H. R. 1826, H. R. 1974 and H. R. 2615

HOUSE OF REPRESENTATIVES
SUBCOMMITTEE No. 2 OF THE
COMMITTEE ON AGRICULTURE

Monday, April 28, 1947.

The Subcommittee met at 10 o'clock a. m., Honorable Anton J. Johnson, Chairman, presiding.

Present: Representatives Johnson (Chairman), Gross, Goff, and Worley.

Also present: Representatives Andresen, Gillie, Grant, and MacKinnon.

Mr. Johnson. The committee will come to order, please. We have three different bills to consider this morning. The first two should not take so very long, and I hope it will be done as expeditiously as possible. We have a very important matter over on the floor of the House, very controversial, and they will be reading the bill this afternoon and voting frequently on amendments probably, and it is doubtful that we can have any afternoon session if we do not get through this morning. We will make every effort to get through this morning, and get through as quickly as possible, and we will try to avoid duplication as much as possible.

We are first going to take up H. R. 1826, a bill making

it a petty offense to enter any national-forest land while it is closed to the public.

(H. R. 1826 is as follows:)

80TH CONGRESS
1ST SESSION

H. R. 1826

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 10, 1947

Mr. HOPE introduced the following bill; which was referred to the Committee on Agriculture

A BILL

Making it a petty offense to enter any national-forest land while it is closed to the public.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That whoever, without lawful authority or permission, shall go upon any national-forest land while it is closed to the public by or under authority of a regulation of the Secretary of Agriculture made pursuant to law shall be fined not more than $500, or imprisoned without hard labor not more than six months, or both: *Provided,* That nothing herein shall be construed to limit the authority of the Secretary of Agri-

culture under other law to otherwise provide for regulating the occupancy and use of national-forest lands and lands administered by the Forest Service.

80TH CONGRESS
1ST SESSION

H. R. 1826

A BILL

Making it a petty offense to enter any national-forest land while it is closed to the public.

By Mr. HOPE

FEBRUARY 10, 1947

Referred to the Committee on Agriculture

Mr. Johnson. The first witness is Mr. Arthur A. Brown, Assistant Chief of the Division of Fire Control, Forest Service, Department of Agriculture.

STATEMENT OF ARTHUR A. BROWN, ASSISTANT CHIEF, DIVISION OF FIRE CONTROL, FOREST SERVICE, DEPARTMENT OF AGRICULTURE.

Mr. Brown. Mr. Chairman and gentlemen of the committee: My name is Arthur A. Brown. I am Assistant Chief of the Division of Fire Control, Forest Service, Department of Agriculture.

This bill as proposed is a rather simple thing, but we believe it can be of a great deal of help to us in preventing forest fires in administering the National forests ~~administration~~. In areas that have particularly dangerous fuels ~~paths~~, such as newly logged-over lands, we have found by experience that closing the area to public use during the dangerous part of the fire season at times it is the best way to prevent heavy losses. Such closures have been recognized for a long time and have been used for many years. They are always temporary in nature and they are restricted to the dangerous part of the fire season. They are placed in effect after due notice in local newspapers and points of access to the area are duly posted. They never affect travel on highways, but they do often involve forest access roads, or work roads within the local area. In such cases any

local residents who need to use those roads in the ordinary course of business are exempted from the closure, but if there are very many people involved who have a legitimate business in the area we seldom apply closure.

Enforcement of such closures is backed by Federal law and the penalty is heavy. The maximum penalty as now defined is $500 fine and a year's imprisonment. Because of this penalty, any violation of one of these closures has to be enforced through federal court procedure. Usually the dockets are crowded and such cases can be handled only after much delay, and they are in competition with much more important cases.

Enforcement of a closure of this kind has to be prompt and decisive to be very effective, as you can well imagine. The problem becomes somewhat similar to that of enforcing traffic violations. So the Federal Court procedure is not well adapted to it administratively.

Several States have laws for closures that can be applied on national forests. That is particularly true of some of our northwestern States. Wherever such laws exist they are utilized to enforce our national forest closures. In such cases we use the local justice of the peace, or minor state courts to take enforcement action. Where such laws do not exist, enforcement is pretty cumbersome to administer.

We believe that this bill, which provides only for

reducing the penalty to that of a petty offense, will assist us a great deal in administering such closures. Federal judges have the authority to designate U. S. Commissioners to try petty offense cases. This bill will enable the Commissioner so designated to act on a case involving the violation of closure. If such arrangements could ~~can~~ be applied more commonly, there would be a better opportunity to try offendors ~~defend~~ promptly and nearby, that is without a great deal of travel, before the nearest Federal officer. We believe that just this simple provision will facilitate the administrative aspect of enforcement a great deal for us, and it will be of application in certain sections in all of our nine national forest regions.

I believe that is all.

Mr. Goff. May I ask a question?

Mr. Johnson. Yes, Mr. Goff.

Mr. Goff. Is there at present a statute makihg it a more serious offense to violate one of these orders closing national forests?

Mr. Brown. That is right.

Mr. Goff. ~~It~~ Why is it not mentioned here? ~~but~~ I would be the usual thing, it seems to me, to repeal specifically the other provision, and I was wondering ~~why it~~ why your bill is in this form.

Mr. Brown. I think it is in this form to make an exception of closures, because it does only apply to closures.

I would like to have Mr. Mynatt of the Department explain that.

STATEMENT OF E. F. MYNATT, ASSOCIATE SOLICITOR, DEPARTMENT OF AGRICULTURE.

Mr. Mynatt. In answer to your question, all of the regulations of the Secretary are issued under a statute which provides for a maximum punishment of one year or a $500 fine. It is not a particular statute for this offense. It covers all regulations on the national forests. This bill is designed to reduce that penalty only for this particular type of regulation, the closure, to a petty offense, that is, it reduces it from one year to six months, which brings it within the definition of petty offenses which can be tried, before commissioners, at the election of the defendant.

Mr. Goff. I can appreciate that statement. In other words, what you are trying to do here is to make it possible to actually punish these people, because it is very hard to convict a man for an offense of this kind if the penalty is too severe. Probably if you cut it down to an offense that can be tried before a justice of the peace, you can more effectively prosecute these violators.

Mr. Brown. Yes.

Mr. Goff. That is all.

Mr. Johnson. Mr. Brown, are there any other witnesses that you desire to present at this time?

Mr. Brown. No, sir, I think not.

Mr. Johnson. All right. I have here a letter from Mr. N. E. Dodd, Under Secretary of Agriculture, requesting this legislation, and I think it should be inserted in the record. It certainly appears to have a lot of merit, and my own personal opinion is there should not be any difficulty at all in putting this into legislation.

We thank you for your presence.

(The letter referred to is as follows:)

EXEC. COM. 273

(C O P Y)

DEPARTMENT OF AGRICULTURE. WASHINGTON

JANUARY 31, 1947

The Honorable
The Speaker of the House of Representatives

Dear Mr. Speaker:

It is occasionally necessary to close all or portions of a national forest to public use and entry because of the presence of high hazard fuels and serious forest fire danger. Closure may be made under authority of the Secretary of Agriculture pursuant to the act of June 4, 1897, as amended by the act of February 1, 1905 (16 U.S.C. 551) and, in some States, by State authorities under State law. Not all of the States, however, have a closure law which permits such action and prescribes penalties for unlawfully entering the closed area. Where there is no State law authorizing closure and providing for enforcement, Forest Service officials must rely on the Federal courts to enforce national forest regulations under which areas are now closed. This is due to the fact that the penalty prescribed for such violations under existing law is a fine of notmore than $500, or imprisonment not more than one year, or both, as provided by the act of March 4, 1909, as amended by the act of June 25, 1910 (18 U.S.C. 104). Thus such offense cannot now be classed and tried as a "petty" offense before a U.S. Commissioner. Therefore, all closure violation cases must be submitted to the U.S. Atrorney for trial in Federal courts. The Federal courts are very busy and long delays are frequent. In many instances there is no enforcement of the closure regulations and those who wish can violate them with impunity.

In view of the foregoing, there is urgent need for legislation to prescribe a smaller penalty for a closure violation. Under this authority such violations, with the written consent of the offender, could be tried before any United States Commissioner who is authorized to try petty offenses pursuant to the provisions of the Act of October 9, 1940 (54 Stat. 1058), thus expediting action in such cases.

Attached, for the consideration of the Congress, is a suggested draft of a bill designed to make it a petty offense to enter without lawful authority national forest land while it is closed to the public.

The Bureau of the Budget advises that it has no objection to the submission of this proposed legislation and explanatory letter.

Sincerely yours,

N.E. Dodd,
Under Secretary.

H. R. 1974 AND H. R. 2615

Mr. Johnson. Now we will call up H. R. 1974, a bill by Mr. Goff, relating to protection of forests against destructive insects and diseases, and for other purposes.

We also have an identical bill by Mr. Engle of California, and we might just as well consider them together, but under the title of H. R. 1974.

(H. R. 1974 and H. R. 2615 are as follows:)

80TH CONGRESS
1ST SESSION

H. R. 1974

IN THE HOUSE OF REPRESENTATIVES

FEBRUARY 17, 1947

Mr. GOFF introduced the following bill; which was referred to the Committee on Agriculture

A BILL

To provide for the protection of forests against destructive insects and diseases, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to protect and preserve forest resources of the United States from ravages of bark beetles, defoliators, blights, wilts, and other destructive forest insect pests and diseases, and thereby enhance the growth and maintenance of forests, promote the stability of forest-using industries and employment associated therewith, aid in fire control by reducing the menace created by dying and dead trees injured or killed by insects or disease, conserve forest cover on watersheds, and protect recreational and other values of

forests, it shall be the policy of the Government of the United States independently and through cooperation with the Governments of States, Territories, and possessions, and private timber owners to prevent, retard, control, suppress, or eradicate incipient, potential, or emergency outbreaks of destructive insects and diseases on, or threatening, all forest lands, irrespective of ownership.

SEC. 2. The Secretary of Agriculture is authorized either directly or in cooperation with other departments of the Federal Government, with any State, Territory, or possession, organization, person, or public agency, subject to such conditions as he may deem necessary and using such funds as have been, or may hereafter be, made available for these purposes, to conduct surveys on any forest lands to detect and appraise infestations of forest insect pests and tree diseases, to determine the measures which should be applied on such lands, in order to prevent, retard, control, suppress, or eradicate incipient, threatening, potential, or emergency outbreaks of such insect or disease pests, and to plan, organize, direct, and carry out such measures as he may deem necessary to accomplish the objectives and purposes of this Act: *Provided*, That any operations planned to prevent, retard, control, or suppress insects or diseases on forest lands owned, controlled, or managed by other

agencies of the Federal Government shall be conducted with the consent of the agency having jurisdiction over such land.

