	Hays	Quillen
Burlison, Mo.	Hechler, W. Va.	Randall
Camp	Henderson	Rarick
Chappell	Hillis	Regula
Clancy	Hinshaw	Rinaldo
Clark	Hogan	Robinson, Va.
Clausen,	Holt	Rogers
Don H.	Holtzman	Rose
Clawson, Del	Hudnut	Rousselot
Cleveland	Hungate	Roybal
Collier	Hunt	Runnels
Collins, Tex.	Hutchinson	Ruth
Conlan	Ichord	Satterfield
Crane	Jarman	Selberling
Daniel, Robert	Jones, N.C.	Shipley
W., Jr.	Jones, Okla.	Shuster
Davis, S.C.	Kemp	Slack
Denholm	Lagomarsino	Snyder
Dent	Landgrebe	Spence
Derwinski	Litton	Steelman
Devine	Long, Md.	Stubblefield
Duncan	McCollister	Symms
Flynt	Madigan	Taylor, N.C.
Fountain	Maraziti	Teague
Towell, Nev.	Wilson, Bob	Young, Alaska
Vanik	Wilson,	Young, Fla.
Veysey	Charles H.,	Zion
Wampler	Calif.	
Whitten	Yatron	

ANSWERED "PRESENT"—1

Gonzalez

NOT VOTING—80

Andrews, N.C.	Fish	Madden
Arends	Flowers	Martin, Nebr.
Armstrong	Goodling	Mathis, Ga.
Bell	Green, Oreg.	Meeds
Bergland	Griffiths	Mills
Bevill	Gunter	Mizell
Bolling	Hanna	Montgomery
Brasco	Hanrahan	Moorhead, Pa.
Breckinridge	Hansen, Wash.	Nichols
Burke, Calif.	Hébert	Passman
Byron	Heckler, Mass.	Podell
Carey, N.Y.	Heinz	Powell, Ohio
Carney, Ohio	Holifield	Reid
Cochran	Horton	Rooney, N.Y.
Culver	Huber	Rostenkowski
Daniels,	Johnson, Colo.	Scherle
Dominick V.	Jones, Ala.	Shoup
Davis, Ga.	Jones, Tenn.	Sisk
de la Garza	Ketchum	Smith, Iowa
Dickinson	Kuykendall	Steiger, Ariz.
Diggs	Landrum	Stuckey
Dingell	Lehman	Sullivan
Dorn	Lent	Taylor, Mo.
Dulski	Lujan	Thone
Edwards, Ala.	McCloskey	Wyman
Erlenborn	McEwen	Young, S.C.
Evins, Tenn.	McSpadden	Zwach

So (two-thirds having voted in favor thereof), the rules were suspended and the Senate joint resolution was passed.

The Clerk announced the following pairs:

On this vote:

Mr. Rostenkowski and Mrs. Sullivan for, with Mr. Bevill against.

Mr. Erlenborn and Mr. Hébert for, with Mr. Byron against.

Mr. Horton and Mr. Brasco for, with Mr. Mathis of Georgia against.

Mrs. Heckler of Massachusetts and Mr. Rooney of New York for, with Mr. Montgomery against.

Mr. McCloskey and Mr. Podell for, with Mr. Nichols against.

Mr. Fish and Mr. Moorhead of Pennsylvania for, with Mr. Dickinson against.

Mr. Arends and Mr. Bergland for, with Mr. Martin of Nebraska against.

Mr. Heinz and Mrs. Burke of California for, with Mr. Powell of Ohio against.

Mr. McEwen and Mr. Sisk for, with Mr. Steiger of Arizona against.

Mr. Lent and Mr. Madden for, with Mr. Scherle against.

Mr. Dulski and Mr. de la Garza for, with Mr. Lujan against.

Mr. Taylor of Missouri and Mr. Dominick V. Daniels for, with Mr. Kuykendall against.

Mr. Carey of New York and Mr. Carney of Ohio for, with Mr. Goodling against.

Mr. Diggs and Mr. Reid for, with Mr. Stuckey against.

Until further notice:

Mr. Dingell with Mr. Dorn.

Mr. Evins of Tennessee with Mrs. Green of Oregon.

Mr. Jones of Tennessee with Mrs. Griffiths.

Mr. Hanna with Mrs. Hansen of Washington.

Mr. Andrews of North Carolina with Mr. Bell.

Mr. Gunter with Mr. Huber.

Mr. Meeds with Mr. Cochran.

Mr. Culver with Mr. Edwards of Alabama.

Mr. Davis of Georgia with Mr. Hanrahan.

Mr. Holifield with Mr. Landrum.

Mr. Mills with Mr. McSpadden.

Mr. Mizell with Mr. Passman.

Mr. Smith of Iowa with Mr. Shoup.

Mr. Thone with Mr. Wyman.

Mr. Breckinridge with Mr. Zwach.

Mr. Flowers with Mr. Jones of Alabama.

The result of the vote was announced as above recorded.

A motion to reconsider was laid on the table.

GENERAL LEAVE

Mr. PATMAN. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks on the Senate joint resolution just passed.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

FOREST AND RELATED RESOURCES PLANNING ACT OF 1974

Mr. RARICK. Mr. Speaker, I move to suspend the rules and pass the bill (H.R. 15283) to provide for the Forest Service, Department of Agriculture, to protect, develop, and enhance the productivity and environmental values of certain of the Nation's lands and resources, and for other purposes, as amended.

The Clerk read as follows:

H.R. 15283

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Forest and Related Resources Planning Act of 1974".

SEC. 2. FOREST AND RELATED RESOURCES ASSESSMENT.—(a) In recognition of the vital importance of America's forest and related resources to the Nation's social and economic well-being, and of the necessity for a long-term perspective in planning and undertaking forest and related resource programs administered by the Forest Service, the Secretary of Agriculture shall prepare a Forest and Related Resources Assessment (hereinafter called the "Assessment"). The Assessment shall be prepared not later than December 31, 1975, and shall be updated during 1979 and each tenth year thereafter, and shall include but not be limited to—

(1) an analysis of present and anticipated uses, demand for, and supply of the forest and related resources, with consideration of the international forest resource situation, and an analysis of pertinent supply and demand and price relationship trends;

(2) an inventory, based on information available to the Forest Service and other Federal agencies, of present and potential forest and related resources, and an evaluation of opportunities for improving their yield of tangible and intangible goods and services, together with estimates of investment costs and direct and indirect returns to the Federal Government;

(3) a description of Forest Service programs and responsibilities in research, cooperative programs, and management of the National Forest System, their interrelationships, and the relationship of these programs and responsibilities to public and private activities;

(4) a detailed study of personnel requirements as needed to satisfy existing and ongoing programs; and

(5) a discussion of important policy considerations, laws, regulations, and other factors expected to significantly influence and affect the use, ownership, and management of forest and related resource lands.

(b) To assure the availability of adequate data and scientific information needed for development of the Assessment, section 9 of the McSweeney-McNary Act of May 22, 1928

(45 Stat. 702, as amended, 16 U.S.C. 581h), is hereby amended to read as follows:

"The Secretary of Agriculture is hereby authorized and directed to make and keep current a comprehensive survey and analysis of the present and prospective conditions of and requirements for the forest and related resources of the United States, its territories and possessions, and of the supplies of such renewable resources, including a determination of the present and potential productivity of the land, and of such other facts as may be necessary and useful in the determination of ways and means needed to balance the demand for and supply of these renewable resources, benefits and uses in meeting the needs of the people of the United States. The Secretary shall carry out the survey and analysis under such plans as he may determine to be fair and equitable, and cooperate with appropriate officials of each State, territory, or possession of the United States, and either through them or directly with private or other agencies. There is authorized to be appropriated not to exceed $20,000,000 in any fiscal year to carry out the purposes of this section."

SEC. 3. FOREST AND RELATED RESOURCES PROGRAM.—In order to provide for periodic review of programs for management and administration of the National Forest System, for forest and related resource research, for cooperative State and private forest programs, and for conduct of other Forest Service activities in relation to the findings of the Assessment, the Secretary of Agriculture, utilizing information available to the Forest Service and other agencies within the Department of Agriculture, including data prepared pursuant to section 302 of the Rural Development Act of 1972 shall prepare and transmit to the President a Forest and Related Resource Program (hereinafter called the "Program") displaying alternative objectives and associated programs which shall provide in appropriate detail for protection, management, and development of the National Forest System, including forest development roads and trails; for cooperative forestry programs; and for forest and related resources research. The Program shall be developed in accordance with principles set forth in the Multiple-Use Sustained-Yield Act of June 12, 1960 (74 Stat. 215; 16 U.S.C. 528–31), and the National Environmental Policy Act of 1969 (86 Stat. 852; 42 U.S.C. 4321–47). The Program shall be prepared not later than December 31, 1975, to cover the four-year period beginning July 1, 1976, and at least each of the four fiscal decades next following such period, and shall be updated no later than during the first half of the fiscal year ending June 30, 1980, and the first half of each fifth fiscal year thereafter to cover at least each of the four fiscal decades beginning next after such updating. The Program shall include, but not be limited to—

(1) An inventory of specific needs and opportunities for both public and private program investments. The inventory shall differentiate between activities which are of a capital nature and those which are of an operational nature.

(2) Specific identification of Program outputs, results anticipated, and benefits associated with investments in such a manner that the anticipated costs can be directly compared with the total related benefits and direct and indirect returns to the Federal Government.

(3) A discussion of priorities for accomplishment of inventoried program opportunities, with specified costs, outputs, results, and benefits.

SEC. 4. NATIONAL FOREST SYSTEM RESOURCE INVENTORIES.—As part of the Assessment the Secretary of Agriculture shall develop and maintain on a continuing basis a comprehensive and appropriately detailed inventory of all National Forest Systems lands and resources. This inventory shall be kept current so as to reflect changes in conditions and identify new and emerging resources and values.

SEC. 5. NATIONAL FOREST SYSTEM RESOURCE PLANNING.—(a) As a part of the Program provided for by section 3 of this Act, the Secretary shall develop, maintain, and, as appropriate, revise land and resource management plans for units of the National Forest System: *Provided*, That the Secretary shall consult with the appropriate State and local officials in devising and implementing such land and resource management plans for units of the National Forest System.

(b) In the development and maintenance of land management plans for use on units of the National Forest System the Secretary shall use a systematic interdisciplinary approach to achieve integrated consideration of physical, biological, economic, and other sciences.

SEC. 6. COOPERATION IN RESOURCE PLANNING.—The Secretary may utilize the assessment, resource surveys, and programs prepared pursuant to this Act to assist States and other organizations in proposing the planning for the protection, use, and management of forest and related resources on non-Federal land.

SEC. 7. NATIONAL PARTICIPATION.—(a) On the date Congress first convenes in 1976 and thereafter following each updating of the Assessment and the Program, the President shall transmit to the Speaker of the House of Representatives and the President of the Senate, when Congress convenes, the Assessment as set forth in section 2 of this Act and the Program as set forth in section 3 of this Act, together with a detailed Statement of Policy intended to be used in framing budget requests by that Administration for Forest Service activities for the five- or ten-year program period beginning during the term of such Congress for such further action deemed appropriate by the Congress. Following the transmission of such Assessment, Program, and Statement of Policy, the President shall, subject to other actions of the Congress, carry out programs already established by law in accordance with such Statement of Policy or any subsequent amendment or modification thereof approved by the Congress, unless, before the end of the first period of sixty calendar days of continuous session of Congress after the date on which the President of the Senate and the Speaker of the House are recipients of the transmission of such Assessment, Program, and Statement of Policy, either House adopts a resolution reported by the appropriate committee of jurisdiction disapproving the Statement of Policy. For the purpose of this subsection the continuity of a session shall be deemed to be broken only by an adjournment sine die, and the days on which either House is not in session because of an adjournment of more than three days to a day certain shall be excluded in the computation of the sixty-day period.