SEC. 3. The Secretary of Agriculture may, in his discretion and out of any money made available pursuant to this Act, make allocations to Federal agencies having jurisdiction over lands held or owned by the United States in such amounts as he may deem necessary to retard, control, suppress, or eradicate injurious insect pests or plant diseases affecting forests on said lands.

SEC. 4. No money appropriated to carry out the purposes of this Act shall be expended to prevent, retard, control, or suppress insect or disease pests on forest lands owned by persons, associations, corporations, States, Territories, possessions, or subdivisions thereof, until such contributions toward the work as the Secretary may require have been made or agreed upon in the form of funds, services, materials, or otherwise.

SEC. 5. There are hereby authorized to be appropriated for the purposes of this Act such sums as the Congress may from time to time determine to be necessary. Any sums so appropriated shall be available for necessary expenses, including the employment of persons and means in the District of Columbia and elsewhere, printing and binding, and the purchase, maintenance, operation, and exchange of pas-

senger-carrying vehicles; but such sums shall not be used to pay the cost or value of any property injured or destroyed. Materials and equipment necessary to control, suppress, or eradicate infestations of forest insects or tree diseases may be procured without regard to the provisions of section 3709 of the Revised Statutes (41 U. S. C. 5) under such procedures as may be prescribed by the Secretary of Agriculture, when deemed necessary in the public interest.

SEC. 6. The provisions of this Act are intended to supplement, and shall not be construed as limiting or repealing, existing legislation.

SEC. 7. This Act may be cited as the "Forest Pest Control Act".

80TH CONGRESS
1ST SESSION

H. R. 1974

A BILL

To provide for the protection of forests against destructive insects and diseases, and for other purposes.

By Mr. GOFF

FEBRUARY 17, 1947
Referred to the Committee on Agriculture

80TH CONGRESS
1ST SESSION

H. R. 2615

IN THE HOUSE OF REPRESENTATIVES

MARCH 18, 1947

Mr. ENGLE of California introduced the following bill; which was referred to the Committee on Agriculture

A BILL

To provide for the protection of forests against destructive insects and diseases, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to protect and preserve forest resources of the United States from ravages of bark beetles, defoliators, blights, wilts, and other destructive forest insect pests and diseases, and thereby enhance the growth and maintenance of forests, promote the stability of forest-using industries and employment associated therewith, aid in fire control by reducing the menace created by dying and dead trees injured or killed by insects or disease, conserve forest cover on water-

sheds, and protect recreational and other values of forests, it shall be the policy of the Government of the United States independently and through cooperation with the governments of States, Territories, and possessions, and private timber owners to prevent, retard, control, suppress, or eradicate incipient, potential, or emergency outbreaks of destructive insects and diseases on, or threatening, all forest lands irrespective of ownership.

SEC. 2. The Secretary of Agriculture is authorized either directly or in cooperation with other departments of the Federal Government, with any State, Territory, or possession, organization, person, or public agency, subject to such conditions as he may deem necessary and using such funds as have been, or may hereafter be, made available for these purposes, to conduct surveys on any forest lands to detect and appraise infestations of forest insect pests and tree diseases, to determine the measures which should be applied on such lands, in order to prevent, retard, control, suppress, or eradicate incipient, threatening, potential, or emergency outbreaks of such insect or disease pests, and to plan, organize, direct, and carry out such measures as he may deem necessary to accomplish the objectives and purposes of this Act: *Provided*, That any operations planned to prevent, retard, control, or suppress insects or diseases on forest lands owned, controlled, or managed by other

agencies of the Federal Government shall be conducted with the consent of the agency having jurisdiction over such land.

SEC. 3. The Secretary of Agriculture may, in his discretion and out of any money made available pursuant to this Act, make allocations to Federal agencies having jurisdiction over lands held or owned by the United States in such amounts as he may deem necessary to retard, control, suppress, or eradicate injurious insect pests or plant diseases affecting forests on said lands.

SEC. 4. No money appropriated to carry out the purposes of this Act shall be expended to prevent, retard, control, or suppress insect or disease pests on forest lands owned by persons, associations, corporations, States, Territories, possessions, or subdivisions thereof until such contributions toward the work as the Secretary may require have been made or agreed upon in the form of funds, services, materials, or otherwise.

SEC. 5. There are hereby authorized to be appropriated for the purposes of this Act such sums as the Congress may from time to time determine to be necessary. Any sums so appropriated shall be available for necessary expenses, including the employment of persons and means in the District of Columbia and elsewhere, printing and binding, and the purchase, maintenance, operation, and exchange of passenger-

carrying vehicles; but such sums shall not be used to pay the cost or value of any property injured or destroyed. Materials and equipment necessary to control, suppress, or eradicate infestations of forest insects or tree diseases may be procured without regard to the provisions of section 3709 of the Revised Statutes (41 U. S. C. 5) under such procedures as may be prescribed by the Secretary of Agriculture, when deemed necessary in the public interest.

SEC. 6. The provisions of this Act are intended to supplement, and shall not be construed as limiting or repealing, existing legislation.

SEC. 7. This Act may be cited as the "Forest Pest Control Act".

80TH CONGRESS
1ST SESSION

H. R. 2615

A BILL

To provide for the protection of forests against destructive insects and diseases, and for other purposes.

By Mr. ENGLE of California

MARCH 18, 1947

Referred to the Committee on Agriculture

Mr. Johnson. Now we have Mr. S. A. Rohwer, Assistant Chief, Bureau of Entomology and Plant Quarantine, Forest Service, Department of Agriculture.

STATEMENT OF S. A. ROHWER, ASSISTANT CHIEF,
BUREAU OF ENTOMOLOGY AND PLANT QUARANTINE,
FOREST SERVICE, DEPARTMENT OF AGRICULTURE.

Mr. Rohwer. My name is S. A. Rohwer. I am Assistant Chief of the Bureau of Entomology and Plant Quarantine.

Mr. Chairman, the legislation proposed by H. R. 1974 and H. R. 2615 is identical with the legislation which has also been introduced into the Senate as S. 597. The Department of Agriculture has been asked to submit a report to the Senate on that bill, and such report has been submitted by Secretary Anderson, with the approval of the Bureau of the Budget, and is a favorable report for the enactment of this legislation.

The legislation proposed by these bills is one which will provide a long-felt need for providing means for combatting insect pests and plant diseases which are destructive to our forest. This subject has received attention by committees of Congress and foresters and others over a period of years and there has been a good deal ofrecognition of the losses that are caused by these diseases, both in their endemic and their epidemic form. The losses in their epidemic form are comparable to or exceed those caused by fire.

There is no authorizing legislation available which will permit a cooperative and coordinated attack on these pests which are destructive to our forests and to all lands. There is legislation existing which permits the land managing agency, such as the Forest Service and Interior Service, to combat the diseases or pests that occur on timber, under their direction. They are also able, under certain unusual circumstances, to go outside their immediate boundaries to protect the Government holdings. There is, however, no other legislation which permits attacking the problems that pertain to a wide variety of pests.

The organic act of 1944 of the Department authorizes work on two introduced pests, the Gypsy and browntail moths, and the Dutch elm disease, and the Act of 1946 provides a program against another introduced disease, the white pine blister rust, but for the native insects, the bark beetles which are so destructive inthe West, there is no plan by which the Federal Government, the State and private interests can cooperate and protect their forests from these pests.

This legislation will provide such a vehicle. It enunciates a broad policy in the interest of the United States Government in conserving the forests against these pests and diseases. It provides for cooperative relationship so control programs can be carried out. It does one more thing which is essential in all pest control, it permits

the carrying out of what we refer to as detection surveys to locate infestations in their incipient stages so they can be combatted before they reach epidemic forms and cause wide losses.

We have a rather striking illustration that Congress considered this season in connection with that. There is an outbreak of the Tussoc moth which has occurred on over 530,000 acres in Idaho and has already caused a good deal of damage to the timber. If this had been combatted at the outset the timber would have been saved and by combined effort it would have been markedly reduced.

The bill provides, therefore, an overall basic authorizing legislation. It establishes a charter under which procedures can be carried out, and it is, in our opinion, to the best interests of the country to conserve the national resources in the forests, which are something that cannot be protected on an annual basis like many other crops, but which have to be grown over a period of years and protected during their period of growth.

In the interest of brevity, Mr. Chairman, I think these remarks will show the interest of the Department in the proposed legislation.

Mr. Johnson. Thank you. Are there any questions?

Mr. Goff. Mr. Rohwer, I wish you would state what this bill does, what authority it gives that the Department does

not have now.

Mr. Rohwer. Mr. Goff, I tried to point out that we have authority to work on certain specific pests, on state and private lands in cooperation with state and private owners, but we do not have authority to carry on similar programs for pests that are not specifically enumerated. That authority exists only when those pests attack government holdings on government-owned or controlled lands. This will provide for a set-up whereby the federal government can under leadership and in cooperation with state and private interests, carry on a control program such as is proposed to combat the tussoc moth. To carry out that work we have to resort to unusual methods.

Mr. Goff. I see.

Mr. Johnson. Isn't there legislation that allows you to cooperate with the several states on these things?

Mr. Rohwer. In research, Mr. Chairman, but not in control.

Mr. Johnson. How much money are we spending along that line currently?

Mr. Rohwer. During the decade from 1936 to 1945, and during the period when there was a large amount of money expended for work relief on certain specific problems, there was expendad $54,304,000, but most of that was used to combat such pests as the Gypsy and browntail moths which

were introduced, and the white pine blister rust which was also introduced.

Mr. Johnson. How long ago was the white pine blister rust discovered?

Mr. Rohwer. It was discovered in this country in 1918, and in 1918 the Government, in cooperation with the State, inaugurated a program to combat it by attacking its alternate hosts, which are gooseberries and currants and by elimination of the gooseberries and currants it is possible to protect the 5 needle pines from this disease. That is taking advantage of a biological situation. Many of our native forest insects, such as bark beetles, cannot be handled in this manner.

Mr. Johnson. While this is not an appropriation committee, any legislation that would be passed here would be in the nature of an authorization. How much additional money would this require, about?

Mr. Rohwer. It is very difficult, Mr. Chairman, to indicate that with any degree of exactness. In my judgment, it would save money in the long run. The only expenditures, which would be annual and of a continuing nature, would be just those which would provide for the detection surveys to locate these infestations and combat them in their incipient stages. The amount there would be comparatively small. In the interest of good management it would be desirable to have

in addition to that amount a small fund which would enable the Government to immediately and directly cooperate with states in eliminating these infestations in their incipient stages.

Mr. Johnson. Are the States really doing some work on that?

Mr. Rohwer. There are a number of States that have legislation of this nature, and the numbers that are getting interested in forests are increasing annually. Two States have specific legislation of this general nature, and they are the States of California and Oregon. The State of Wisconsin is another State that has such legislation and carries out such types of programs.

Mr. Johnson. Are there are more ways of spending a great amount of money in recent years than the fighting of the Dutch elm disease. Have we made any progress in stopping it or eliminating it?

Mr. Rohwer. We have not made progress during recent years, Mr. Chairman. (There) is a disease (in) which there is a specific authorization, which is carried in the organic act of 1944. But about 1944 the Congress provided that no money can be expended from Federal funds in the removal of trees to combat that disease. The removal of the trees would all have to be done by the States. It is an essential part, in combatting that disease, to be able to eliminate the diseased tree immediately on discovery, and the delay that has been

incident to that has resulted in a spread of the disease by the beetle which carries it from tree to tree, so we are behind it rather than combatting it in its incipient stages.

Mr. Gross. Have you ever eradicated any of these great pests that attack the forest?

Mr. Rohwer. No forest insect pest, to my knowledge has ever been eradicated, Mr. Gross, and probably never will be, particularly with these native ones. The record of eradicating crop diseases is creditable to this country. We are the only country in the world that has done that.

Mr. Johnson. ~~There~~ has been any spread of the blight, or whatever it was, that destroyed our chestnut trees down here in the Shenandoah Forest?

Mr. Rohwer. It spread through the range of the chestnut and now the only way of combatting it is to develop varieties of trees that may be resistant or tolerant to the disease. That is an example of a disease that came into this country, spread like wildfire, and went uncombatted in its incipient stages. In fact it was widely distributed when it was discovered.

Mr. Johnson. Is it still in existence over the nation?

Mr. Rohwer. Oh, yes, you can find it anywhere around, even back of the hills from Washington the cankers are on these little sprouts coming up from stumps.

Mr. Gross. Is there any evidence of the chestnut becoming immune? I come from a chestnut section. We had all our timber killed, and now we see shoots 20 feet high that appear to be chestnuts and that seem to grow. Are they becoming more immune? They are making a desperate effort to survive.

Mr. Rohwer. As far as I know, Mr. Congressman, there is no evidence to indicate that the American chestnut is becoming immune to the disease. There are varieties that have been developed which are somewhat immune to the disease and are making good development and good growth.

Mr. Gross. Apparently the young growth is getting older and bigger before it dies now than it did 15 years ago.

Mr. Rohwer. We hope that will be borne out.

Mr. Gross. That is an actual fact. Are there any sections of the country where there are still chestnuts?

Mr. Rohwer. None that I know of, where the chestnut blight has not already occurred. There are very few stands of old trees left.

Mr. Goff. You ~~say it is~~ have stated that you will need only a small appropriation. Can you give us any specific estimate as to what the department might recommend to the appropriation committee?

Mr. Rohwer. When the department was asked that question by the Bureau of the Budget it made a statement substantially to this effect, Mr. Goff, that if this legislation were enacted

80TH CONGRESS
1ST SESSION

H. R. 2615

IN THE HOUSE OF REPRESENTATIVES

MARCH 18, 1947

Mr. ENGLE of California introduced the following bill; which was referred to the Committee on Agriculture

A BILL

To provide for the protection of forests against destructive insects and diseases, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to protect and preserve forest resources of the United States from ravages of bark beetles, defoliators, blights, wilts, and other destructive forest insect pests and diseases, and thereby enhance the growth and maintenance of forests, promote the stability of forest-using industries and employment associated therewith, aid in fire control by reducing the menace created by dying and dead trees injured or killed by insects or disease, conserve forest cover on water-

sheds, and protect recreational and other values of forests, it shall be the policy of the Government of the United States independently and through cooperation with the governments of States, Territories, and possessions, and private timber owners to prevent, retard, control, suppress, or eradicate incipient, potential, or emergency outbreaks of destructive insects and diseases on, or threatening, all forest lands irrespective of ownership.

SEC. 2. The Secretary of Agriculture is authorized either directly or in cooperation with other departments of the Federal Government, with any State, Territory, or possession, organization, person, or public agency, subject to such conditions as he may deem necessary and using such funds as have been, or may hereafter be, made available for these purposes, to conduct surveys on any forest lands to detect and appraise infestations of forest insect pests and tree diseases, to determine the measures which should be applied on such lands, in order to prevent, retard, control, suppress, or eradicate incipient, threatening, potential, or emergency outbreaks of such insect or disease pests, and to plan, organize, direct, and carry out such measures as he may deem necessary to accomplish the objectives and purposes of this Act: *Provided*, That any operations planned to prevent, retard, control, or suppress insects or diseases on forest lands owned, controlled, or managed by other

agencies of the Federal Government shall be conducted with the consent of the agency having jurisdiction over such land.

SEC. 3. The Secretary of Agriculture may, in his discretion and out of any money made available pursuant to this Act, make allocations to Federal agencies having jurisdiction over lands held or owned by the United States in such amounts as he may deem necessary to retard, control, suppress, or eradicate injurious insect pests or plant diseases affecting forests on said lands.

SEC. 4. No money appropriated to carry out the purposes of this Act shall be expended to prevent, retard, control, or suppress insect or disease pests on forest lands owned by persons, associations, corporations, States, Territories, possessions, or subdivisions thereof until such contributions toward the work as the Secretary may require have been made or agreed upon in the form of funds, services, materials, or otherwise.

SEC. 5. There are hereby authorized to be appropriated for the purposes of this Act such sums as the Congress may from time to time determine to be necessary. Any sums so appropriated shall be available for necessary expenses, including the employment of persons and means in the District of Columbia and elsewhere, printing and binding, and the purchase, maintenance, operation, and exchange of passenger-

carrying vehicles; but such sums shall not be used to pay the cost or value of any property injured or destroyed. Materials and equipment necessary to control, suppress, or eradicate infestations of forest insects or tree diseases may be procured without regard to the provisions of section 3709 of the Revised Statutes (41 U. S. C. 5) under such procedures as may be prescribed by the Secretary of Agriculture, when deemed necessary in the public interest.

SEC. 6. The provisions of this Act are intended to supplement, and shall not be construed as limiting or repealing, existing legislation.

SEC. 7. This Act may be cited as the "Forest Pest Control Act".

80TH CONGRESS
1ST SESSION

H. R. 2615

A BILL

To provide for the protection of forests against destructive insects and diseases, and for other purposes.

By Mr. ENGLE of California

MARCH 18, 1947

Referred to the Committee on Agriculture

it would not consider requesting funds under its authorization for the fiscal year 1948. For the fiscal year 1949 it would give consideration to providing a small appropriation for these detecting surveys, and a small amount that would be used as a reserve fund to combat these infestations, and that such amount, without having been carefully estimated or carefully appraised, would not exceed $500,000. That is a small token in view of the excessive losses that are annually occurring because of these epidemic outbreaks that are causing wide destruction in the forest in many, many parts of the United States.

Mr. Goff. Isn't it true that this Congress now has before it, ~~and it has been~~ approved by the Committee on Appropriations, a request for $375,000 for the control of the Tussock moth alone?

Mr. Rohwer. That is correct. We likewise have an appropriation of some $300,000 to combat an incipient outbreak of the bark beetle that is in our national forests and that threatens other areas than national forests, and lands under the control of the Interior Department.

Mr. Johnson. I desire to thank you, Mr. Rohwer. You have been very helpful in telling us the up-to-the-minute situation on these forest pests.

We will next hear from Mr. Raymond E. Marsh, Assistant Chief, Forest Service, Department of Agriculture.

STATEMENT OF RAYMOND E. MARSH, ASSISTANT CHIEF, FOREST SERVICE, DEPARTMENT OF AGRICULTURE.

Mr. Marsh. My name is Raymond E. Marsh. I am Assistant Chief of the Forest Service.

Mr. Chairman, I would like to make a brief statement for the Forest Service in support of H. R. 1974 and the identical bill, H. R. 2615. The Forest Service has long been concerned with the seriousness of forest losses from insect and disease outbreaks and with the need for more effective nation-wide protection to prevent or control such outbreaks.

Our comprehensive analyses of the forest situation as in the early thirties, in 1938-39, and again in the last two years indicate that these outbreaks account for a very significant average annual item of drain on the forest, more, for example than does fire. In addition to the drain that cannot be salvaged in trees big enough to estimate in cubic feet and board feet, there is the loss in the little trees, the seedlings and saplings, that often hampers or prevents restocking and regrowth. Also of importance is the deterrent influence of the risk of these outbreaks upon forest land owners who are considering practicing forestry.

In short, the losses from these outbreaks have been serious, often spectacular, and pretty constant. The outbreaks are expensive and sometimes impossible to control after they get big. The need for more prompt detection of incipient

outbreaks and for their immediate suppression before they become large is evident.

The Forest Service considers more adequate arrangements for prompt discovery and control to be one of the essential features of a national forest conservation program.

To facilitate this we have visualized basic Federal legislation that would establish a Federal policy for dealing with all forestt insects and diseases wherever they threaten our forests, and that would contain flexible authority for appropriate cooperative arrangements with State and private agencies in this protection work onState and private lands.

The Forest Service believes that this bill embodies the needed organic provisions and that, if enacted, it will greatly strengthen the basis for nation-wide protection. We strongly endorse the bill and recommend its enactment.

Mr. Johnson. Are there any questions? If not, I thank you, Mr. Marsh.

Mr. Fred Morrell.

STATEMENT OF FRED MORRELL, WASHINGTON REPRESENTATIVE OF THE AMERICAN PAPER AND PULP ASSOCIATION, and The American Pulpwood association

Mr. Morrell. Mr. Chairman, my name is Fred Morrell, representing the American Paper and Pulp Association, which is the trade organization for the pulp and paper industry.

The industry, through its 235 pulp mills, in 1946

manufactured something over ten and one-half million tons of pulp. 421 paper mills produced nine and three-quarter million tons of paper, and 304 paper board mills in 1946 produced approximately nine and one-half million tons of paper board. The total investment of the industry in plants, timber lands and other operating facilities is approximately three and one-quarter billion dollars. Total net sales in 1946 were approximately equal to total investment.