(b) Commencing with the fiscal budget for the year ending June 30, 1977, requests presented by the President to the Congress governing Forest Service activities shall express in qualitative and quantitative terms the extent to which the Programs and policies projected under the budget meet the policies approved by the Congress in accordance with subsection (a) of this section. In any case in which such budget so presented recommends a course which fails to meet the policies so established, the President shall specifically set forth the reason or reasons for requesting the Congress to approve the lesser programs or policies presented.

(c) For the purpose of providing information that will aid Congress in its oversight responsibilities and improve the accountability of agency expenditures and activities, the Secretary shall prepare an annual report which evaluates the component elements of the Program required to be prepared by section 3 of this Act which shall be furnished to the Congress at the time of submission of the annual fiscal budget commencing with the third fiscal year after the enactment of this Act.

(d) These annual evaluation reports shall set forth progress in implementing the Program required to be prepared by section 3 of this Act together with accomplishments of this Program as they relate to the objectives of the Assessment. Objectives should be set forth in qualitative and quantitative terms and accomplishments should be reported accordingly. The report shall contain appropriate measurements of pertinent costs and benefits. The evaluation shall assess the balance between economic factors and environmental quality factors. Program benefits shall include, but not be limited to, environmental quality factors such as esthetics, public access, wildlife habitat, recreational and wilderness use, and economic factors such as the excess of cost savings over the value of foregone benefits and the rate of return on renewable resources.

(e) The reports shall indicate plans for implementing corrective action and recommendations for new legislation where warranted.

(f) The reports shall be structured for Congress in concise summary form with necessary detailed data in appendices.

SEC. 8. TRANSPORTATION SYSTEM.—The Congress declares that the installation of a proper system of transportation to service the National Forest System, as is provided for in Public Law 88–657, the Act of October 13, 1964 (16 U.S.C. 532–538), shall be carried forward in time to meet anticipated needs on an economical and environmentally sound basis, and the method chosen for financing the construction and maintenance of the transportation system should be such as to enhance local, regional, and national benefits. Within one year following enactment of this Act, the Secretary of Agriculture shall prepare and transmit to the Congress an indepth analysis of the various methods of financing the construction of forest development roads together with his recommendations for financing such roads in the future. The analysis shall display the specified costs, results, and benefits of each method of financing forest development roads including the impact of each financing method upon (a) revenue paid the States and counties from national forest receipts and (b) the forest development road and trail funds as provided in the Act of March 14, 1913 (16 U.S.C. 501).

SEC. 9. (a) NATIONAL FOREST SYSTEM DEFINED.—Congress declares that the National Forest System consists of units of federally owned forest, range, and related lands throughout the United States and its territories, united into a nationally significant system dedicated to the long-term benefit for present and future generations, and that it is the purpose of this section to include all such areas into one integral system. The "National Forest System" shall include all national forest lands reserved or withdrawn from the public domain of the United States, all national forest lands acquired through purchase, exchange, donation, or other means, the national grasslands and land utilization projects administered under title III of the Bankhead-Jones Farm Tenant Act (50 Stat. 525, 7 U.S.C. 1010–1012) and other lands, waters, or interests therein which are administered by the Forest Service or are designated for administration through the Forest Service as a part of said system.

(b) ORGANIZATION.—The on-the-ground field offices, field supervisory offices, and regional offices of the Forest Service shall be so situated as to provide the optimum level of convenient, useful services to the public,

giving priority to the maintenance and location of facilities in rural areas and towns near the national forest and Forest Service program locations in accordance with the standards in section 901(b) of the Act of November 30, 1970 (84 Stat. 1383), as amended.

SEC. 10. In carrying out this Act, the Secretary of Agriculture shall utilize information and data available from other Federal, State, and private organizations and shall avoid duplication and overlap of resource assessment and program planning efforts of other Federal agencies. The term "forest and related resources" shall be construed to involve those matters within the scope of responsibilities and authorities of the Forest Service on the date of this Act.

The SPEAKER. Is a second demanded?

Mr. BAKER. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

Mr. RARICK. Mr. Speaker, I yield myself such time as I may consume.

(Mr. RARICK asked and was given permission to revise and extend his remarks.)

Mr. RARICK. Mr. Speaker, the purpose of the legislation before us is to provide for the protection, development, and environmental enhancement of certain of the Nation's lands and resources. It provides for wise and orderly development of the renewable resources of the forests, range, and associated lands. The intent of the legislation is to establish more and better long-range planning to insure logical programs to preserve the forests. This also involves congressional control over the management activities and appropriation processes of the national forest system lands.

The bill's major provisions require—

First. The administration to prepare a national renewable resource assessment of all such lands and resources, and a Forest Service renewable resource program;

Second. The submission of both the assessment and the program to Congress for review;

Third. The accountability for those budget requests that are insufficient to meet the goals outlined in the national policy statement; and

Fourth. The preparation of an annual progress report by the administration.

In essence, the bill's major provisions reform current procedures for establishing and attaining national goals for the national forest system management and related activities of the Forest Service in research and cooperative programs on other lands. It provides for better resource inventories and analyses of short-term and long-term uses, demands, and supplies of renewable resources. Where presently only the Forest Service and the administration set program goals and policies, under the proposed legislation both the administration and Congress, will jointly establish such goals and policies.

Other positive aspects of the bill will give Congress and the public a greater role in the decisionmaking process of national goals and policies for national forest system land management and provide for a systematic and comprehensive analysis of resource goals, both short and long term, and a periodic review to update programs and policies.

Mr. Speaker, at the beginning of the 93d Congress the Nation was caught in a serious timber supply-demand-price squeeze. Hearings were held by the Committees on Banking, Housing and Urban Affairs and Banking and Currency because of the serious lumber shortages facing the housing industry in some areas of the country. Bills were introduced in both Chambers to regulate log exports to guarantee sufficient domestic supplies. Realizing the contribution which private forest lands must make to assure adequate supplies of timber in the future, the committee included in the Agriculture Consumer Protection Act—Public Law 93-86—a pilot program to provide incentives to private forest landowners to encourage forest landowners to increase timber production or other resource improvements on private lands.

During this period two major reports were released by the Executive, one by the President's Advisory Panel on Timber and the Environment, the other by the Forest Service entitled "Outlook for Timber in the United States." Both reports concluded that significant improvements in management of the Nation's forest and related resources must occur if future demands for these resources are to be met at reasonable prices.

Appropriately Congress turned its attention to the management of the national forests. During appropriations hearings on the Forest Service fiscal year 1974 budget request it was established that the Forest Service was facing a reduction of some 1,500 personnel in fiscal year 1974. It was also established that funding requests for management of the national forests was far short of the needs for reforestation and timber stand improvement on national forest lands.

In response, bills were introduced in the Senate to provide for long-term investments in timber and other resources of the national forests and to assure an adequate funding base for managing national forest resources.

Hearings were held on some of these bills before the Senate Committee on Agriculture and Forestry. The administration testified that special funds from national forests receipts would not be sufficient to cover national forest investments. Conflicting testimony from timber industry spokesmen and conservation organizations raised questions about placing priority on only one of the forest timber resources. Durng the hearings it also became clear that the Congress lacked a useful framework for considering legislation to establish long-range forest policy.

On November 7, 1973, I introduced H.R. 11320 in the House to provide such framework. H.R. 15283 is a successor bill.

H.R. 15283 is landmark forestry legislation. Under the bill the Forest Service would be required by statute to engage in long term planning. Until now the Congress has had inadequate and incomplete information about which to make annual appropriation decisions for Federal forestry efforts. In the absence of a long-term program for the national forests, the Congress could only determine the cumulative effect of annual budget and appropriation decisions after the fact.

The assessment called for in H.R. 15283 will place before the Congress comprehensive data on the state of our Nation's forests and related resources and the anticipated demand, supply, use, and price of these resources. The accompanying resource program in which the President will recommend future forestry program objectives and levels of funding will give the Congress a foundation on which to review program accomplishments, evaluate the effectiveness of current forest policy, and establish meaningful forestry goals. Both the Congress and the Executive will have the tools now to develop sound plans and policies for the future of forests and related resources. And the public will also for the first time have the opportunity to view the total forest resource situation and the outlook for the future.

The need for legislation to provide a long-term perspective on the Nation's forest and related resources has been recognized by conservation groups as well as commodity users of the national forests. Also, in his report to the committee on H.R. 11320, the Secretary of Agriculture acknowledged the need for a "better defined, long-range perspective on national forestry programs" and noted that such a long-range view is a "prerequisite to meeting future demands for forests and related resources." The Secretary further pointed out that the formulation of sound national forestry goals, establishment of meaningful investment priorities, and forestry program accomplishment would benefit from joint consideration by the Congress and the administration.

The Forest and Related Resources Planning Act of 1974 is the latest in a long line of legislation expressing the intent of Congress to guide the Nation's forest policy, and is in consonance with the Organic Act of 1897, the Multiple Use Act of 1960, Wilderness Act of 1964, and the National Environmental Policy Act of 1969.

As such, it is a substantial step forward. This bill would assure that Congress, and through it, the whole nation, would have at hand the necessary and essential facts upon which to base wise decisions to direct policy for the national forests. In this way, Congress will enhance its historic oversight role while providing for an orderly process for more careful planning for the national forests and related resources.

Mr. Speaker, the committee amendment represents a technical change and is perfecting. The committee agreed to delete the word "two" on page 10, line 10, and insert in lieu thereof the word "the". This amendment is perfecting and does give the Secretary some degree of discretion in recommending changes in the method of financing the construction of forest development roads.

Mr. Speaker, the bill before us was reported by unanimous voice, there is no committee. So far as I know, there is no dissent from the basic concept of the bill before us. I urge the adoption of the

bill before us so that the Congress can proceed to provide for wise and orderly development of the renewable resources of the forests and related resources.

(Mr. BAKER asked and was given permission to revise and extend his remarks.)

Mr. BAKER. Mr. Speaker, I yield myself such time as I may consume.

Mr. Speaker, I rise in support of H.R. 15283, the Forest and Related Resources Planning Act.

This legislation, which is based on the recommendations of a Presidential Task Force on Timber and the Environment, has been thoroughly considered by the Subcommittee on Forests of which I am a member.

The bill has the support of the U.S. Forest Service and was reported without dissent by the full Committee on Agriculture.

As far as I know, there is no serious objection to the enactment of this legislation.

The basic thrust of this bill is to establish a long-range planning effort for the development of America's public resources on the lands administered by the U.S. Forest Service. All too often in the past, the priority for effective and coordinated planning about the use of these precious resources has not been given the high priority it needs. This bill seeks to do so in several ways:

First, it requires the administration to prepare a national renewable resource assessment of all such lands and resources, and a Forest Service renewable resource program.

Second, it requires the submission of both the assessment and the program to Congress for review.

Third, it provides for the accountability for those budget requests that are insufficient to meet the goals outlined in the national policy statement.

Finally, it mandates the preparation of an annual progress report by the administration.

At one point this bill was enmeshed in a dispute over mandatory spending and impoundment issues entirely collateral to the merits of the long-range planning efforts established by the bill. The Forests Subcommittee and the full committee have dealt with that problem by deleting these provisions, but we do insist that there be concrete and positive action by the administration as well as offering the Congress an appropriate voice in the development of this important program.

In summary, this bill is needed in order to bring greater coordination and thought into the use and management of a resource which our country has been blessed with and which if used wisely in the years ahead will bring greater benefit to all our citizens.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. BAKER. Certainly, I yield to the gentleman from Iowa.