Wood is the basic raw material for this giant industry. In 1946 the pulp mills consumed approximately 17 million standard cords of wood, of which about 15 million cords were cut from United States forests while 2 million came from Canada. Of the total consumption of 17 million cords of wood in 1946, approximately three and one-half million cords were used by mills in the northeast, 1,209,994 cords by mills in the Appalachian Region; 6,973,720 cords by mills in the Southern Region; 2,317,642 cords by mills in the Lake States Region; and 2,816,522 cords by mills in the Pacific Northwest Region.

According to published United States Forest Service statistics, the pulp mills own approximately fourteen and one-half million acres of land distributed by regions as follows:

Maine New Hampshire Vermont Connecticut Rhode Island Massachusetts	6,285,000	New York Pennsylvania Maryland West Virginia Delaware New Jersey	760,000
Michigan Minnesota Wisconsin	1,200,000	Virginia North Carolina South Carolina	961,000
Northwest	844,000	Arkansas Louisiana Oklahoma Texas	1,923,000
Alabama Florida Georgia Mississippi Tennessee	2,491,000		

Grand Total - 14,464,000

The largest percentage of these lands were purchased by the mills during recent years was for the purpose of growing on them a part of their wood requirements. Most of the land purchased had been cut over and the mills are universally

following the practice of cutting only such timber as may be removed without depleting the growing stock, and taking such other action as is practicable, such as planting, stand improvement, etc., to the end that the full productivity of the lands may be developed. Many of the mills are currently buying land, but the total owned to date is not sufficient, even under good management, to supply more than from one-third to one-half of current wood requirements. For the remainder of their requirements the mills are dependent on wood owned by other people, for the most part small owners. This situation should continue because mills furnish a permanent market for wood grown on farms and other tracts, large and small.

With the nearing exhaustion of the supply of timber that nature provided we are, of course, becoming more and more dependent for wood supply on that which is grown following first harvesting or virgin timber stands. That has, in fact, been the case in the pulp and paper industry for a long time, only 14 per cent of the wood used by the industry in 1946 having come from the northwest in which are most of the remaining stands of virgin timber. The time has come when timber growing, under right conditions, is a feasible economic undertaking. But wood growing is not a feasible economic undertaking if the element of risk of loss from fire or from insects is too high. There is no

insurance that the timber land owner can take against the loss of his investment due to insect epidemics and there is no way by which he can, as an individual land owner, protect himself against that loss. The supply of wood, particularly of species most valuable in pulp and paper making, has become critically short in all of the northern part of the country in which, twenty-five years ago, practically all of the pulp mills were located.

The spruce bud worm epidemic has destroyed in Canada a great deal of spruce on which New England mills are dependent for this prime pulp species. The epidemic is threatening New England woods. There is no other source of supply for these mills which will, consequently, have to use a greater proportion of less acceptable wood with possible resultant deterioration in quality of product. The Tussoc Moth epidemic in Idaho is in the area on which the single pulp and paper mill in the inland empire is dependent for wood. The Hemlock looper epidemic in Oregon has killed a large volume of hemlock and true firs timber which species constitute the major supply of pulpwood in the northwest. With the development of the plywood industry and shortage of lumber these species, which were in general use only by the pulp mills, have become valuable for other purposes with the result that the future supply for pulp mills is becoming greatly restricted.

Pulp mills have traditionally depended for a large part of their wood supply on wood farms and other small land owners. Because of especially heavy plant investments and the fact that necessary water supply and other necessities mean that mills have to be very selective in choosing feasible sites, mills do not move and they do not go out of business. They should and will continue to furnish a permanent market for farm grown wood. The consumption of paper, both as to a tatal for the UnitedStates and per capita, is on an ascending scale. The basic raw material for the industry which now employs 168,000 people with annual pay rolls approaching 400 million dollars, is wood. The pulp and paper industry does not ask the government to do anything for kt that it can do for itself. Its present land holdings are sufficient to supply perhaps one-half of its current pulpwood requirements, and it can and should do all of the things necessary to grow that wood that any other industry does to support itself. The mills cannot protect their forests from the ravages of insects without public assistance. There must be established an adequate detection system comparable to that which has been established for fire control; there must be people competent to identify insect attacks to determine when an endemic situation is likely to develop into an epidemic; there must be provision for immediate control; and there must be an authority to exercise that

control over lands in all ownerships. Failure to discover insect epidemics promptly and to get there promptly with control measures is comparable to failure to discover fires promptly and inability to start promptly with adequate control facilities. I have had experience with both forms of hazards. In the years that I was in the northwest we very frequently had to round up fire fighters and walk them into going fires over distances that required two or three days to get them to the site of the fire. Frequently the result was that the fires were so big by the time we got there as to make control difficult if not well nigh impossible at a cost many times over what it would have been if we could have put men on the job promptly. It is well recognized that a spark that might be pinched out with the fingers will often, if not extinguished, result in very great fire losses. We don't exactly have to discover each tree insect and pinch him out, but we do have to discover groups that are large enough to spread and dispose of them promptly.

It is not necessary, I am sure, that I present to you any statistics regarding the amount of timber that insects have killed; other witnesses can do that better than I. I am, to repeat, appearing before you as spokesman for a very large industry on whose products we are depending for an essential commodity, and which is itself in the business of growing timber on some 16 million acres of land. And, to

repeat, the industry will continue to be dependent on other land owners for a large percentage of its wood supply. Wood growing for the pulp and paper industry is a straight matter of business. It has to have it if the American public is to have its paper supplies, and to get it the public must provide a climate in which timber growing can be carried on as an economic undertaking.

The bills before you would, as far as we can determine, form the kind of legislation that is necessary to undertake this undertaking.

Mr. Worley. Do you have any idea how much money this program will cost?

Mr. Morrell. No, sir, I haven't. The Government witnesses I think would come much nearer to that. I do not think there is any way of estimating with exactitude what it would cost, any more than we can estimate in advance what our fire control bill is going to cost, or that our insect epidemics would cost, excepting we can say this, that the quicker we get to them theless they are going to cost.

Mr. Worley. You are probably aware of the fact that this is an economy-minded Congress. I was just wondering if you thought the expenditure, no matter how much it would cost, would be justified from the standpoint of the benefits to be secured.

Mr. Morrell. Yes, I do. May I add this: The proposed

legislation, as I understand it, is a proposal to share the costs. The land owners should contribute, if it is under proper control and supervision, particularly the large land owners. I think the legislation is designed so the Secretary of Agriculture can make that sort of agreement.

Mr. Worley. You are in the paper manufacturing business?

Mr. Morrell. I represent the industry, yes, sir, in Washington.

Mr. Worley. This might be a little bit off the point, and I hope the Chairman will indulge me in the question. I got a letter the other day from a constituent of mine, a veteran of World War II, and he and several other veterans want to start a ~~cutting machine for~~ newspaper but cannot get newsprint. Could you ~~If I could help him in getting an allocation of paper, what would you suggest that I tell him?~~ suggest?

Mr. Morrell. You suggest to him that he take up with Cranston Hicks Newspaper Publishing Association. There have been long hearings, as you know, in the Senate and House committees. There just is not enough newsprint to supply all the newsprint that people want, and there are no government controls now under which they may be allocated.

Mr. Worley. No government controls under which they may be allocated?

Mr. Morrell. That is right.

Mr. Worley. And under government control they were

allocated?

Mr. Morrell. Yes.

Mr. Worley. But now there is no regulation?

Mr. Morrell. That is right.

Mr. Worley. I was just wondering if any provision was made by the industry to help these veterans who would want to start their own business.

Mr. Morrell. Yes, sir, there has been an effort, I am sure, but that is not particularly our field. Newsprint is not part of our organization. The publishers have endeavored to make a distribution to the small publishers, to help them get along. It is my understanding, however, that that would be considered in violation of law if the publishers themselves made a compact under which they made a distribution. There is a bill pending in the Senate, I believe, to cure that situation.

Mr. Johnson. I believe that is all. I want to thank you, Mr. Morrell.

Mr. Morrell. Very well.

Mr. Johnson. Now we have Mr. Dean of Virginia.

STATEMENT OF GEORGE W. DEAN, STATE FORESTER, COMMONWEALTH OF VIRGINIA, REPRESENTING ASSOCIATION OF STATE FORESTERS.

Mr. Dean. Mr. Chairman, my name is George W. Dean. I am the State Forester of the State of Virginia.

Mr. Chairman, I represent the Virginia Conservation Commission, the Virginia Department of Agriculture, and more particularly the Association of State Foresters, as their one representative. I should like to point out to you that the Association of State Foresters represent 43 forestry departments, and at the president's request I am appearing, because I happen to be nearer.

These other gentlemen have given you a great deal of factual information on it. We know the toll from insects and diseases is tremendous. I tried to check up on it before I came up here and I found varying estimates from 8 to 10 per cent.

These diseases start like the chestnut blight and white pine blister rust, and they do not respect State lines or property lines, and we have to get them in time, before they spread nation-wide. To control these diseases requires the closest degree of cooperation and coordination, and a continuation of effort, otherwise one State may do a great deal to control a certain disease here and 200 miles down the coast the other States do nothing, and like the chestnut blight, it continues to spread.

Most of the States are not in a position to really identify many of these diseases in their incipient state and to apply the best known remedies. I know in Virginia we have been dependent on the Federal Government for it, and

I am sure there are a great deal of other States who do it the same way. So it really takes experts to show many of our States just how it should be done. Take for instance the birch bark borer. The State Forester of Maine tells me the damage there has been something like $25,000,000. The State Forester of New York tells me it is beginning to spread over into New York. New York alone over the past 20 years has spent over $3,000,000 in trying to control the Gypsy moth and spruce bud worm.

Mr. Johnson. You have mentioned the birch bark borer.

Mr. Dean. Yes.

Mr. Johnson. Have you accomplished much in checking that?

Mr. Dean. Mr. Rohwer would be able to answer that better than I. There has been a great deal of work done through cutting. There have been considerable trees cut. I am not thoroughly familiar with it because of the fact that we do not have the birch, but I understand that some progress has been made.

Mr. Johnson. Is the birch bark borer the only disease known that has been destroying birch trees?

Mr. Dean. So far as I know, that is the main one, sir. That is the main cause of the trouble on the birch trees.

Mr. Johnson. That has gone to the West too, hasn't it?

Mr. Dean. Not to my knowledge. As I understand, it is

still primarily in the East, but it is spreading westward. The white pine blister rust started in the East and spread through New England and on to the Coast. The chestnut disease which you mentioned a few minutes ago, we had a great deal of chestnut in Virginia. I believe you mentioned, sir, that there was chesnut in your State. It is a wonderful timber tree, but it is absolutely all gone. I do not know whether it could have been stopped by ahything of this type, but I know there was very little done at that time.

Mr. Gross. Is this birch bark border the same borer that attacks hickory trees and plum trees?

Mr. Dean. No, that is another border. As I understand this birch bark borer, it gets into the twigs, it begins to work from the outside towards the branch, and from that point out it kills off all the leaves so the tree has no means to get additional nutrition and dies off.

Mr. Gross. Do you know how the hickory borer attacks the tree?

Mr. Dean. I know of two ways that the hickory borer attacks the tree. One is it encircles the limb and kills the limb off, and the other is it gets into the bark, lays its eggs and then the larva gets into the tree. I am not an entomologist, I do not know the details. We have an expert here from the Department of Entomology who would be able to answer that, I believe.

To continue, sir, in California the disease was very serious. The state forester tells me they have just enacted, within the last two years, a zoning law. That law enables them to declare certain zones in which they will take certain types of action. That has worked very well with State money, and they would like to have some federal help on it.

In Idaho the Tussoc moth is becoming epidemic and the State has appropriated $200,000, as the State Forester advises me.

In Virginia and further South the bark beetle, that is the insect, is destroying thousands of cords of pulpwood and millions of board feet of timber, There isn't much we can do about it. With all the research work, the control methods are just nothing.

Then there is a new disease developing. In Virginia we found, on the short leaf timber, both an insect and what is known as the little leaf disease, and that is spreading southward.

On behalf of the 42 States and the fellows there are in the States that have most of this work on their hands, I want to urge that you gentlemen, in the interest of cooperative, coordinated and continuous action on this tremendous problem, give favorable consideration to this act.

Mr. Johnson. We desire to thank you, Mr. Dean.

Mr. Richard Colgan.

STATEMENT OF RICHARD A. COLGAN, JR., EXECUTIVE VICE PRESIDENT, NATIONAL LUMBER MANUFACTURERS ASSOCIATION.

Mr. Colgan. Mr. Chairman, my name is Richard A. Colgan, Jr. I am Executive Vice President of the National Lumber Manufacturers Association. May I express my appreciation to your committee for extending to me this opportunity to appear in behalf of H. R. 1974 and H. R. 2615, the Forest Pest Control bill.

The National Lumber Manufacturers Association consists of fourteen regional and species producing associations representing all major commercial wood species in the United States.

Each of these regions, and a majority of the species within each region, is suffering a continuing drain on its reserves of standing timber due to attacks of insect pests and epidemics of tree diseases.

H. R. 1974 and H. R. 2615 sets up machinery to combat infestations of insects and tree diseases in our Nation's forests. It is an authorizing act to provide a vehicle for cooperative action between federal government, state and local agencies to survey and to determine the extent of infestation in areas, and to apply emergency measures where epidemic stage has been reached or is threatened.

The Federal Government, in the Clarke-McNary Act, has provided for government cooperation with state agencies to prevent and control damage due to forest fires. This cooperative effort has been highly successful and has substantially reduced losses due to fire.

No such similar provision for cooperation has been made with respect to loss from insects and tree diseases except in the case of the Lea Act to combat White Pine Blister Rust. Yet, in 1944, total drain on our stands of saw timber from insects and disease was nearly four times as great as was the loss from fire. Total insect and disease loss was 3 billion, 376 million board feet.

It is our firm belief that over-all protective planning should be done at the federal level. Tree diseases have no respect for state boundaries. Insects do not confine their ravages to timber stands within political subdivisions. Attacks must be brought under control wherever they occur, no matter which side of a state line this might be. Surveys of infested areas must include the entire area, regardless of the number of states involved.

Entomologists and pathologists of the caliber and experience necessary to direct control programs are already available in federal research and experiment stations. Rarely would states, and scarcely ever would private industry, have the funds necessary to maintain a highly specialized

technical staff of this nature.

A brief mention of the most harmful of the pests may add to your understanding of the serious and emergency nature of this problem.

New England: In Maine, the common beech louse carries a disease which is steadily destroying all the beech in the State. Unless checked, beech may disappear as completely as did the chestnut which was wiped out by the chestnut blight. The spruce bud-worm, a leaf feeder, is killing thousands of spruce and balsam fir trees and has spread into Vermont and New York. The bronze birch borer has destroyed 80% of our valuable birch stands.

South: A new and little understood tree disease, "little leaf disease" is the major threat in the southern pine forests. The disease attacks shortleaf pine, one of the four major southern pines and the only one of the four which grows at the higher elevations.

West: In the western forests, which contain 65 per cent of the nation's sawtimber supply, insects are dealing their most telling blow.

The Western Pine beetle has destroyed 33,480 million board feet of Ponderosa pine in the past 20 years. This amount is greater than 1946's total production of saw timber for the nation.

The Mountain Pine beetle attacks white pine, sugar pine,

and lodge pole pine in the western states to the tune of an annual average loss of 2.8 billion board feet.

In the West Coast Douglas fir stands of Oregon and Washington, the Douglas fir beetle is killing off one per cent per year of some of our finest stands. One per cent of Oregon Douglas fir stands is enough lumber to build about 380,000 six room houses.

In Idaho, the vicious tussock moth has already attacked nearly half a million acres of Douglas and white fir stands and threatens to destroy a major portion of the state's forest resource unless it is promptly checked.

This is but a brief view of the direct loss to our nation from insects.

In considering the total loss to the nation in further uncontrolled and unchecked ravages by insect pests on our forest resource, we must consider that the loss extends beyond the calculable value of the direct timber drain. Once the insects have done their work, the dead timber stands are extremely susceptible to fires which completely denude the land and retard regrowth.

The protection of our forests from the ravages of insect pests is a public responsibility.

Funds have been appropriated in the past for specific outbreaks when they have reached the epidemic stage. The appropriations to fight white pine blister rust is an example of

such an action.

Authorization for federal cooperation with states, counties, and private owners as provided in H. R. 1974, however, should provide the ounce of prevention which will eliminate the need for the pound of cure. Our forest resources stand in danger of irreplaceable damage - damage which is needless and preventable. The propaganda lanes have been choked with pleas for funds to reforest, to replant,, to conserve. All the while, our growing stands -- our lumber on the hoof -- is being killed off at an alarming figure. In the decade 1930-1940, 15 billion, 545 million board feet of western pine lumber in Oregon, California, and Washington alone was destroyed by beetles. This is twice the lumber required by the Veterans Housing Program last year.

I do not believe in extension of federal controls. I am convinced, however, that checking the spread of damage to our forest can be done solely and done effectively through the correlative efforts of the federal government, working cooperatively with local agencies.

I urge the passage of H. R. 1974.

Mr. Johnson. Thank you, Mr. Colgan. Are there any questions?

Mr. Goff. There is one question I would like to ask you, Mr. Colgan. Do you think the members of your association would be willing to contribute substantially to this cooperative

effort to ~~attack~~ combat these forest pests?

Mr. Colgan. They have done so in relation to the white pine blister rust, and I believe where it affects an individual directly they would be willing to cooperate. You should understand, though, that in many cases where epidemics kill trees there is a chance that the individual owner can salvage out of the merchantable timber, and you can hardly expect much of an appropriation from an individual or corporation to save the future crop, which will be damaged as much as the old crop. That is generally expected from the state or government, although some of our operators are contributing substantial amounts to the program on blister rust.

Mr. Goff. And you believe if a comparatively small sum is spent for the detection of these diseases in the incipient stages it would go a long way towards saving ~~this~~ large expenditures to combat widespread infestations later on?

Mr. Colgan. I think it is absolutely necessary. It is just the same as an army invading us and it had sent in a small detachment. You would send a small detachment to knock them off.

Mr. Johnson. Mr. Colgan, may I ask you what you consider a small amount?

Mr. Colgan. Well, one tree with a disease like blister rust --

Mr. Johnson. I am referring to dollars.

Mr. Colgan. In amount of money?

Mr. Johnson. Yes, sir.

Mr. Colgan. Well, I would say between a quarter of a million and a half million dollars would be a small amount, although it is infinitesimal as compared what you can lose on it.

Mr. Gross. You are talking now about this provision being made available to detect the disease?

Mr. Colgan. Both detect and, if necessary, to cooperate with the state and private industry to suppress it.

Mr. Gross. A half million dollars would be a drop in the bucket if you wanted to fight the disease, would it not?

Mr. Colgan. A disease as widespread as the tussoc moth at the present time, yes. If it is a small infestation, if the money were available now it would save a lot of money.

Mr. Gross. Have you ever heard of any one pest that was eradicated?

Mr. Colgan. No, sir.

Mr. Gross. Neither have I.

Mr. Johnson. Are there any other questions?

Mr. Colgan. Mr. Chairman, I have some briefs, one from the Northeastern Lumber Manufacturers Association, one from the Western Pine Association, and one from the Southern Pine Association, which I would like to have incorporated in

the record.

Mr. Johnson. You may file them for the record.

(The briefs referred to are as follows:)

A BRIEF IN SUPPORT OF H. R. 1974

by the

NORTHEASTERN LUMBER MANUFACTURERS ASSOCIATION, INC.

Northeastern Lumber Manufacturers Association, Inc.

271 Madison Avenue New York 16, N. Y.

March 6, 1947

The House Committee on Agriculture
House of Representatives
Washington, D. C.

Gentlemen:

Subject:

The Northeastern Lumber Manufacturers' Association recommends that HR 1974 be passed to provide for the protection of forests against destructive insects and diseases.

This bill authorizing forest pest control is particularly important to Northeastern lumber and other forest product industries. Our industries are a vital segment in the region's economy and in many instances are the economic mainstay of whole communities in which they are located. The loss of a considerable part of the forest stands from outbreak of forest insects and diseases would seriously affect the Northeastern lumber and other forest products industries which depend upon Northeast's forests for their timber supply.

At present, according to Forest Service's statistics, outbreaks of insects and diseases take an average annual toll of 10 per cent of the total drain from the forests of the Northeast. Of sawtimber alone the loss from forest pests amounts to nearly one-half billion board feet annually. Particularly destructive has been the spruce budworm, a constant threat to the spruce-fir forests. This insect alone during the 1910-1919 series of outbreaks is estimated to have killed 30 million cords of spruce and fir in the State of Maine alone. And a new outbreak of this insect is occurring in the Adirondacks so the spruce-fir forests are again imperiled.