Mr. GROSS. Mr. Speaker, I have a question concerning the cost of this bill.

On page 11 of the report it is indicated that the cost is $2.9 million a year. On page 4 of the bill it states:

There is authorized to be appropriated not to exceed $20 million in the fiscal year to carry out the purposes of this section.

What is the annual cost of this bill?

Mr. BAKER. The authorization is an increase from $5 million to $20 million, but it is estimated that the initial cost in the first year will be $700,000, and in the fourth year it would be $2.9 million, according to our report.

Mr. GROSS. Is the life of this authorization 4 years?

Mr. BAKER. It is permanent legislation.

Mr. GROSS. Permanent legislation?

Mr. BAKER. Yes.

Mr. GROSS. So that it can go on indefinitely?

Mr. BAKER. But the moneys would have to be appropriated year by year.

Mr. GROSS. I understand that, but this would authorize a $20 million annual appropriation each fiscal year into infinity; is that right?

Mr. BAKER. The authorization in the bill, I would say to the gentleman from Iowa, provides money for these purposes, and that any money we spend for natural resources and reforestation in our forests so as to provide timber for the Nation and to develop wood products for our consuming public, would not be a high price even if we had to use it, but I do not think we will.

Mr. GROSS. What does the gentleman think would be used each year?

Mr. BAKER. I think we would use what the report cites there.

Mr. GROSS. $2,900,000?

Mr. BAKER. The Forest Service estimates $2.9 million in the fourth year.

Mr. GROSS. I am disturbed, I will say very frankly to the gentleman, by this authorization of $20 million for each fiscal year into the unknown future; this projected obligation.

Mr. BAKER. There is a good probability, the gentleman knows, of getting money back from the Forest Service through timber harvest, and we have been getting that year after year. With a higher yield, we should get more so that we have the opportunity of recovering something.

Mr. GROSS. How will that be returned to the Treasury?

Mr. BAKER. It is not returned to the Treasury directly, but it is returned to the Treasury through the wood products industry.

Mr. DELLENBACK. Mr. Speaker, will the gentleman yield?

Mr. BAKER. I yield to the gentleman from Oregon.

Mr. DELLENBACK. I appreciate the gentleman's yielding.

Mr. Speaker, in response to the very good question of the gentleman from Iowa, under the projection of the bill there would be a much more coordinated management and, hopefully, yield from the national forests. The proceeds of the national forests go at the present time 25 percent to the area and 75 percent to the general fund of the Treasury, so that anything which increases the yield from the national forests under the present practices will return in this particular circumstance many times over in dollars to the general fund and, thus directly affect our economic balances.

Mr. BAKER. I thank the gentleman for the informative statement.

Mr. GROSS. Mr. Speaker, if the gentleman will yield further, I hope that is the case, but that is very often not the way things turn out. Somehow or other they find ways and means of siphoning off funds of this type, siphoning them off and spending them in other directions, and they never get back to the Treasury.

Mr. DELLENBACK. Mr. Speaker, will the gentleman yield?

Mr. BAKER. I yield to the gentleman from Oregon.

Mr. DELLENBACK. I appreciate the gentleman's yielding.

If I may make an additional comment on that, I understand the concern of the gentleman from Iowa and why he says that this is a very unusual circumstance. Those of us who come from the foresting areas realize that it is a very unusual circumstance, and this is one of the things that has so deeply concerned us when the Office of Management and Budget has been unwilling to make the additional dollars available which will not only improve the yield of the forests, which will not only make the raw material available as the Nation needs it, but actually, uniquie as it may be, will actually yield additional dollars to the general fund.

(Mr. DELLENBACK asked and was given permission to revise and extend his remarks.)

Mr. BAKER. I thank the gentleman for his statement.

Mr. Speaker, I yield 2 minutes to the gentleman from Oregon (Mr. WYATT).

(Mr. WYATT asked and was given permission to revise and extend his remarks.)

Mr. BAKER. Mr. Speaker, I yield such time as he may consume to the gentleman from Arkansas (Mr. HAMMERSCHMIDT).

(Mr. HAMMERSCHMIDT asked and was given permission to revise and extend his remarks.)

Mr. HAMMERSCHMIDT. Mr. Speaker, I rise in support of H.R. 15283, Forest and Related Resources Planning Act. In my judgment, this legislation directing the U.S. Forest Service to conduct various studies in order to develop the productivity levels and environmental values of the Nation's forest lands and related resources is of great importance in meeting the multiple demands of the future. The American people have been blessed with a land which is richly endowed with a variety of wealth in its forest resources. Since its creation by Congress in 1911, the U.S. Forest Service has discharged the responsibility for developing and protecting over 187 million acres of national forest and grasslands, conducting research and cooperating with States and private landowners in resource protection.

The guiding policy of the Forest Service is to utilize forests and related resources in a planned manner without impairing productivity of the land, and in the past several years controversy has focused on timber production and escalating lumber prices. In 1973, the President's Advisory Panel on Timber and Enviroment recommended retention of the clearcutting method of tree harvesting and substantial increases in the an-

nual timber harvest. Congress has not acted upon the panel's far-reaching and comprehensive 20 major recommendations, which span the pages of a 541-page report. However, H.R. 15283 provides a vehicle for conducting further studies and gathering more information upon which to base a comprehensive national forest and related resources policy.

Through indepth analysis of the uses and demands for the Nation's forest, H.R. 15283 takes the basic planning steps toward the goal of a long-term, sound forest management program. It includes the fiscal increments so essential in carrying out such a program. Time is of the essence in undertaking such an effort as authorized by H.R. 15283. It is estimated that there are currently 5 million acres of Federal lands on which timber should be replanted to meet our future needs, and it takes years to grow the supply of timber to meet the expanding human needs for homes, for paper, for furniture, and for the myriad of other wood fiber uses. While it is likely that choice hardwoods will be in short supply in the decades ahead, the softwood supply is becoming critical. In the past 18 years, harvest removals have exceeded growth on American forest lands. The economy of our country relies heavily on softwoods, in that they are used not only for lumber and plywood but also for paper and paperboard products.

H.R. 15283, in assessing the management of both public and privately owned forest lands, can assist in increasing the quality of management techniques. Due to the great importance of forest lands in sustaining wildlife, safeguarding watersheds, and other vital ecological purposes, it is essential that commercial forest lands be utilized for maximum productivity.

If we are to meet the wood products needs of this decade and the next, complex questions must be answered, such as at what rate should the old growth inventory on the national forests be converted into well-managed new timber stands to meet current and future timber demands. H.R. 15283 carries an estimated cost of $7.6 million over the next four years, and it constitutes a prudent investment of taxpayers' funds. From the standpoint of economic well-being, forest products industries comprise one of the largest industrial complexes in the United States. Logging, lumbering, plywood, pulp, paper and furniture production employ more than 1.5 million persons earning some $12 billion a year. The contribution of forest industries does not end there, however, but continues in the economic chain to provide the basic substances upon which our chemists, engineers, printers, carpenters and countless other livelihoods are dependent.

In the last 30 years, utilization of wood products has doubled. Projections to the year 2000 for softwood demands would require almost doubling the 1970 domestic production—from 45 billion board-feet to 74 billion. It will require intensified forest land management and increased investment to produce significant increases in timber production by the turn of the century. In the face of this prospect, the acreage of commercial forest land in the Nation has declined by 8.4 million acres since 1962; and destructive agents such as fire and insects continue to nullify one-fifth of our annual sawtimber growth.

H.R. 15283 is a responsible commitment to the future, and I urge its approval.

Mr. BAKER. Mr. Speaker, I yield such time as he may consume to the gentleman from California (Mr. DON H. CLAUSEN).

(Mr. DON H. CLAUSEN asked and was given permission to revise and extend his remarks.)

Mr. DON H. CLAUSEN. Mr. Speaker, I would like to voice my strong support for forest and related resources planning legislation presently before us for consideration.

This bill is one in a series of legislative proposals I have supported which constitute a unique, comprehensive concept that will combine protection of our existing forest resources; enhancement of areas with reforestation potential; and utilization of increased research to resolve forest-related problems. This proposal is a key step in the development of this concept.

Our forests should be among our Nation's first economic and environmental priorities in light of the growing concern for environmental problems and the increasing demand and decreasing supply for forest products.

This bill directs the U.S. Forest Service to develop the productivity levels and environmental values of the Nation's forest lands and related resources. It provides for better resource inventories and analyses of short-term and long-term uses, demands and supplies of renewable resources.

The intent of the legislation is to establish more congressional control over the management activities and appropriation processes of the National Forest System lands. Such oversight is vital to the accomplishment of the goals and priorities this body has already recognized as crucial to the protection and proper use of our forests.

"Renewable" is the key word in any discussion of forest resources management. Properly and wisely managed our forests can supply their varied bounty forever. We must see that this is insured.

If we are successful in maximizing the yield from our forest producing lands, everyone will benefit, the consumer, the economy, the environment, and the communities supported primarily by a forest products industry based economy. Under proper management, this program can be self-sustaining with more revenues returned to the Treasury in years to come than originally invested. I strongly support passage of this timely legislation.

Mr. BAKER. Mr. Speaker, I yield such time as he may consume to the gentleman from Mississippi (Mr. LOTT).

(Mr. LOTT asked and was given permission to revise and extend his remarks.)

Mr. LOTT. Mr. Speaker, as a member of the National Forest Reservation Commission and as a Member of Congress whose district contains acre upon acre of unspoiled natural beauty. I have more than a passing interest in the protection, development, and environmental enhancement of this Nation's land and natural resources. With that in mind, I want to voice my strong support of H.R. 15283, the Forest and Related Resources Planning Act of 1974.

We can look around us today and see the need for a more systematic, comprehensive analysis of national land management and resource goals. H.R. 15283 will provide just such an analysis. It will give Congress and the public a greater role in the decisionmaking process of national goals and policies of land and resource management.

In essence, the bill's major provisions reform current procedures for establishing and attaining national goals for the national forest system management and related activities of the Forest Service in research and cooperative programs on other lands. Additionally, it provides for better resource inventories and analyses of short-term and long-term uses, demands, and supplies of renewable resources.

Mr. Speaker, I heartily endorse this bill and urge my colleagues to give it their most careful consideration.

Mr. WYATT. Mr. Speaker, I have been advised that there is some question as to whether the administration supports or objects to this bill. I have been advised by the White House Legislative Liaison Office that it will urge the President to sign this bill after the House passes it, so that should resolve that question, I believe.

The President's Advisory Panel on Timber and Environment made recommendations that the purposes set forth and the directions set forth in this bill be adopted. The President sent that Advisory Panel report to the Office of Management and Budget with instructions to implement it. It has sat there for months and months and months with no action whatsoever. The Subcommittee on Appropriations for Interior and Related Agencies, on which I sit, has just 2 weeks ago added $15 million for reforestation to the budget, but we need this bill in addition for orderly planning if we are to provide fiber for the future, and if we really mean business about meeting the housing goals that we have set for ourselves. We simply must have some kind of long-range planning and inventory as to what our needs are.

We cannot just go along from mouth to mouth, so to speak.

The gentleman from Iowa has raised a question about the cost of this bill and I yield to the gentleman from Louisiana for remarks on that specific point because I think the gentleman has raised a very good point.

Mr. RARICK. I thank the gentleman from Oregon for yielding.

I feel that the gentleman from Tennessee (Mr. BAKER) has explained the costs of the bill to my dear friend the gentleman from Iowa (Mr. GROSS). All I can say is, the question he raises emphasizes one of the purposes for the legislation, that this is one of those rare instances where we hope to save money by spending money.

Certainly, as the gentleman from Oregon knows as a member of the Appropriations Committee, year after year the Appropriations Committee appropriates money, and we have no way of knowing whether it is adequate or whether it is being properly used for the purposes for which it was intended. Here we are requiring the Forest Service to come back to the Congress with a report and with factual information so we will know whether the money is being used wisely for the American people and so that we can make reasonable decisions in the best interests of our people.

Mr. SYMMS. Mr. Speaker, will the gentleman yield?

Mr. WYATT. I yield to the gentleman from Idaho.

(Mr. SYMMS asked and was given permission to revise and extend his remarks.)

Mr. SYMMS. Mr. Speaker, I rise in support of this legislation.

I thank the gentleman from Louisiana (Mr. RARICK) at this time for the leadership he has given us on the committee to help move this legislation along. Chairman RARICK has been a leader in improved forest practice legislation all through the 93d Congress—and I am proud to be a member of his subcommittee, and to be associated with him on this and other legislation.

For the Members who come from public land States, as the gentleman in the well (Mr. WYATT) and I do, we know and see daily how much better a job we could be doing with our national forestry resources if we would treat them with the same consideration and with the same enthusiasm for good management as the private lands are managed. I think we can greatly enhance the use of our forest land if we pass this legislation. It gives the U.S. Forest Service the tools to work with to carry out their assignment.

Would the gentleman in the well agree with me that this is a pennywise-pound foolish policy the OMB has taken in the last few years with respect to the road moneys?

Mr. WYATT. I certainly would agree with my friend, the gentleman from Idaho. The OMB in the 10 years I have been in the Congress has taken an extremely short view, a pennywise and pound foolish policy.

Mr. SYMMS. Mr. Speaker, I thank the gentleman for yielding.

I think this long-range point of view is what we are trying to mandate to the Forest Service. Then they can go out and do the job they are supposed to do by law, which is to give us sound long-range planning for proper utilization and protection of forest resources. Maybe this does not mean a great deal to some Members but to those of us from the timber States it means we are doing pretty well now, but we could do so much better. To improve our timber stands through long-range management will be of great benefit to all the American people.

I think it would be in the best interests of the country to pass this legislation.

Mr. WYATT. I thank the gentleman from Idaho.

Mr. RARICK. Mr. Speaker, I yield such time as he may consume to the gentleman from Florida (Mr. SIKES).

(Mr. SIKES asked and was given permission to revise and extend his remarks.)

Mr. SIKES. Mr. Speaker, the Forestry and Related Resources Planning Act is just what the name implies. It is planning legislation which is needed to help insure that America's vast and abundant forestry resources are managed in such a way that will guarantee the Nation's future wood needs. I commend the distinguished Committee on Agriculture and its members, and in particular, I wish to call attention the dedicated efforts of the distinguished gentleman from Louisiana (Mr. RARICK) in bringing this bill to the floor. I am very pleased to have been a cosponser of the bill.

There have been many studies on the Nation's timber needs. There still is a requirement for a comprehensive planning act which embraces the entire field of forestry and outlines a pattern for the most effective preservation, expansion, and utilization of forest resources. Congress will do well to give its wholehearted endorsement to this legislation.

We are among the richest of nations in bountiful forests. But the present energy and fuel shortages have brought home forcefully and clearly that, if we are to remain anywhere near self-sufficient in resources, we simply must do more long-range planning in this field.

Wood, among all industrial natural resources, is the only one that is renewable. There is no need, no reason—save our own indifference and ineptitude—for America ever to run out of wood. Yet, if we do not begin the planning process now—setting goals, establishing priorities, and implementing essential timber-growing programs—we will have a substantial gap between what our economy and people demand and what our forests can supply well before the 21st century.

Our Nation's timber needs have been exhaustively studied. Within the past year, three comprehensive reports have been issued on our wood fiber requirements, the present rate of growth of our forests, and the potential for tree growth. The documentation is overwhelming that, unless we begin immediately to intensify tree growing and the management of our forests, we will be woefully deficient in wood fiber for the thousands of products made of wood—the major ones being building materials, paper, and furniture.

The reports I refer to are: first, the Forest Service's "Outlook for Timber in the United States," the latest 10-year study of the Nation's timber supply and demand and projections of whether we will be able to meet that demand; second, the report prepared for the National Commission on Materials Policy, "Timber: The Renewable Material," and third, the report and recommendations of the President's Advisory Panel on Timber and the Environment.

The report for the National Commission on Materials Policy was prepared by its consultant for timber, land use and fibers, Edward P. Cliff, retired chief of the U.S. Forest Service. In a recent speech to the National Academy of Sciences-National Academy of Engineering, Mr. Cliff made an important statement. He said:

> This country has the potential of doubling the production of timber by the year 2020 by widescale application of intensive management practices on all commercial forest lands of all ownerships. This would require prompt reforestation of all deforested and understocked lands, use of genetically improved planting stock, intensive timber culture such as thinning for optimum spacing, fertilization where needed, and much more intensive utilization.

Mr. Cliff is not alone in this view. Experts in forestry in all regions of the country share his optimism that our Nation's timber production can be doubled—even tripled—by the next century if we aggressively apply the science and technology available to us for growing trees. What we have got to do is start the planning process to launch such an intensive timber-growing effort nationwide.

H.R. 15283, is just such a beginning. It calls for long-range planning and budgetary considerations to achieve a 50-year development plan for the National Forests. It is a breakthrough. It's aim is to raise National Forest management from its traditionally low-priority status to full productivity and utilization of the timber and other values these public lands can provide by the year 2000.

The National Forest System embraces 187 million acres. Nearly half of this magnificent public asset—90 million acres—is classified as commercial forest land. These 90 million acres, mostly in the West, contain 52 percent of all of the Nation's standing trees of sawtimber size. These are the species of trees used to make lumber and plywood for housing and construction, for pulp in the production of paper and paper products, and for thousands of other products.

The three timber studies I mentioned earlier all revealed that the next two decades are a crucial period for developing U.S. forest resources. Since 1968, we have experienced too many timber supply shortages, with resulting high prices for wood products, to leave any doubt that we face another wood crisis when housing rebounds. We went through such crises in 1968–69, in 1972–73, and we can look for a similar situation in 1975, when housing is expected to break loose from its tight-money shackles.

The potential for tree growth in our country is enormous. According to Forest Service figures, actual growth for all forest ownerships in 1970 averaged only 49 percent of potential. The national forests showed the poorest record with 39 percent, and industrial forests the best at 59 percent. Tree growth nationwide could be doubled merely by reforesting lands that are not now stocked, applying timber stand improvement practices to growing forests, harvesting overaged timber that shows little or no new growth, and promptly replanting harvested lands with fast-growing young forests.

With more intensive forest management practices—such as those enumerated by Mr. Cliff—like planting genetically improved seedlings, precommercial thinnings for best spacing, and fertilization—many experts believe tree growth could be increased even more.

Congress has an unprecedented opportunity to play a leadership role—by set-

ting goals, determining priorities, monitoring progress, and insisting on performance—in getting this essential timber-growing job done.

Last year Congress took advantage of an opportunity to help small private nonindustry woodland owners by approving a forestry incentives program to assist with reforestation, stand improvement, and other cultural programs on the forest lands held by these 4 million plus owners. I am proud to have been a sponsor. It was a beginning, and it is proving enormously successful. But here, too, we can do much more to help in bringing these lands into full productivity to meet America's future wood needs.

In this age when we must worry about depletable resources, what an opportunity we have to guarantee future generations of Americans that our major renewable resource—wood—is in adequate supply. Trees are unique living things. They use only the energy from the sun to grow and renew themselves. It takes less energy to process wood than metals or plastics. Wood products that cannot be recycled are biodegradable. No other natural resource offers such environmental and energy-conserving advantages.

Mr. Speaker, it is entirely possible that the proposed Forestry and Related Resources Act is the most important piece of natural resources legislation we have considered in this session. This legislation has bipartisan support in the House, as it did in the Senate when a counterpart was passed last year. It has the backing of the forestry profession, of the forest products industry, of the homebuilding industry—so necessary to the well-being of our general economy—and it has the support of many responsible conservation organizations.

Why is passage of this bill necessary? The answer is demand—demand for wood to build the houses our people need and to supply the thousands of other wood products we all use every day; demand for recreation in green forest lands by people who more and more have learned to appreciate this country's bountiful forest land, and demand for keeping our forests in a healthy, growing, and ever-renewable condition.

All this demand for living forestland and for forest products of all kinds can be met only if we grow and manage this renewable resource as we should and can. American foresters and timber growers, in and out of government, have the know-how to grow enough trees and they can do the job, supplying enough timber far into the next century, if we but give them the go-ahead. And they can do this while enhancing the environment.

What is needed is long-range planning. The legislation before us today would provide for that long-range planning in our national forests, where timber productivity has a great potential. The bill would establish a management plan under which Congress—all of us here in this Chamber—would check periodically to insure that performance and funds are targeted to accomplish the objectives.

As we all now recognize, we are living in an era of energy shortages and environmental concern. The warnings of pending energy shortages were sounded some time ago. And the Nation did not act in time. We will be paying for this for years to come. Warnings are now being sounded of a wood shortage—and we must heed them.

Why are we faced with a wood shortage ? Again—demand. Demand springing from a growing population with ever-growing desires for more of the products that are derived from food fiber—lumber, plywood, paper and paper products, furniture, chemicals, and a multitude of others.

The Forest Service knows how to grow the trees to meet this demand if it is given the tools. We in Conress can provide the policy commitment that is essential—through the bill before us today.

U.S. demands for industrial timber products have increased steadily during the past three decades. Consumption of industrial wood products rose 65 percent between 1942 and 1972 to an annual total of 125 million tons. During this period lumber consumption increased 27 percent, round pulpwood 157 percent, and veneer and plywood 438 percent. And further substantiall increases can be expected in the fuutre.

The Forest Service estimates that with timber product prices holding at 1970 prices relative to other materials, demand for roundwood will nearly double by the year 2000. There will be a tightening demand-supply situation in the United States unless supply can be increased by accentuated improvement in management of forest lands and improved utilization of available timber.

Timber growth has been increasing as a result of recent forestry programs, primarily because of better protection against fire, increases in tree planting, and other forestry measures. Total growth now actually exceeds total removals. However, much of the growth is on sizes and kinds of timber and in locations that do not meet our most urgent needs.

These are reasons the Forest and Related Resources Planning Act is needed. This country indeed has the potential of doubling its timber production by the year 2020, with the application of intensive management practices on all commercial forest lands.

This would require prompt reforestation of all deforested and understocked lands, as well as the application of silvicultural programs by man to help nature produce bigger, taller, straighter trees in a shorter period of time.

The United States became a net importer of wood products in 1941, despite our vast timber resources and great timber-growing potential. Lumber imports actually have climbed steadily while exports have remained fairly stable. Wood is an international commodity, and it is in short supply worldwide. With our great timber-growing potential, we could reverse our import-export trend for wood.

In the future, we may have to depend more and more on imports for many other essential raw materials. This will mean an outflow of dollars. At the same time, much of the rest of the world will need more timber—just as we will. By developing fully our timber-growing potential, the United States could become a world supplier of wood products. By selling wood abroad we could recoup some of the dollars that may be flowing out of the country for the other basic raw materials we need.

H.R. 15283 offers numerous opportunities for development of timber, recreation, water, wildlife, and grazing in our national forests. It also offers us a chance to greatly improve the social and economic environments for millions of Americans. Let us not miss these opportunities. Let us pass H.R. 15283, so we can begin the job that will spur multiple benefits for all Americans.

Mr. RARICK. Mr. Speaker, I yield 2 minutes to the gentleman from Wyoming (Mr. RONCALIO).

(Mr. RONCALIO of Wyoming asked and was given permission to revise and extend his remarks.)