Insect and disease attacks are by no means confined to the spruce-fir forests. Of growing economic concern are the losses sustained in hardwood forests. Birch is being attacked by the bronzed birch borer and beech by the beech scale with its accompanying nectria disease. Forest entomologists estimate that these pests are at present killing birch at the rate of 30 million cubic feet yearly and beech at an annual rate of 20 million cubic feet. And the end is not yet in sight for these outbreaks are steadily moving westward in the direction of the vast forest of the Adirondacks and the Lake States.

Other insects causing concern are the gypsy moth, the larch case bearer, the brown tail moth, and pine weevil, the European pine shoot moth, the satin moth, and the fir bark louse to mention but a few.

Of nearly equal importance are a series of diseases threatening the continuity and productiveness of our northeastern forests. One of the most serious tree diseases is the white pine blister rust which yearly destroys huge quantities of white pine, the mainstay of the lumber industry in the Northeast. There is the beech bark disease which has already played havoc with the beech forest of Maine and portions of New Hampshire and threatens to continue its march westward and southward until it encompasses the entire range of this widely distributed species. Confronting us are the heavy losses over enormous areas of white and yellow birch whose death appear to be linked with a pathological condition not to mention the numerous heart rots of living trees.

The number of primary wood using plants in the Northeast runs into the thousands. Many of these are being hard pressed to get raw material of desired quality and size. The wood turning industry which is primarily dependent on white birch is running out of raw material supplies. The bronzed birch borer is of particular concern to the industry. World War II brought sharply into focus the shortage of high quality logs needed in the war effort and great difficulty was experienced in getting sufficient quantities of this class of material. It must be borne in mind that such material is a long rotation product which will become increasingly scarce as the last reserves of old growth beech, birch and maple are tapped and the supply still further diminished by the ravages of insect and disease. Not only do forest pests menace the economic stability of large segments of the region but the trees they kill increase forest fire hazards, destroy recreational values and otherwise interfere with the development and maintenance of a sound forestry program.

Forestry in the Northeast and its dependent industry has been and continues to be beset by serious losses from forest pests. The forest pest problem demands agressive action such as that called for in HR 1974. The Northeastern Lumber Manufacturers' Association endorses the proposed legislation authorizing more adequate control of forest pests.

Cordially yours,

NORTHEASTERN LUMBER MANUFACTURERS ASS'N., INC.

REE:tm

Executive Secretary

A Brief in Support of H R 1974

by the

Western Pine Association

A PLEA IN BEHALF OF H.R. 1974

[illegible] DESTRUCTIVE FOREST INSECTS OF WEST.

Urgent need for legislation to provide for protection of forests against destructive insects.

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Forest insects are killing and wasting each year staggering quantities of standing timber in the West. So severe are losses that the full and continued productivity of the forests is in jeopardy.

The time has come when programs of these agents of destruction must be started if we are to save successfully the portentous forest crops that America needs for the future.

Forest insects can be controlled, but only if effort is required. Cooperation by all agencies is necessary to do the job. It is a matter of common knowledge that all insect pests do not respect [illegible].

Legislation is the only way this serious problem can be handled effectively.

Legislation providing for three-way cooperation -- federal, state and private -- to wage war on the tree-killing insects will lay the groundwork for this sorely needed protection of our forest resources.

Western pine beetles have cost the states of California, Oregon and Washington some 15½ billion board feet of wasted stumpage since the years 1931-1940 and are still going strong.

Published current staggering losses from insects and fire as compared to lumber cut.

This means that in the pine forests the beetles have depleted 600 board feet for every 1000 feet used by man.

Stopping insect-caused losses in Ponderosa Pine forests of the West for one year would contribute as much to the timber resources as 3 to 4 years' normal growth, also save much high quality timber that could not be replaced in less than 300 - 400 years.

If the insect losses in the pine region continue for the next 20 years, as they have for the past two decades, they will have destroyed 53 billion board feet of stumpage, enough raw material to continue the operating life of pine mills for at least 10 years.

The economic losses are significant in terms of wages and employment lost.

The timber killed by pine beetles yearly could build 130,000 homes.

Wages lost through beetle activity yearly amounts to $1,000,000.

[illegible] persons could have been supported for another year by beetle-killed timber.

Idaho Timber Hard Hit

The losses in Idaho from western pine beetle amount to 150 million board feet yearly.

Recently the Douglas Fir Tussock Moth has invaded North Idaho, spreading into 447,000 acres of the State's most productive timber country. This presents another critical insect problem to everyone concerned with the protection of the timber resources of the State.

Montana Plagued

Insect damage in Montana is correspondingly great. Aside

from losses to ponderosa Pine, Idaho White Pine, the lodgepole pine has suffered a loss of about 38% of the stand killed by beetles since 1925.

Exhibit 2 - Factual data on losses caused by insects compared to volume of lumber cut.

Colorado and Wyoming Heavy Losses

A major forest disaster has hit the commercial timber stands in Colorado and Wyoming. The epidemic involves the potential loss of 11 billion board feet of industrially valuable Engelmann Spruce in Colorado's operable stands alone.

Some stands have suffered the loss of as much as 95% of the trees killed. The Engelmann Spruce stands of the Western Rockies of Colorado have lost 7 billion feet by spruce beetles ravages in 5-years' time.

The bark beetle have taken enough timber in Wyoming and Colorado in the last 5 years to supply the saw mills for 20 years -- or in other words the beetles have killed in one year as much timber as all the saw mills of both states utilize in 4 years.

Forest Industries and States Jointly to Stop Losses

The industries throughout the West have been working hard to get the trees before the beetles. Hundreds of thousands of dollars are spent annually in control and salvage operations. Western states have appropriated funds for cooperative control efforts with industry. California and Oregon have been working hard for several years. Idaho proposes an appropriation of $210,000 for the biennium to help bear the expense of the battle against these pests.

Federal Legislation Urgently Needed

In view of the disastrous losses sustained by our western forests from tree-killing insects a federal enabling act to provide for cooperative protection and control would render most timely assistance in the campaign to protect our forest resources.

Stuart Voy
Western Pine Association
Portland, Oregon
February 20, 1947

Exhibit #1

COMPARISON OF TIMBER DRAIN

Pine Region – California, Oregon and Washington

1931 – 1940

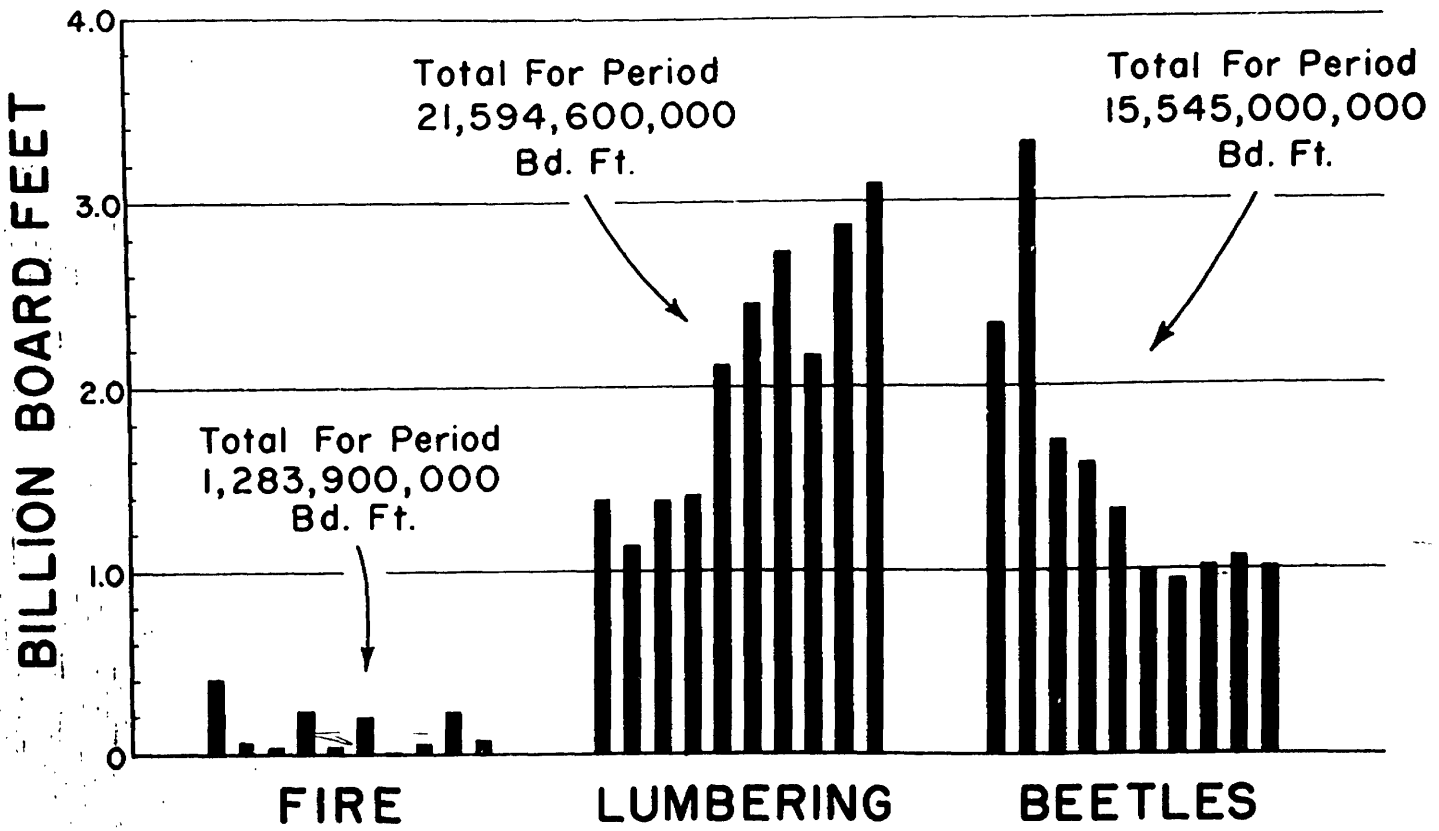

EXHIBIT #2

TIMBER DEPLETION STATISTICS

REGION ONE (MONTANA AND NORTH IDAHO)

Volume of Saw Timber - All Tree Species - 114,053,000 M.B.F.

	1931-1940	10 Year Average
Utilization for Lumber (All Tree Species)	8,512,800 MBF	851,280 MBF
Depletion from Insect-Attach (All Tree Species)	5,803,889 MBF	580,389 MBF
	1934-1943	
Destruction from Fire (All Tree Species) (Includes Pole Sized Trees)	323,110 MBF	32,311 MBF

NORTH IDAHO

Volume of Saw Timber - All Tree Species - 37,907,000 M.B.F.