Mr. RONCALIO of Wyoming. Mr. Speaker, I was reluctant to support this legislation because I had been told by officials of the Wyoming Conservancy Districts Mr. Dan Budd, Mr. Blaine Halliday, and Mr. Don Hood of their deep concern. I was happy to learn from the Committee on Agriculture that the reserations expressed by those gentlemen had been met in the markup of the bill in the committee yesterday and consequently I am happy to rise in support of the bill as now reported.

I hope that the improved forestry methods contain a great deal to make the lands more productive and to save waste that we find in the national forests and that they can give us the yield so necessary in the multiple-use concepts which we hope will govern the use of these resources.

Mr. Speaker, I thank the gentleman for yielding and I hope this bill will pass handsomely today.

Mr. MELCHER. Mr. Speaker, will the gentleman yield?

Mr. RARICK. I yield to the gentleman from Montana.

Mr. MELCHER. The intent of the bill is not to change the jurisdiction between the House Committee on Agriculture and the Committee on Interior and Insular Affairs, as is stated in the report the gentleman has submitted with the bill?

Mr. RARICK. I assure the gentleman that that is correct. The committee has no intent nor desire to extend its legislative jurisdiction to properly reside in any other committee of Congress.

Mr. MELCHER. I believe that the report where it refers to national forests from public domain is subject to our concern, because rule XI as it relates to the jurisdiction of the Committee on Agriculture states in section 1(m):

> Forestry in general, and forest reserves other than those created from the public domain.

The gentleman is aware that much of the forest is in the public domain and under rule XI–10(a):

> Forest reserves and national parks created from the public domain remain under the jurisdiction of the Committee on Interior and Insular Affairs.

Mr. RARICK. I can only say to the gentleman it is not our desire to extend

the existing jurisdiction of the Committee on Agriculture in any way.

Mr. MELCHER. I think the point as established by the gentleman is that this bill's passage is not meant to change the jurisdiction under the rules, the question between the Committee on Agriculture and the Committee on Interior and Insular Affairs is abundantly clear and the gentleman has no intent in this legislation to change that status.

Mr. RARICK. I would say to the gentleman, who is also a member of the Subcommittee on Forests of the Committee on Agriculture, that my answer is "Yes," in the affirmative.

Mr. ULLMAN. Mr. Speaker, we are considering legislation today of major environmental importance.

We are talking about a bill that will affect nearly one-tenth of all the land in our Nation, half of our standing sawtimber, outstanding recreational opportunities that in a quarter of a century will average 600 million visits annually, vital watersheds in most of the country's main river systems, home for one-third of our big game, and most of our classified wilderness.

How we plan for and manage these magnificent resources is a game with big stakes. Unless we take bold and imaginative action now, the odds against us in this game are going to grow. The bill we are considering today, the Forest and Related Resources Planning Act of 1974, offers us an opportunity to lessen those odds—a chance, in fact, to get ahead of the game. For the Nation as a whole, this is extremely important. For Oregon, it is vital. More than half of Oregon is owned and managed by the Federal Government. In my district alone there are nine national forests.

I want to commend the Committee on Agriculture, and particularly the Subcommittee on Forests, for the hard work and effort they have put into the writing of this bill. It is the outgrowth of more than a decade of growing concern, and at least 5 years of intense discussion by the Forest Service itself, private timber companies, environmental and recreational organizations, and the Congress.

With the accelerating demand for timber from our national forests and the increased concern for their environmental and recreational potential, the question of forest and resource management has become a difficult and hotly debated subject. There have been at least five major private and public studies of the problem in the last 5 years. There have been lawsuits. There have been increased demands on the Forest Service and the Bureau of Land Management. And there have been strong disagreements over the budget and personnel levels necessary for these agencies to meet the tasks assigned them.

The last three times I testified before the Appropriations Committee I have sought considerable increases in Forest Service funding to meet both present management needs and necessary reforestation efforts. Yet the problem of what level of funding should actually be committed and how best to meet the diverse demands of multiple use has not been resolved because, until now, there really has been no blueprint of where we want to go and how we should get there. The Forest and Related Resources Planning Act of 1974 is a good answer to that problem. It requires both the long-range planning we so desperately need, and a mechanism for evaluating budget requests realistically. It also addresses itself to the question of forest roads.

The long-run possibilities of improving timber supplies without unbalancing the delicate scale of multiple usage are potentially great. But, as the National Commission on Materials Policy accurately states, full funding, high-quality management, and a balanced program are imperatives.

The goals we seek are attainable only if we resolve the problem of forest roads, and only if the Federal Government is willing to commit itself to intensive timber management in a timely manner on the lands where timber will continue to be the primary use, and to provide adequate funds for high-quality administration.

But that will not be enough. We must also require a balanced program with adequate funding to lessen the impact of timber harvesting on other resources, and to develop and manage the recreation, wildlife, watershed, and range resources in harmony with timber production and the protection of environmental values.

Events of the past several years have strongly emphasized that the leading conservation organizations and the public will resist increased timber production from the national forests if it is not within the framework of a high-quality, balanced program.

The legislation we are considering today will provide us with a blueprint for that program, and a necessary gage for costs. The costs will be high, as I said, and the problems difficult. But at least we can finally establish rules for the game.

Our timber lands are our greatest renewable natural resource—but only if we take the time and effort to renew them.

Mr. BLATNIK. Mr. Speaker, I rise in support of the pending bill and congratulate the chairman of the Committee on Agriculture, Mr. POAGE, chairman of the Subcommittee on Forests, Mr. RARICK, and the members of the committee for the diligent and expeditious way that they have moved this bill forward.

This is a constructive conservation bill which, when enacted into law, should measurably assist the American people in realizing the multiple-use benefits that will come from a sustained yield of the renewable resources of our Nation's forest and rangeland. It will enable the Secretary of Agriculture to pace the efforts of the Department so that the Federal lands under the Department's administration can make an effective contribution to our resources on a long-term basis. In addition, through the devise of the national assessment it will be possible for other Federal, State, and private managers of forest and rangeland to have a better focus on how their management efforts can support needed national goals.

The heart of this bill, as the Senate bill, is cooperation in gathering facts, assessing what they mean, formulating programs and seeing that the ways and means are applied to carry them out. It includes a number of programs that are designed to aid the States and to assist the owners of forest and rangeland with advice and material assistance. The Federal role goes considerably further on the Federal lands—here the responsibility is to act—for these are lands under Federal administration. The whole range of services that SCS, FHA, and other agricultural programs bring to the rural landowner, farmer, and rancher, ought to be brought into play by the Secretary so that these landowners will secure the help they deserve in promoting the best management of their land.

Although I do support the basic provisions of the bill, I do have questions about the section on forest roads and trails contained in section 8 of the House bill.

Over the years the Committee on Public Works has given comprehensive consideration to the need for a sound authorization for forest roads and trails. The committee conservatively raised the authorizations and requested that special emphasis be given to constructing multipurpose access roads with appropriated funds. In contrast, the Executive has failed to use the full authorization and, instead has secured roads that are only to the standard needed for timber harvesting by "back-door" financing—reducing the price of timber sold by the estimated cost of the road needed to harvest that timber. Last year the administration impounded substantial blocks of the funds appropriated as part of a shift in emphasis, but which directly contradicts the law.

On March 15, 1974, I pointed out these contradictions to the Committee on Agriculture, expressing my interest in retaining the language of the Senate bill in section 9. This would require the Executive to use the current year authorization for forest roads and trails before utilizing the timber revenue reduction method which would become only a method of financing.

While the broad purpose of this bill have my support, I do favor the stronger Senate version on this section of the bill. I have enjoyed a long and close working relationship with Mr. HUMPHREY, the chief Senate sponsor of the bill. I commend and support his effort to set a priority in the use of appropriated funds for road construction while still permitting needed roads to be constructed where timber purchasers can properly do this work. The Senate language is a sensible restriction on "back-door" spending.

When this bill started on its way there was considerable argument among various groups concerned with resource conservation. One of the most important things which has occurred in the past several months is agreement on many important things. The goal of this bill is to secure for the American people a

solid, comprehensive assessment of the resources on our forest and rangeland instead of a series of well intended but disjointed separate assessments of resources. This will permit more rational planning for multiple use on a sustained yield basis both in the private sector and the public sector.

This legislation wisely provides for regular review and reconsideration of the situations so that timely action can be taken to meet present and future resource needs.

In Minnesota, this bill will help us to enlarge and perfect the multiple use of our Nation's forest lands, State and private woodlands. We do not have the type of rangeland in Minnesota that exists in the States to the West and are an important part of the Federal, as well as non-Federal lands of that region. It would be my hope, based on the experience that I have gained on the Committee on Public Works, that this legislation would pave the way for a renewed constructive recognition of how important these lands are to vital watershed and wildlife resources for our Nation.

The Committee on Agriculture is to be commended for its prompt attention to this legislation.

The SPEAKER. The question is on the motion offered by the gentleman from Louisiana (Mr. RARICK) that the House suspend the rules and pass the bill (H.R. 15283), as amended.

The question was taken; and (two-thirds having voted in favor thereof), the rules were suspended and the bill, as amended, was passed.

A motion to reconsider was laid on the table.

Mr. RARICK. Mr. Speaker, I ask unanimous consent that the Committee on Agriculture be discharged from further consideration of the Senate bill (S. 2296) to provide for the Forest Service, Department of Agriculture, to protect, develop, and enhance the environment of certain of the Nation's lands and resources, and for other purposes, and ask for its immediate consideration.

The Clerk read the title of the Senate bill.

The SPEAKER. Is there objection to the request of the gentleman from Louisiana?

There was no objection.

The Clerk read the Senate bill, as follows:

S. 2296

An act to provide for the Forest Service, Department of Agriculture, to protect, develop, and enhance the environment of certain of the Nation's lands and resources, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Forest and Rangeland Environmental Management Act of 1974".

SEC. 2. FINDINGS.—The Congress hereby finds and declares that—

(a) the air, soil, water, plants, and animals are resources that are finite and renewable,

(b) the minerals are not a renewable resource,

(c) the conservation of the environment and esthetic values is essential to achieving an ecologically healthy and economically functioning resource base,

(d) the United States is richly endowed with land bearing, or capable of bearing, forest trees as its principal vegetal cover, land bearing, or capable of bearing forage as its principal vegetal cover and other associated lands, some of which contain both types of cover, which lands by their very nature produce, or are capable of producing multiple renewable resources, products, and benefits,

(e) the maintenance and wise management of these lands and their renewable resources are vital to the Nation's vigor.

(f) the Forest Service, in the Department of Agriculture (hereinafter called the "Forest Service"), is responsible for essential programs and services which must be maintained on an integrated basis, including programs to aid private and State forest land managers through cooperative efforts to achieve resource management goals, programs of research which produce knowledge that can be disseminated to improve achievements, and through the management of the National Forest System,

(g) comprehensive inventories and planning are needed to secure the greatest net public benefit from Forest Service cooperative programs, research, and National Forest System management,

(h) proper levels of funding for investment in managing the various activities and programs of the Forest Service are essential to achieving and sustaining the optimum potential flow of benefits from renewable resources on a balanced and timely basis,

(i) the National Forest System is made up of diverse lands, in different geographic regions, with many ecological associations which vary in their relation to the lands and people in each region,

(j) the National Forest System was established and maintained for the purpose of insuring a continuing yield of net benefits and resources for the enjoyment and well-being of the citizens of the United States; that the citizens of the United States expect, and are entitled to receive, the full yield of benefits and resources as set forth in the Multiple-Use Sustained-Yield Act of 1960 (16 U.S.C. 528–531); and that there will be a continuing demand for the benefits and resources available from the National Forest System,

(k) it is essential that the organization of service to be provided to the people of the United States by the Forest Service shall be designed and maintained to meet local, regional, and national needs commensurate with the relative environmental and economic benefits and costs.

SEC. 3. RENEWABLE RESOURCE ASSESSMENT.—(a) In recognition of the vital importance of America's renewable resources of the forest, range, and other associated lands to the Nation's social and economic well-being, and of the necessity for a long term perspective in planning and undertaking related national renewable resource programs, the Secretary of Agriculture, through the Forest Service, shall prepare a National Renewable Resource Assessment (hereinafter called the "Assessment"). The Assessment shall be prepared not later than December 31, 1974, and shall be updated during 1979 and each tenth year thereafter, and shall include but not be limited to—

(1) an analysis of present and anticipated uses, demand for, and supply of these renewable resources, with consideration of the international resource situation, and an emphasis of pertinent supply and demand and price relationship trends;

(2) a general inventory of these present and potential renewable resources and opportunities for improving their yield of tangible and intangible goods and services together with estimates of investment costs and direct and indirect returns to the Federal Government;

(3) a description of Forest Service programs and responsibilities in research, cooperative programs, and management of the National Forest System, their interrelationships, and the relationship of these programs and responsibilities to public and private activities; and

(4) a discussion of important policy considerations, laws, regulations, and other factors expected to significantly influence and affect the use, ownership, and management of these lands.

(b) To assure the availability of adequate data and scientific information needed for development of the Assessment, section 9 of the McSweeney-McNary Act of May 22, 1928 (45 Stat. 702, as amended, 16 U.S.C. 581h), is hereby amended to read as follows:

"The Secretary of Agriculture is hereby authorized and directed to make and keep current a comprehensive survey and analysis of the present and prospective conditions of and requirements for the renewable resources of the forest and range lands of the United States, its territories and possessions, and of the supplies of such renewable resources, including a determination of the present and potential productivity of the land, and of such other facts as may be necessary and useful in the determination of ways and means needed to balance the demand for and supply of these renewable resources, benefits and uses in meeting the needs of the people of the United States. The Secretary shall carry out the survey and analysis under such plans as he may determine to be fair and equitable, and cooperate with appropriate officials of each State, territory, or possession of the United States, and either through them or directly with private or other agencies. There is authorized to be appropriated such sums as may be necessary to carry out the purposes of this section.

SEC. 4. RENEWABLE RESOURCE PROGRAM.—In order to provide for consideration and periodic review of programs for management and administration of the National Forest System, for research, for cooperative State and private programs, and for conduct of other Forest Service activities in relation to the findings of the Assessment, the Secretary of Agriculture shall prepare and transmit to the President a Renewable Resource Program (hereinafter called the "Program") which shall provide in appropriate detail for protection, management, and development of the National Forest System, including forest development roads and trails, for cooperative programs on non-Federal lands, and for research. The Program shall be developed in accordance with principles set forth in the Multiple-Use Sustained-Yield Act of June 12, 1960 (74 Stat. 215; 16 U.S.C. 528–31), the National Environmental Policy Act of 1969 (86 Stat. 852; 42 U.S.C. 4321–47), and other applicable legislation. The Program shall be prepared not later than December 31, 1974, to cover the five-year period beginning July 1, 1975, and at least each of the four fiscal decades next following such period, and shall be updated no later than during the first half of the fiscal year ending June 30, 1980, and the first half of each fifth fiscal year thereafter to cover at least each of the four fiscal decades beginning next after such updating. The Program shall include, but not be limited to—

(1) An inventory of a full range of specific needs and opportunities for both public and private program investments. The inventory shall differentiate between activities which are of a capital nature and those which are of an operational nature.

(2) Specific identification of Program outputs, results anticipated, and benefits associated with investments in such a manner that the anticipated costs can be directly

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compared with the total related benefits and direct and indirect returns to the Federal Government.

(3) A discussion of priorities for accomplishment of inventoried program needs.

SEC. 5. NATIONAL FOREST SYSTEM RESOURCE INVENTORIES.—As a part of the Assessment the Secretary of Agriculture shall develop and maintain on a continuing basis a comprehensive and appropriately detailed inventory of all National Forest System lands and renewable resources. This inventory shall be kept current so as to reflect changes in conditions and identify new and emerging resources and values.

SEC. 6. NATIONAL FOREST SYSTEM RESOURCE PLANNING.—(a) As a part of the Program provided for by section 4 of this Act, the Secretary shall develop, maintain, and, as appropriate, revise land and resource use plans for units of the National Forest System, coordinated with the land use planning processes of State and local governments and other Federal agencies.

(b) In the development and maintenance of land use plans, the Secretary shall use a systematic interdisciplinary approach to achieve integrated consideration of physical, biological, economic, and other sciences.

SEC. 7. COOPERATION IN RESOURCE PLANNING.—The Secretary shall make available the Assessment, resource surveys, and Programs prepared pursuant to this Act to States and other organizations in planning the protection, use, and management of renewable resources on non-Federal land.

SEC. 8. NATIONAL PARTICIPATION.—(a) In order that the optimum benefits will be better assured to each generation of citizens the Secretary of Agriculture shall utilize such participation, including public hearings, meetings, and advisory groups, as he deems appropriate and has provided for by regulation for the development of the Assessment, Porgram, resource inventories, and planning provided for in this Act.

(b) On the date Congress first convenes in 1975 and following each updating of the Assessment and the Program, the President shall transmit to the Congress, when it convenes, the Assessment as set forth in section 3 of this Act and the Program as set forth in section 4 of this Act.

(c) The Congress shall hold public hearings on said Assessment and Program, and within one year after submission to the Congress, the Congress shall by resolution establish a statement of policy which shall be a guide to the President in framing fiscal budgets for Forest Service and related agencies' activities for the five or ten year Program period beginning during the term of such Congress.

(d) Within ninety days after convening, each Congress shall publicly review the statement of policy developed pursuant to subsection (c) and make such modifications as may be necessary to provide a guide to the President in framing the budgets to be transmitted to Congress during the two fiscal years beginning thereafter.

(e) Commencing with the fiscal budget for the year ending June 30, 1976, requests presented by the President to the Congress covering Forest Service and related agencies' activities shall express in qualitative and quantitative terms the extent to which the programs and policies projected under that budget meet the policies established by the Congress in accordance with subsections (c) and (d) of this section. In any case in which such budget so presented recommends a course which fails to meet the policies so established, the President shall specifically set forth the reason or reasons for so recommending and shall state his reason or reasons for requesting the Congress to approve the lesser programs or policies presented: *Provided,* That amounts appropriated for purposes covered by the resolution described in subsection (c), as modified, shall be expended for the purposes for which appropriated, except to the extent that (1) the appropriation Act provides specifically for discretion as to such expenditures, or (2) the President finds that because of events occurring subsequent to the enactment of such appropriation Act, such expenditure would fail to accomplish its purpose.

(f) For the purpose of providing information that will aid Congress in its oversight responsibilities and improve the accountability of agency expenditures and activities, the Secretary shall prepare an annual report which evaluates the component elements of the Program required to be prepared by section 4 of this Act which shall be furnished to the Congress at the time of submission of the annual fiscal budget commencing with the third fiscal year after the enactment of this Act.

(g) These annual evaluation reports shall set forth progress in implementing the Program required to be prepared by section 4 of this Act together with accomplishments of this Program as they relate to the objectives of the Assessment. Objectives should be set forth in qualitative and quantitative terms and accomplishments should be reported accordingly. The report shall contain appropriate measurements of pertinent costs and benefits. The evaluation shall assess the balance between economic factors and environmental quality. Program benefits shall be considered in a broad context and shall include, but not be limited to, environmental quality factors such as esthetics, public access, wildlife habitat, recreational and wilderness use, and economic factors such as the excess of cost savings over the value of foregone benefits and the rate of return on renewable resources.

(h) The reports shall indicate plans for implementing corrective action and recommendations for new legislation where warranted.

(i) The reports shall be structured for Congress in concise summary form with necessary detailed data in appendices.

SEC. 9. NATIONAL FOREST SYSTEM PROGRAM ELEMENTS.—(a) The Secretary shall take such action as will assure that the development and administration of renewable resources of the National Forest System is in full accord with the concepts for multiple use and sustained yield of products and services as set forth in the Multiple-Use Sustained-Yield Act of 1960 (16 U.S.C. 528–531). To further these concepts, the Congress hereby sets the year 2000 as the target year when the renewable resources of the National Forest System shall be in an operating posture whereby all backlogs of needed treatment for their restoration shall be reduced to a current basis and the major portion of planned intensive multiple-use sustained-yield management procedures shall be installed and operating on an environmentally sound basis. The annual budget shall contain requests for funds for an orderly program to eliminate such backlogs: *Provided,* That when the Secretary finds that (1) the backlog of areas that will benefit by such treatment has been eliminated, (2) the cost of treating the remainder of such area exceeds the economic and environmental benefits to be secured from their treatment, or (3) the total supplies of the renewable resource of the United States are adequate to meet the future needs of the American people, the budget request for these elements of restoration may be adjusted accordingly.

(b) The Congress declares that the installation of a proper system of transportation to service the National Forest System, as is provided for in Public Law 88–657, the Act of October 13, 1964 (16 U.S.C. 532–538), shall be carried forward in time to meet anticipated needs on an economical and environmentally sound basis, and the method chosen for financing the construction and maintenance of the transportation system should be such as to enhance local, regional, and national benefits. If for any fiscal year the budget request for appropriations for forest development roads and trails (including the amount available under the fourteenth paragraph under the heading "Forest Service" of the Act of March 4, 1913 (16 U.S.C. 501)), is less than the amounts authorized therefor, or a portion of such appropriation is subsequently impounded, the amount of construction under clause (2) of the Act of October 13, 1964 (16 U.S.C. 535), for such fiscal year shall be reduced below such amount of financing during the preceding fiscal year by an equivalent sum. For the purposes of this section, impounding includes—

(1) withholding or delaying the expenditure or obligation of budget authority (whether by establishing reserves or otherwise) appropriated for forest development roads and trails, and the termination of authorized projects for which appropriations have been made, and

(2) any other type of Executive action or inaction which effectively precludes the obligation or expenditure of authorized budget authority or the creation of obligations by contract in advance of appropriations as specifically authorized by law for forest development roads and trails.

In applying the authority granted by the Act of October 13, 1964 (16 U.S.C. 532–538), the Secretary shall give due consideration to avoiding actions which may unduly impair revenues received and thus affect adversely payments to particular counties within the National Forest System made under the sixth paragraph under the heading "Forest Service" of the Act of March 4, 1913 (16 U.S.C. 500), or under section 33 of the Bankhead-Jones Farm Tenant Act (7 U.S.C. 1012), but nothing in this sentence shall be construed to reduce timber sale offerings with provisions for purchaser road construction, the net effect of which will be to increase revenues from which such payments are made to counties.

SEC. 10. (a) NATIONAL FOREST SYSTEM DEFINED.—Congress declares that the National Forest System consists of units of forest, range, and related lands throughout the United States and its territories, united into a nationally significant system dedicated to the long-term benefits for present and future generations, and that it is the purpose of this section to include all such areas into one integral system. The "National Forest System" shall include all national forest lands reserved or withdrawn from the public domain of the United States, all national forest lands acquired through purchase, exchange, donation, or other means, the national grasslands and land utilization projects administered under title III of the Bankhead-Jones Farm Tenant Act (50 Stat. 525, 7 U.S.C. 1010–1012) and other lands, waters, or interests therein which are administered by the Forest Service or are designated for administration through the Forest Service as a part of said system.