	1931-1940	10 Year Average
Utilization for Lumber (All Tree Species)	4,469,199 MBF	446,920 MBF
Depletion from Insect Attach (All Tree Species)	2,880,145 MBF	288,015 MBF
	1934-1943	
Destruction from Fire (All Tree Species) (Includes Pole Sized Trees)	131,290 MBF	13,129 MBF

IDAHO WHITE PINE

Total Commercial Volume - 13,133,000 M.B.F.

	1931-1940	10 Year Average
Utilization for Lumber	4,246,467 MBF	424,647 MBF
Depletion from Insect Attach	998,174 MBF	99,817 MBF

Exhibit #3

from WESTERN PINE ASSOCIATION • YEON BUILDING • PORTLAND 4, OREGON • • •

SALVAGE LOGGING

Western Pine Beetle Controlled Through Forest Sanitation

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OVER THE past two or more decades, virgin ponderosa pine forests have suffered their heaviest damage from western pine beetles a small hard-shelled bark beetle which bores under the bark of living trees to lay its eggs, and in the process girdles and kills its host. The loss of merchantable pine volume in the forests of California, Oregon and Washington during the past two decades has been estimated at 27 billion feet. Even though a considerable portion of this loss is offset by growth, particularly in young unmerchantable trees, the commercial stand of pine has been seriously depleted and pine mills will exhaust their basic reserves at an earlier date because of this beetle's activities

Until recently control of the western pine beetle has been attempted by various methods designed to destroy the beetles. The most commonly used method has been one in which infested trees were felled and the bark was burned. When this method was applied over large areas it usually resulted in reducing infestation by 65 to 75 per cent in the first year following treatment, but the effectiveness rarely carried over for more than two or three years. Other methods of killing beetles which have been tried include spraying trees with penetrating oil, injecting chemicals into the sap stream, drowning, burying, and electrocuting the beetles. None of these methods has proven any more successful than the original fell-peel and burn method, and most of them are more costly and difficult to apply.

Then about 1926 the problem was tackled from the angle of developing resistance of the host tree. It was found that certain types of trees were more susceptible to beetle attack than others, and that this susceptibility increased with declining tree vigor and also with increasing age. From results of studies along this line, a tree classification was developed which rated trees according to age and crown vigor and corresponding susceptibility to beetle attack. This classification has come into quite general use as a basis for marking trees on timber sales in the ponderosa pine region of Oregon and Washington. Now it is common practice to include the more susceptible

● Gaunt snags in the Deschutes National Forest tell the story of the destruction wrought by beetles in this ponderosa pine stand. One tree killed by the bugs has already fallen; the others still stand but their lumber content is ruined. At the right are three thrifty pines which resisted the beetle while their older, less vigorous fellows fell prey. In the foreground the new forest can be seen springing up. All this—death to the old and life to the young—is nature's handiwork. The trouble is, the prodigal waste from forest insects does not fit in with sustained yield forest management.

★

classes of trees in the harvest cut. Thus, as logging progresses, much threatened loss is forestalled and the reserve stand is made less subject to beetle attacks.

More recently a system of rating individual trees according to current health and immediate risk of beetle attack has been developed. It has been found that certain trees showing definite symptoms of declining health and vigor are very likely to die within a short time. These high risk trees, usually only a small part of the stand, are readily recognizable from characteristics of the needles, twigs, and tops. Since most of these trees are doomed to an early death, it is good business to cut and utilize them, especially so for their removal gives the remaining trees a better chance for survival. This particular type of pine beetle control or prevention has come to be known as "sanitation salvage logging."

Beetle control through the removal of high risk trees was first tried in 1937 on an experimental basis on the Black's Mountain Experimental Forest in northern California. The first year's results were strikingly successful and showed a 90 per cent reduction in loss on logged areas as contrasted with adjacent untreated stands. The logged areas have continued to show a marked beneficial effect for seven years, with losses running from 90 to 70 per cent below untreated check areas.

The successful results of this experiment led to additional trials on national forests, Indian lands, and on several privately owned tracts. The McCloud River Lumber Co. carried out experimental control on the Cayton Valley and Harris Mountain areas in 1939-40. The Forest Service made a sale of Jeffrey pine on the Dixie Valley area of the Plumas National Forest in 1941 on the basis of taking out 35 per cent of the highest risk volume. Another sale of high risk ponderosa pine was made on the Hog Lake area of the Modoc National Forest in 1942-43. In Oregon, the Weyerhaeuser Timber Company, Klamath Falls Branch, was the first to try sanitation-salvage logging for beetle control in 1940 on a 1000-acre experimental area. Another area of 3,000 acres was similarly treated by this company in 1941. Following this, the Forest Service made sanitation-salvage sales on the Fremont and Snoqualmie National Forests in 1942 and 1943. The largest area treated in this manner to date is the Dry Creek sale of 12,000 acres on the Yakima Indian Reservation made by the Indian Service to the Cascade Lumber Co. Cutting on this tract began in the fall of 1944.

On these operations, from 1000 to 3500 board feet per acre, 15 to 30 percent of the stand, was cut. The cost ran from 15 to 25 per cent higher than normal logging costs but in every case allowed a margin of profit on the operation. In contrast, the fell-peel and burn method of control usually cost from $3 to $5 per M with no return from salvage.

Annual check cruises have been made on most of these areas to determine beetle control results. All sanitation-salvage projects that have been checked have been uniformly successful in reducing western pine beetle damage from 70 to 90 per cent as compared with neighboring untreated areas.

While the results of this sanitation-salvage control have been highly satisfactory, both from the standpoint of effectiveness and costs, it does have certain limitations which should be mentioned. The method can only be applied in fairly accessible areas with favorable topography, otherwise the cost of road building might be prohibitive. So far it has been successfully applied only in high hazard ponderosa pine stands east of the Cascade-Sierra divide in California. However, when the percentage of risk trees becomes extremely high, it is probably best to make a utilization cut rather than a sanitation-salvage cut. On better sites and under westside conditions in California, diagnosis of high risk trees has not proven to be so successful. Sanitation-salvage logging is also important to stop outbreaks of other aggressive forest insects such as *Ips* beetles, mountain pine beetle or defoliators which depend upon large populations, rather than weak trees in order to inflict damage. For such insects other control measures must be employed.

Sanitation-salvage beetle control is just one form of applied forest management. The principles have been widely adopted by foresters and incorporated into their timber management plans and marking rules. Even though it cannot be considered as a cure-all for all forest insect problems, it does contribute definitely towards a lowering of forest drain and an improvement in forest growth, both of which are tangible benefits in any sound forest management program.

The western pine beetle and how it destroys trees. Picture 1, adult beetle enlarged about eight times. (2) Full grown larvae in the outer bark of ponderosa pine, where they complete their feeding and development. (3) Pitch tube on the outer bark surface, where the adult beetle bored into a live tree. Resins pour into the wound when the sap layer is reached, and the beetle works these resins to the surface to keep the entrance open. Adult beetle at the right of the hole. (4) Egg galleries on inner surface of bark. (5) Infested ponderosa pine with bark removed to show scoring of egg galleries on the surface of the sapwood. — All pictures by Bureau of Entomology and Plant Quarantine.

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EXHIBIT #4

RESOLUTION OF THE CALIFORNIA STATE BOARD OF FORESTRY REGARDING COOPERATIVE FOREST INSECT CONTROL

Placerville, California - June 16, 1945

WHEREAS, the ravages of tree killing insects in the commercial forest areas of California and in other forests of the United States are inflicting serious economic losses upon these forests and seriously jeopardize their continued productivity and threaten the future of industries and communities dependent upon these forest resources,

NOW THEREFORE the California State Board of Forestry resolves to urge the Legislature of the State of California to take prompt and effective action to protect the forests of the State against destruction by tree killing insects and

URGES [illegible] legislation in the Congress of the United States for Cooperative Forest Insect Control and the appropriation of adequate annual funds to conduct an effective cooperative forest insect control program,

AND BE IT, that the Secretary be instructed to transmit to the Governor of California and copies to his office to the California Commission of State Cooperation, and to the Committee on Economic Development of the Council of State Governments and to the Governors Council of eleven western states, to request upon them the gravity of the situation and the necessity for the operation and support of [illegible] legislation.

Copy of resolution received from a representative group of private, State and Federal foresters affected by the beetle infestation in Southern California. - 11/20/44

"In view of the beetle infestation which is becoming increasingly acute in Southern California and which is currently causing losses far in excess of those from fire.

"And in view of the currently unbalanced protection program of all agencies which makes it impossible to cope with this problem adequately, even on federal lands,

"Resolved, that we heartily favor the securing of all-around protection of the forest from fire, insects, disease and all other causes of loss through the establishment of a protective program or plan or plans for through the coordination of all protective agencies,

"And that we pledge our wholehearted cooperation to achieve this objective by the quickest possible means.

"And that this resolution be forwarded to all interested agencies, associations and conservation groups for their careful consideration."

A Brief in Support of H R 1974, H R 2615

by the
Southern Pine Association

A Brief in Support of H. R. 1174, H. R. 2115,

by the Southern Pine Association

These identical bills entitled "Forest Pest Control Act" are of interest to hundreds of thousands of farmers and other forest land owners, including the federal and state governments, in the South having in all a total of 187 million acres of forest land.

A law "to provide for the protection of forests against destructive insects and diseases" and backed up with funds to carry on the controls would further increase and insure the expanding practice of forestry in the South.

The combating of epidemics of destructive forest insects and diseases is indisputably a project that should be spearheaded and to a large extent carried on by the federal government. No other group has the scientists and the technical personnel, trained in entomology and pathology, to cope with epidemics when they strike.

The private owner as well as the states and the federal government owning forests can and should do their part when these attacks develop. However, one or a few or many forest landowners are practically helpless once the diseases or insects assume epidemic proportions. Without federal government assistance in research, detection and control of these pests, the forest landowner can see his forests destroyed by pests which spread from centers of infestation miles away from his own forest land, and over which he has no control.

Currently some of the forest tree diseases and insects affecting Southern forests are:

The Little Leaf Disease on pines.
More study and research is needed on this problem.

The Saw Fly. (Species of Neodiprion) has caused annual damage in Arkansas for the last six years. Fortunately, during these years the weather has been unfavorable to the Saw Fly, but there is always the possibility of increased damage if weather conditions should change.

The Tip Moth (Rhyacionia frustrana) by attacking the terminal shoot of young pines deforms many young trees especially those in pine plantations.

Cronartium (Cronartium species) canker is taking a toll of pine trees in many pine plantations especially in species which are planted a considerable distance away from their natural range.

The indications are that the planting of pine plantations in the South will be expanded at a rapid rate. Any additional safeguard in the way of pest control will serve to increase the number of acres planted. The passage of the Forest Pest Control bill would increase the practice of forestry in the South and thus bring the growing lands closer to the goal of a permanent renewable supply of lumber for the people of the United States.

Mr. Johnson. Now, gentlemen, we have another bill that we would like to go into. We cannot run into this afternoon, because we have the reading of a very important and most controversial bill on the floor of the House this afternoon, and there will be amendments offered and continued voting all afternoon. The rest of the week is entirely filled up, we have a schedule for every day, and I would like to close this up today. We have three more witnesses to be heard, Mr. McNutt from the Society of American Foresters, Mr. Kaylor of the American Forestry Association, and Mr. Fletcher of the National Phytopathological Society. I wonder if we can get together and conclude in about 5 minutes. You can all file your prepared statements for the record. I will leave it to you gentlemen as to who wants to take the remaining five minutes.

STATEMENT OF JOSEPH F. KAYLOR, ASSISTANT EXECUTIVE DIRECTOR, THE AMERICAN FORESTRY ASSOCIATION.

Mr. Kaylor. Mr. Chairman, the American Forestry Association, an educational institution, is interested in securing adequate federal legislation to authorize the Department of Agriculture to cooperate with the states and private land owners to eradicate or control forest insect and disease outbreaks, with adequate appropriations--including emergency funds immediately available for prompt action.

The Association, whose membership is made up of thousands from all walks of life, is interested in development of more effective methods to prevent the introduction into the United States of forest diseases and insects from foreign countries by strengthening existing port inspection and foreign observation services, and by providing for prompt detection of introduced diseases and insects.

As a representative of the public we are also interested in providing in state and federal organizations for a larger staff of experts to educate forest owners in management practices for controlling insect and disease losses.

Insects and diseases rank next to fire as forest enemies; indeed they destroy more sawtimber than fire and often ruin forests managed for watershed, park and other non-commercial purposes.

Many demonstrations of effective control of forest insects and tree diseases by plan-wise harvesting indicate the importance of good forest management in the control of these losses. More forest entomologists and pathologists are needdd in connection with experiment stations and field organizations, to develop control practices and extend their use.

The United States still lacks a basic law for dooperative protection from forest-destroying pests, like the Clarke-McNary Act for control of fires. Such legislation is essential. H. R. 1974 provides for such cooperative action. The Association

recommends its passage.

Mr. Johnson. Thank you. Now we will hear Mr. McNutt.

STATEMENT OF JACK J. McNUTT, REPRESENTING THE SOCIETY OF AMERICAN FORESTERS.

Mr. McNutt. My name is Jack J. McNutt, from the Society of American Foresters. The Society of American Foresters endorses in principle the provisions of H. R. 1974.

Thank you.

Mr. Johnson. Now we have Mr. Fletcher.

STATEMENT OF DONALD G. FLETCHER, REPRESENTING THE AMERICAN PHYTOPATHOLOGICAL SOCIETY.

Mr. Fletcher. Mr. Chairman, my name is Donald G. Fletcher. I am Chairman of the Plant Disease Prevention Committee of the American Phytopathological Society.

Gentlemen, the group I represent are vitally concerned with the detection and control of all plant diseases. The society is composed of research and control scientists who study plant diseases and for years have been urging the establishment of a nationwide crop pest reporting service which would correlate the information needed to effectively plan controls, regulatory action and research regarding plant diseases and insect pests which are annually taking a tremendous toll in this nation. At the present time there is no accurate national information regarding many of the diseases and insects

you are appropriating millions of dollars to investigate and control. May of the diseases and insects either are carried by the wind or fly and therefore do not recognize state lines and must be studied and controlled on a regional or national basis. Many of the insects are vectors or carriers of plant diseases. The Plant Pathologists are therefore very much concerned with insect detection and control as well as with plant disease prevention.

Federal and state agencies have for many years realized the importance of establishing a coordinated program dealing with the prevention, retarding, controlling, suppressing and eradicating incipient, potential, or emergency outbreaks of destructive insects and diseases on all forest lands irrespective of ownership.

A few years ago Congress passed a bill similar to H. R. 1974 dealing with destructive insects and diseases of agronomic and horticultural crops, providing for cooperation of the state and the federal agencies. This so-called "Incipient and Emergency Pest Control Act" in effect has organized the whole complicated field of emergency pest control to the extent that much costly duplication of effort and equipment has been avoided and many millions of dollars worth of crops saved. Efficiency and economy has resulted, where before its enactment, the costs of prevention and control were prohibitive

and the losses tremendous because of lack of organization and coordination.

Specific examples are the well known Federal and State cooperatively conducted grasshopper, chinch bug, Mormon cricket and Army worm surveys and control campaigns which have saved the farmers several hundred million dollars since 1934. There is absolutely no reason why, in view of the tremendous annual losses now occurring to our forests, an effective organization, including existing agencies of the Department of Agriculture, cannot be established to function just as effectively as the Act dealing with field crop insects and diseases. In fact, it is my belief that maximum effectiveness in the war on forest insects and diseases -- and fires cannot and will not be a reality until the provisions of H. R. 1974 are law.

Several States including Minnesota, my home State, have recognized this need of cooperative prevention and control work and have established definite agencies for that purpose and are awaiting action from the Federal Government. Regional or district agencies could be provided under this proposed act which would make the fullest possible use of all existing state, federal, and private agencies dealingwith forest pests.

We have definite proof in the effectiveness of the already functioning "Incipient and emergency" act dealing with agricultural crops, that H. R. 1974 is the only sound solution to this extremely important forest problem.

Mr. Johnson. Thank you very much.

Mr. Gross. You would not compare the fight on a forest pest with the fight on a pest on crops, though, would you?

Mr. Fletcher. In this way I would: We have now no national reporting service as to what is happening on forest diseases or insects over the entire nation. You have the definite project information, but you have no correlated overall national picture, and as many of the men testifying pointed out, you have to correlate that information between regions, between states before you can get the complete picture, so that a reasonable program of control can be worked out.

The same thing exactly is true with agricultural crops. The small grains, the cotton, any crop that you want to mention, you have to do it over a regional or national basis before you can get the whole picture and can spot the incipient outbreaks. I don't know whether you realize it or not, but you are appropriating 50 per cent of the money that is appropriated for insect pests and plant diseases, for the control of those projects, on projects that have come into this country from foreign countries. If they had been detected when they were in small amount, incipient outbreaks at first, many millions of dollars could have been saved. We are putting the cart before the horse when we add control campaigns and appropriate money without sufficient evidence as to just where and how widely spread these plant organisms and insect pests are.

Mr. Gross. The development of natural enemies has been the only advance we have made anywhere, isn't that correct?

Mr. Fletcher. I would not agree with you there. We have methods of control on many of these disease and insect pests, and you have to use not one but several methods of control, whether it is using insecticides, fungicides, whether it is a cultural process or a development of resistant varieties, all of them can be used together and must be used together. If any one says one method would solve the problem, he does not know what he is talking about.

Mr. Johnson. Thank you, Mr. Fletcher.

Mr. Engle. Mr. Chairman, may I reserve the right to file a statement?

Mr. Johnson. Yes, sir, and any one else who wishes to file a statement.

Mr. Engle. I would like to make a reservation also to file a statement on behalf of the Western Pine Association.

The National Parks Association has authorized me to state that they are in favor of this bill, and also the Wilderness Society represented by Mr. Howard Zahniser.

With your permission, I would like to file a statement at this point.

Mr. Johnson. Permission certainly is granted. We will be glad to have it in the record.

(The statement referred to is as follows:)

Mr. Johnson. That will conclude the hearings on H. R. 1974 and H. R. 2615.

MR. CHAIRMAN: I am appearing in support of H.R. 1974, introduced by our colleague and member of the Subcommittee, Congressman Hoff of Idaho, and H.R. 2515, an identical bill introduced by me.

The main point involved in these bills is the fact that a bug does not recognize a boundary line. At the present time, the Federal Government does not have any authority to work cooperatively with other owners in the control of insects beyond the borders of its own property. Consequently, costly control measures on lands of the Federal Government are seriously hampered or nullified when other intermingled and adjoining ownerships are not subject to proper control measures.

In the lumbering areas I represent there are often four or five types of ownerships--Forest Service, Park Service, public domain, state lands, county lands and private ownership. At the present time, there is no method by which all these ownerships in one area can coordinate their efforts to control insects. It is obvious that with the state working on its land, the private owners working on theirs and the various federal agencies working on their lands, that much is lost in duplication and the efforts of all of them may be nullified by one private owner failing to join in the over-all effort. This bill will enable the Federal Government to give leadership in coordinating control measures. The State of California has already enacted a law authorizing it to cooperate. If this measure is adopted, it will be possible for all of the ownerships

in an area to pool their funds for control purposes on a fair basis and attack the control problem for the entire area. Fighting insects piecemeal is just as ineffective as fighting fire in that way. Long ago cooperative measures were authorized for fire fighting. This gives the same kind of authorization for fighting insects.

And, since the loss from insects now greatly exceeds that from fire, it is all the more important that this authorization be granted. The annual loss in the western states due to insect infestation is 2.8 billion board feet. The total amount of lumber cut by the lumber industry is 4.4 billion board feet. In other words, the "insect logging company" cuts over half as much timber on the average as the lumbering industry.

As a further illustration, during the period of 1931-40 in the pine region of California, Oregon and Washington alone, the lumbering industry cut 21,594,600,000 board feet. The insect logging company took 15,545,000,000 board feet. The insects destroyed seventy-five percent as much timber as was commercially harvested by the sawmills. During this period of time the loss by fire was 1,283,900,000 board feet. The ratio of loss was approximately sixteen to one--sixteen billion for the insects and one billion by fire. I do not wish to be understood as opposing the wholly proper steps taken for fire prevention--I am only pointing out that it is manifestly unwise to save the timber from fires only to be destroyed by insects. A basic step which can be taken is to authorize the coordination of effort which has previously been authorized for fire control.

The question will be asked whether or not this bill will cost any money. The answer is that the bill by its terms appropriates no funds

whatever, but is only an authorization for the Secretary of Agriculture in cooperation with other interests to do the necessary control work. The amount of money requested in the current appropriation for this type of work is $30,000. Those of us intensely interested in this problem believe that more money should be appropriated but that is a matter which will have to be decided by the Appropriations Committee at the proper time. This bill merely makes it possible for the Secretary of Agriculture to spend whatever money he has the most effectively. I hope it will have your favorable consideration.