(b) ORGANIZATION.—The on-the-ground field offices, field supervisory offices, and regional offices of the Forest Services shall be so situated as to provide the optimum level of convenient, useful services to the public, giving priority to the maintenance and location of facilities in rural areas and towns near the national forest and Forest Service program locations in accordance with the standards in section 901(b) of the Act of November 30, 1970 (84 Stat. 1383), as amended.

MOTION OFFERED BY MR. RARICK

Mr. RARICK. Mr. Speaker, I offer a motion.

The Clerk read as follows:

Motion offered by Mr. RARICK: Strike out all after the enacting clause in S. 2296 and

insert in lieu thereof the provisions of H.R. 15283, as passed.

The motion was agreed to.

The Senate bill was ordered to be read a third time, was read the third time, and passed.

The title was amended so as to read:

To provide for the Forest Service, Department of Agriculture, to protect, develop, and enhance the productivity and environmental values of certain of the Nation's lands and resources, and for other purposes.

A motion to reconsider was laid on the table.

A similar House bill (H.R. 15283) was laid on the table.

GENERAL LEAVE

Mr. RARICK. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to revise and extend their remarks and include extraneous matter on the bill just passed.

The SPEAKER. Is there objection to the request of the gentleman from Louisiana?

There was no objection.

AUTHORIZING ADDITIONAL APPROPRIATIONS TO SMITHSONIAN INSTITUTION

Mr. NEDZI. Mr. Speaker, I move to suspend the rules and pass the Senate bill (S. 2137) to amend the act of October 15, 1966 (80 Stat. 953, 20 U.S.C. 65a), relating to the National Museum of the Smithsonian Institution, so as to authorize additional appropriations to the Smithsonian Institution for carrying out the purposes of said act.

The Clerk read the Senate bill as follows:

S. 2137

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2(a)(4) of the National Museum Act of 1966 (20 U.S.C. 65a) is amended by inserting immediately before the semicolon the following: ", with emphasis on museum conservation and the development of a national institute for museum conservation".

SEC. 2. Section 2(b) of such Act is amended to read as follows:

"(b) There are authorized to be appropriated to the Smithsonian Institution such sums as may be necessary to carry out the purposes of this Act: *Provided,* That no more than $1,000,000 shall be appropriated annually through fiscal year 1977, of which no less than $200,000 annually shall be allocated and used to carry out the purposes of section 2(a)(4) of this Act.".

The SPEAKER. Is a second demanded?

Mr. GROSS. Mr. Speaker, I demand a second.

The SPEAKER. Without objection, a second will be considered as ordered.

There was no objection.

(Mr. NEDZI asked and was given permission to revise and extend his remarks.)

Mr. NEDZI. Mr. Speaker, I yield myself such time as I may consume.

Mr. Speaker, I move to suspend the rules and pass the bill S. 2137, to authorize additional appropriations to the Smithsonian Institution for carrying out the purposes of the National Museum Act of 1966.

S. 2137 would authorize appropriations of not to exceed $1 million per year to the Smithsonian Institution for the purposes of the National Museum Act of 1966 for fiscal years 1975, 1976, 1977. This is in keeping with the present level of authorized funding for this act and in accord with the 3-year reauthorization period previously applicable. The bill would also allocate $200,000 annually of any sums appropriated for museum conservation efforts and the development of a national institute for museum conservation.

The National Museum Act of 1966, directed the Smithsonian to engage in a continuing study of museum problems, to conduct training and museum practices, to perform research in museum techniques, and to cooperate with governmental agencies concerned with museums. Funds appropriated to the Smithsonian for the implementation of the 1966 act are made available, by grants and contracts, to museums, professional associations, and individuals after thorough review by the National Museum Act Advisory Council.

The previous authorization legislation allocated $100,000 of any appropriations to each of the National Endowment for the Arts and the National Endowment for the Humanities. However, the endowments have indicated that in view of the substantially increased level of their own appropriations, these allocations are no longer necessary. Accordingly they will be discontinued.

Proposals funded by the Smithsonian in fiscal year 1974 included stipend support for graduate training and conservation, methods of handling and storing objects, the publication of works on craft documentation, historical preservation, and museum practices and the study and analysis of new methods relative to exhibit construction and design.

I have been assured that the Smithsonian's program fully complements related activities of the endowments and of the Library of Congress. Departmental reports on this measure have been uniformally favorable and the Office of Management and Budget has indicated that it fully supports the bill.

S. 2137 would continue the Smithsonian's fine work in assisting the preservation of the great variety of artifacts and objects which comprise our national heritage and form the basis for our knowledge of the past. These artifacts and objects are contained in our Nation's more than 5,000 museums of art, science, and history. In my view this program is most worthwhile and merits continued Federal support. Accordingly I urge the approval of this legislation.

Mr. GROSS. Mr. Speaker, I yield myself such time as I may consume.

(Mr. GROSS asked and was given permission to revise and extend his remarks.)

Mr. GROSS. Mr. Speaker, it is my opinion that this is one of the sweetest little boondoggles around this place. Nothing is to be gained from another $1 million a year on this thing, but I know how futile it is to stop these literally closed corporation boondoggles.

I just looked up the vote on the authorization for appropriation for this deal in 1970.

I do not know of anything worthwhile that has been accomplished since 1970 for the spending of $1 million a year for 3 years.

The authorization for this boondoggle has expired. It expired yesterday, and if it was never revived it would never be missed.

But I say again, I realize the futility of trying to save any money around here, despite the fact that we are in very, very serious financial trouble as a nation. I do not know how many workingmen it takes to put together $1 million in tax revenues to pay for boondoggles of this kind, but I am sure that it takes a lot of them.

However, there will be no stopping it, so why waste more time? A majority of you will jump up and vote for it, or sit still and vote for it. Either way, and the end result will be the same. There is no evidence of fiscal responsibility in this place.

Mr. Speaker, unless the gentleman from Ohio would like to expound on this subject, I have no further requests for time.

Mr. MINSHALL of Ohio. Mr. Speaker, I have nothing further to add than what my good friend, the gentleman from Michigan, has already said about this bill. As a member of the Board of Regents of this facility, I think it is an excellent and worthy cause, and I hope that the House, in its good judgment, will go along with this legislation.

Mr. NEDZI. Mr. Speaker, I have no further requests for time.

The SPEAKER. The question is on the motion offered by the gentleman from Michigan (Mr. NEDZI) that the House suspend the rules and pass the Senate bill (S. 2137).

The question was taken and (two-thirds having voted in favor thereof) the rules were suspended and the Senate bill was passed.

A motion to reconsider was laid on the table.

TO REFINE PROCEDURES FOR ADJUSTMENTS IN MILITARY COMPENSATION

Mr. STRATTON. Mr. Speaker, I move to suspend the rules and pass the bill (H.R. 15406) to amend title 37, United States Code, to refine the procedures for adjustments in military compensation, and for other purposes.

The Clerk read as follows:

H.R. 15406

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That chapter 1 of title 37, United States Code, is amended by amending section 101 as follows:

"(25) 'regular compensation' or 'regular military compensation (RMC)' means the total of the following elements that a member of a uniformed service accrues or receives, directly or indirectly, in cash or in kind every payday: basic pay, basic allowance for

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FOR IMMEDIATE RELEASE June 19, 1970

Office of the White House Press Secretary

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THE WHITE HOUSE

STATEMENT BY THE PRESIDENT

I have received from the Cabinet Committee on Economic Policy the findings and recommendations of the Task Force on Softwood Lumber and Plywood. The Task Force reports that a substantial increase in the supply of softwood timber products will be needed to meet the nation's growing requirements, especially in order to attain our goal of providing adequate housing for all our people by the end of this decade. It stresses also that this increase in supply can and must be achieved in a manner consistent with the preservation and enhancement of the quality of our environment. I fully endorse these findings.

The Task Force report includes a number of specific recommendations designed to meet these objectives. While some of these recommendations require further intensive study and continuous reassessment in the light of changing conditions, I am directing that the following initial steps be taken promptly.

1. The Secretaries of Agriculture and Interior should formulate plans to improve the level and quality of management of forest lands under their jurisdiction in order to permit increased harvest of softwood timber consistent with sustained yield, environmental quality and multiple use objectives. As recommended by the Task Force, such plans should take cognizance of the increased requirements for timber to meet our housing goals. They should be developed in consultation with the Council on Environmental Quality with the aim of not only protecting but also enhancing the quality of the environment in our forest lands. Any additional funding required for the execution of these plans will be reviewed by the Bureau of the Budget in relation to overall national priorities.

2. In determining the level of timber to be offered for sale in any given year, the Secretaries of Agriculture and Interior should provide reasonable flexibility to take account of anticipated swings in demand. Such adjustments may be upward or downward, and should be compensated as promptly as feasible to keep within the constraints of long-term sustained yield objectives.

3. The Secretary of Agriculture should press ahead with the development of programs designed to increase the production and harvesting of timber on State and private lands, consistent with maintaining environmental quality.

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4. The Secretary of Housing and Urban Development, in cooperation with the Secretaries of Agriculture and Commerce, should continue the development of programs and standards looking toward improved and more economical wood products utilization, including encouragement of the development and utilization of substitute materials.

The Task Force has recommended that a panel of outstanding citizens be invited to study the entire range of problems involved in ensuring that the achievement of our housing goals is not constrained by an inadequte supply of softwood lumber and plywood, while fully protecting and enhancing the quality of our environment. I concur in the need for such a panel, and hereby direct that the necessary steps be taken to select its members, who should be persons of outstanding ability and broad experience, with no ties or commitments that might prejudice objective judgment.

I am releasing the full report of the Task Force at this time, so that the public may be fully informed of the issues involved in this important problem.

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FOR IMMEDIATE RELEASE June 19, 1970

Office of the White House Press Secretary

THE WHITE HOUSE

June 18, 1970

MEMORANDUM FOR CABINET COMMITTEE ON ECONOMIC POLICY

Subject: Findings and Recommendations of Task Force on Softwood Lumber and Plywood

The Task Force on Softwood Lumber and Plywood was appointed by the Cabinet Committee on March 7, 1969, in response to the extremely rapid and sustained increase in the price of these products over the preceding 15 months, and because of the Committee's concern about the impact of these price increases on the costs of housing. At its first meeting on March 8, the Task Force agreed to devote its attention not only to the immediate situation, but also to the longer range problems involving the relation between the supply of softwood timber and the Nation's growing need for timber products for housing and other essential requirements.

During the remainder of March, the Task Force focused its attention on the immediate market situation and recommended a series of steps to alleviate the immediate pressures. These steps were detailed in a memorandum to the President on March 17 and were approved and summarized in a White House press release of March 19. The steps included measures by the ICC to relieve the boxcar shortage; requests to Congress by the Forest Service, the Bureau of Land Management, and the Bureau of Indian Affairs for supplemental appropriations for FY 1969 and 1970 to increase the amounts of timber available for sale; action by the Department of Defense to exercise strict control over procurement of softwood products; and an informal approach by the State Department to the Japanese to restrict imports.

Following these actions, the prices of softwood lumber and plywood turned around sharply and are currently (May 1970) at levels close to those prevailing at the beginning of 1968. Although the price declines reflected a number of changes in market conditions, including the decline in housing construction, actions taken by the Task Force clearly played a contributing role.

Since April 1969, the Task Force has turned its attention to the longer range problem, with the major objective of insuring that the supply of softwood timber and its products would not impose a serious constraint

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on the achievement of the Administration's housing goals. The Task Force also has been concerned with the importance of avoiding a repetition of the extremely sharp swings in prices that occurred during 1968 and 1969, and which had a seriously disruptive effect upon all elements of the industry.

In developing its findings and recommendations, the Task Force has assumed that achievement of the established housing goals for the coming decade is high on the list of national priorities. It assumed also that there will be a rapid expansion in the number of housing units created during the early 1970s reaching a peak of over 3 million units in 1975 and leveling off thereafter. At the same time, it bore in mind the need to ensure that programs to increase the nation's supply of timber be compatible with the preservation of the quality of the nation's environment.

I. FINDINGS

A. Basic Objectives of Forest Policy

The forest lands of the United States, both public and private, are one of our most valuable national resources. It is essential that this resource be so managed as to make its maximum contribution to all aspects of the national well-being. Our need for timber -- especially softwoods -- will grow rapidly in the years immediately ahead to satisfy the requirements of an expanding economy, including the satisfaction of our housing goals. Our imports of timber products exceed and will continue to exceed our exports by a substantial margin. It is equally important that our physical needs for softwood timber be met in such a way as to preserve and enhance the quality of our environment for this and future generations. The Task Force is convinced that there is no inherent conflict between these two objectives; they can and must be fully reconciled. Such reconciliation is the basic challenge to policy and management for the seventies and future decades.

B. Softwood Timber Output

1. Inadequate supplies of softwood timber and its products may act as a constraint on the achievement of the nation's housing goals and will increase the cost of meeting those goals unless effective programs are developed to expand timber availability. Such programs must give equal weight to other national objectives of forestry policy, including sustained yield and multiple use criteria.

2. Of the sources of supply directly controllable by the Federal Government, the national forests offer the principal possibility for expansion. Smaller increments to supply are available in forests under the control of the Bureau of Land Management and the Bureau of Indian Affairs.

3. The national forest cut can be expanded through appropriate investment in more intensive management. An increase of 7 billion board feet (international log scale) in annual timber harvest is believed to be attainable by 1978 without impairing sustained yield and environmental objectives if properly planned and financed. On the other hand, significantly larger increases in harvest during this period could pose a serious threat to these latter objectives.

4. Of 510 million acres of commercial forest land in the United States, 96 million are in the national forests and about 16 million in other Federal ownership. Increased output from non-Federal lands must obviously play a major part in matching supply to demand in the years ahead.

C. Substitute Materials

1. The balance between the supply and demand for softwood products at any time will have a substantial impact on the prices of those products. These prices will, in turn, affect the balance by increasing or decreasing the use of substitutes, by stimulating or retarding the cut of timber, and by widening or narrowing the excess of imports over exports. It should be stressed, however, that pressure on prices will depend heavily on the availability of satisfactory substitutes and the freedom to utilize substitutes without unreasonable institutional and legal constraints.

2. If satisfactory substitutes are not utilized during periods when there are substantial gaps between softwood supplies and requirements, prices will show significant increases. Moreover, inadequate supplies of softwood products or substitutes may act as a physical constraint on the number of housing units that can be built, with a resulting shortfall in meeting the housing goals.

D. The Supply-Demand Outlook

1. The Initial Period. Demand for softwood timber will build up rapidly after 1971, and supply-demand pressures are likely to become increasingly acute during the years immediately following.

(a) Housing construction is likely to expand significantly when monetary conditions ease. To meet the housing goals, the number of units to be built should be close to peak by 1974, and remain fairly level thereafter.

(b) Estimates of the amount of softwood timber products utilized in the construction of any given volume of housing, as well as for all other uses, will depend in part upon the price of

timber products relative to that of other commodities. Supply will be similarly affected. The following forecasts of the supply-demand balance are based on the initial assumption that the price of softwood lumber, relative to the general wholesale price level, would be approximately that prevailing during July-August 1969, after it had receded sharply from its March-April peak.

(c) On this basis it is estimated that annual demand for softwood timber, consistent with the achievement of the housing goals, would be about 11 billion board feet higher by 1974 than it was in 1969. Even if the Forest Service is authorized to move ahead promptly with a program for greater intensity of management, with due regard to environmental objectives, the increase in the timber harvest from National Forests for 1974 would be not much over 2 billion board feet. An additional 6 billion board feet might be obtained from private holdings and larger net imports. This would still leave an apparent gap of about 3 billion board feet, or more than 5 percent of indicated demand. If these forecasts are correct, the gap would presumably be closed with higher prices, accompanied by accelerated substitution, and possibly a shortfall in the number of units built. While these estimates cannot be precise, it is evident that the balance will be at best precarious.

(d) The impact of the residual gap on prices for softwood products is likely to be large after 1973 unless limitations on the availability of satisfactory substitutes, and institutional and legal barriers to their use, can be overcome.

(e) If an early start toward greater intensity of management is not made, strong upward pressure on the prices of softwood lumber and plywood relative to the general price level is to be expected as housing construction revives, intensifying as the housing program gains momentum. A prompt start on an accelerated forestry program would appreciably lessen, but probably not eliminate, this pressure. In either event, if housing goals are to be met, substitutes for several billion board feet of softwood products would have to be used.

2. The Longer Range. After 1974, further increases in total timber demands are likely, even though annual housing starts should level off at about 3 million units. At the same time, if prudent steps are taken to increase timber supply from all sources, as well as to improve the availability of substitutes, the supply-demand gap can be closed, while fully preserving the quality of the environment.

II. RECOMMENDATIONS

In the light of these findings, the Task Force submits the following recommendations for consideration by the Cabinet Committee on Economic Policy. Obviously, the budgetary implications of these recommendations must be subject to the usual Bureau of the Budget scrutiny in the light of overall national policies and priorities, and other constraints.

1. The Forest Service should be encouraged to push ahead with the development and implementation of programs to increase timber yields from the national forests. A goal of about 7 billion board foot annual increase in timber harvest from the national forests by 1978 is believed to be attainable and consistent with other objectives of forest management. With an increase of this magnitude, supply and demand could be in approximate balance by 1978 at relative prices approximating those prevailing in July-August 1969 if: (a) the cut from other lands responds as anticipated, (b) imports increase substantially and (c) adequate substitutes are available at reasonable prices.

2. The Forest Service -- as well as the agencies responsible for other Federal forest lands -- should develop and implement plans to provide greater flexibility in the adjustment of timber sales to fluctuations in demand, within the long-term constraints of sustained yield. This should include increasing the pipeline of stumpage available for sale and cutting in any year on areas with adequate roads, as well as moderate adjustments in the level of annual sales in response to existing and foreseeable market conditions. If present housing projections are to be realized at reasonable prices, prompt action in this direction will be necessary. This should include the willingness to adjust annual sale offerings to meet emerging situations. Such adjustments may be upward or downward, but should be compensated as promptly as feasible so that the aggregate cut over a period of years remains in line with sustained yield objectives.

3. Steadily increased supplies from State and private lands -- especially the latter -- will become progressively more important in the years ahead. Steps to elicit such increases are essential. The Forest Service proposals for increased production, and technical and financial assistance to State and private owners through cooperative forestry programs and for research, could contribute to this objective, and deserve careful consideration.

4. Substantially larger net imports will also be needed to meet growing demand. A considerable increase in imports, especially from British Columbia, is anticipated, but there is some possibility of an offsetting growth in exports. Authority to contain such a growth, should it develop, is available, including that provided in the Morse Amendment to the Foreign Assistance

Act of 1968 which expires at the end of 1971. The Departments of Commerce, State, Agriculture, and Interior should continue to monitor the trend of both imports and exports, in readiness to take such action as may be needed and appropriate.

5. The Task Force believes independent analysis is needed to review these programs and to evaluate the probable benefits against the substantial budgetary costs involved. Such analysis is necessary also to review in depth the relation between timber management policies and environmental goals. To accomplish this, the Task Force recommends that a panel of outside experts be invited to study these problems and their possible solutions objectively and carefully, and to submit an independent assessment of the probable consequences, costs, and benefits of alternative solutions. In the judgment of the Task Force, such a panel should be headed by an outstanding public figure and should include as members persons of recognized ability and broad experience, with no ties or commitments that might prejudice objective judgment. In view of the urgency of the problem, such a panel should be requested to submit reports on specific problems as soon as they have been developed and to present its final report not later than November 30, 1970. In the meantime, implementation of the Task Force recommendations should begin without delay, subject to subsequent revision as may be required.

6. While expansion of timber supply -- with due regard to other values, including environmental protection and improvement -- is a prime requisite, rapid progress toward economizing on timber use through improved wood products utilization, more flexible design standards, and development of satisfactory and economical substitutes is clearly essential. HUD is moving on design standards and substitutes and has indicated its willingness and desire to press ahead. It is recommended that HUD be encouraged to proceed along these lines and that the necessary resources be provided, including such assistance from other agencies as may be appropriate.

7. The Department of Agriculture should also be encouraged to proceed with the development of further plans looking toward longer-range timber production and conservation programs. Such plans could include the coupling of an agricultural land resource adjustment program with tree planting.

8. These recommendations represent only a beginning toward the resolutions of the problems ahead. Continued top-level interagency review of progress and developments will be needed for some time. It is recommended, therefore, that the Task Force and its working party remain available for further consultation as required.

Signed:

ROBERT P. MAYO
Chairman, Task Force on
Softwood Lumber and Plywood

# # #

Suggested Attendance at Signing Ceremony of S.2296 (Humphrey-Rarick Bill)
In Addition to Senate and House Members

Earl L. Butz
Secretary
Department of Agriculture

Rogers C B Morton
Secretary
Department of the Interior

John R. McGuire
Chief
Forest Service

Russell Train
Administrator
Environmental Protection Agency

Nick Ashmore
Majority Staff - House

Hyde Murray
Minority Staff - House

Jim Giltmier
Senate Committee

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Suggested List of Guests for Humphrey-Rarick Bill Signing Ceremony

First Priority

William E. Towell
Executive Vice-President
American Forestry Association
1319 18th Street N.W.
Washington, D. C. 20036

Daniel Poole
President
Wildlife Management Institute
709 Wire Building
Washington, D. C. 20005

Brock Evans
Washington Conservation
Representative
Sierra Club
324 C Street SE
Washington, D. C. 20003

Ralph Hodges
Executive Vice-President
National Forest Products Association
1619 Massachusetts Avenue, NW
Washington, D. C. 20036

W. D. Hagenstein
Executive Vice-President
Industrial Forestry Association
1410 S. W. Morrison Street
Portland, Oregon 97205

Spencer Smith
Secretary
Citizens Committee on Natural Resources
1346 Connecticut Avenue, NW
Washington, D. C. 20036

Gordon Zimmerman
Executive Secretary
National Association of Conservation Districts
1025 Vermont Avenue, NW
Washington, D. C. 20005

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John S. Gottschalk
Executive Vice President
International Association of Game Fish & Conservation Commissioners
1709 New York Avenue, NW
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Kenneth Pomeroy
Washington Representative
National Association of State Foresters
10404 Conover Drive
Silver Spring, Maryland 20902

George C. Cheek
Executive Vice President
American Forest Institute
1619 Massachusetts Ave. NW
Washington, D. C. 20036

Nathaniel Rogg
Executive Vice President
National Association of Home Builders
1625 L Street NW
Washington, D. C. 20036

Additional Guests -- If Space Permits

Laurance S. Rockefeller
President
American Conservation Association
30 Rockefeller Plaza
New York, New York 10020

Mrs. Kermit V. Haugan
President
General Federation of Women's Clubs
1734 N Street NW
Washington, D. C. 20036

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Elvis J. Stahr
President
National Audubon Society
950 3rd Avenue
New York, New York 10022

Jack Lorenz
Executive Director
Izaak Walton League of America
1800 N. Kent Street
Suite 806
Arlington, Virginia 22209

Thomas Kimball
Executive Director
National Wildlife Federation
1412 16th Street NW
Washington, D. C. 20036

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BACKGROUND: The bill was unanimously approved by Congress and has the support of all of the major environmental, forest industry and public interest groups involved in forest management. A signing ceremony would thus identify the President with a highly popular bill.

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